

**UNIVERSITY OF NAIROBI**

**FACULTY OF ARTS**

**DEPARTMENT OF SOCIOLOGY AND SOCIAL WORK**

**M.A RESEARCH PROJECT**

**COMMUNITY PARTICIPATION IN THE MANAGEMENT  
OF LATF PROJECTS: A CASE STUDY OF THE MUNICIPAL  
COUNCIL OF MACHAKOS, KENYA.**

**BY**

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**A Research Project submitted in partial fulfillment of the Master of Arts Degree  
in Rural Sociology and Community Development at the University of Nairobi**

**NOVEMBER 2012**

## DECLARATION

This research project is my original work and has not been presented for a degree in any other university:

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## **DEDICATION**

I would like to acknowledge the following for their valuable contributions, time and skill that enabled me to pursue Master of Arts Degree in Rural Sociology and Community Development. My University supervisor, Prof. Preston Chitere for his guidance, at every stage of this Project Proposal. Were it not for his vast experience that gave me direction to carry out the research and subsequent report, this project proposal would not have become a reality.

I am equally grateful to all those who contributed in various ways towards this project paper, especially all my interviewees who volunteered valuable information. I salute my university colleagues for their respect for knowledge and education that inspired me to work hard. I thank the University of Nairobi, Department of Sociology and Social Work staff and students of C50 2010/2011 who provided me with intellectual support.

Finally, my sincere thanks go to all my relatives and friends who assisted me in many ways. Last, but not least, I am indebted to my immediate and extended family for their financial, moral support and understanding throughout the duration of this project. This work is dedicated to them.

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## ABBREVIATIONS

<b>AIDS</b>	Acquired Immuno-deficiency Syndrome
<b>CBO's</b>	Community Based Organizations
<b>CDC</b>	Constituency Development Fund
<b>CoE</b>	Committee of Experts
<b>CoK</b>	Constitution of Kenya
<b>DDC</b>	District Development Committees
<b>DFRD</b>	District Focus for Rural Development
<b>DPC</b>	District Project Committees
<b>GoK</b>	Government of Kenya
<b>HIV</b>	Human Immuno-Deficiency Virus
<b>IIEC</b>	Interim Independent Electoral Commission
<b>IMF</b>	International Monetary Fund
<b>LASDAP</b>	Local Authority Service Delivery Action Plan
<b>LATF</b>	Local Authority Transfer Fund
<b>LDP</b>	Liberal Democratic Party
<b>MDG</b>	Millennium Development Goals
<b>MPs</b>	Members of Parliament
<b>NAK</b>	National Alliance Party of Kenya
<b>NARC</b>	National Rainbow Coalition
<b>NGO</b>	Non Governmental Organization
<b>PPO</b>	Provincial Planning Officer
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>RMLF</b>	Road Maintenance Levy Fund
<b>SAP</b>	Structural Adjustment Programme
<b>SPSS</b>	Statistical Package for Social Sciences
<b>TFDG</b>	Task Force on Devolved Government
<b>WB</b>	World Bank

## ABSTRACT

This study was conducted when Kenya was ushering in a new constitutional dispensation. The constitution is currently being implemented and it embraces people's participation in local development by shifting power and initiatives from the centre to the grassroots. This gave relevance to this study.

The main objective of the study was to evaluate community participation in the management of LATF in Machakos Municipality.

Data were collected in Machakos Municipality using both qualitative and quantitative methods of data collection and analysis. The methods and tools used to collect data include questionnaires, key informants interviews guide and documentary review. The data was analyzed and presented in the form of tables, pie charts and bar graphs.

The study found that the main occupation of Machakos Municipality residents were traders and workers. A good number are self-employed and employed but unemployment is still a major issue making the LATF projects of major significance to the community.

There was gender representation in the management of the LATF projects. LATF project committees were dominated by older men and hence there was need to push the agenda of youth and women empowerment since they were the least in the committees. Awareness of the LATF Act provisions was limited and there was no adequate community participation in the management of LATF projects.

The study found that LATF had given overwhelming powers to politicians in the management of the funds who determined the award of tenders which was characterized by corruption.

The study's recommendations are that: The LATF decision making process should be open and the locals should be involved in its various steps. To foster transparency and build confidence, there should be regular meetings to deliberate on the issues affecting the LATF projects and charting the way forward. There was need to promote awareness on LATF and the overwhelming powers given to politicians under LATF needed to be trimmed.

## CHAPTER ONE

### INTRODUCTION

#### **1.1 Background to the problem**

The global trend dictates that the functions of national governments are slowly but surely being transferred to regional or global institutions. Developing countries for a long time have used the top down approach to development which has failed miserably. Many countries have now embraced the bottom up approach which secures participation of all stakeholders in development and equitable distribution of resources.

The institutionalization of bottom up approach to development and decentralization are some of the benefits emanating from the clamor for multiparty and constitutional review. The decentralization strategy refers to the transfer of power to the popularly elected governments including political power, financial resources and more administrative responsibilities.

Decentralization takes three forms namely deconcentration, devolution and delegation; deconcentration refers to the transfer of the functions from the centre to the regions while decision making is retained at the centre e.g. District Focus Approach. Delegation is the transfer of functions to a non-governmental or private sector which the central government exercises limited control e.g. regional development authorities like the Keri Valley and Lake Basin Development Authorities. Devolution is the transfer of any function or responsibility that may involve both administrative and political or decision making authority. Financial devolution means shifting of financial power to the local level thus ensuring effective sharing or distribution of resources to regions or counties. It should be noted that financial devolution reverses the past practice that extracted the resources from the periphery and concentrates them at the centre.

Decentralization in particular has led to the launch of several devolved funds such as CDF, LATF, Road maintenance Levy Fund (RMLF), Youth Enterprise Fund, Women Enterprise Fund, Bursary Fund; etc. The purpose of decentralized funds is to take development to the grassroots. LATF is as a result of wider decentralization efforts by

the government in recognition of the fact that the benefits of economic growth may not reach all the people, particularly the most disadvantaged members of the community. There is overwhelming evidence that LATF has been wasted or misappropriated due to lack of accountability, transparency and good governance. As a result the intended impact on poverty eradication and social progress has been dismal. Critics of the devolved funds have argued that it is devolution of corruption from the centre to the periphery.

LATF is one of the ingenious innovations of the Kenya government. It is an annual budgetary allocation by the central government to each of the countries local authorities. LATF goes directly to the local level; in essence it provides individuals at the grassroots the opportunity to make expenditure choices that maximize their welfare in line with their needs and preferences.

The enactment of LATF Act in 1998 significantly changed development dynamics at community level and now the ward has become an important unit of engagement. Citizens not only exercise their civic rights within their jurisdiction but also engage more in planning, implementation as well as monitoring and evaluating projects.

Before the initiation of devolved funds the GOK employed many development strategies. In July 1983, the District Focus for Rural Development was unveiled (*Republic of Kenya, 1995*). DFRD is a decentralization approach which sought to turn districts into centers of development by ensuring equitable distribution of resources and securing the participation of the people in planning, implementation and evaluation of projects. The initiatives main drawback was planning took place in Nairobi.

On August 27, 2010 Kenya promulgated a constitution shedding off a set of laws inherited from the British and entered a new constitutional dispensation. Chapter 12 Article 202 clauses (1) stipulates that revenue raised nationally shall be shared equitably among the national and county governments. Chapter 12 Article 203 clause (2) requires that at least 15 percent of all revenue collected by the central government be disbursed to the 47 counties (*Republic of Kenya, 2010*). The actual figures will be determined by the Commission on Revenue Allocation whose mandate is to come up

with criteria that will guide the sharing of tax money between the national and county governments.

On 22<sup>nd</sup> October 2010 the Deputy Prime Minister and Minister for Local Government established the Task Force on Devolution. The work of the Task Force was to think through the implementation of the devolution process and advise the central and county governments on policy and legal frameworks of devolving power, resources and responsibilities. The Task force after carrying its mandate as stipulated in Gazette Notice no 12876 of 2010 transmitted an Interim Report on Devolved Government on 20<sup>th</sup> April, 2011 through its chairman Mutakha Kangu. The chairman presented the Interim Report to the Deputy Prime Minister and Minister for Local Government.

The interim report on devolution provides proposals covering, operationalization of the functions of each county, consistent with the fourth schedule of the constitution, restructuring of the Provincial Administration and specifics of the county financial management system, including taxes and charges to be imposed by each county. The report also captures assistance to each county government in building their capacity to govern effectively and provide the services for which they are responsible and public communication and civic education matters related to devolved government. The interim report has also identified various policies, legislative and administrative measures that must be implemented for effective operationalization of devolved government as envisaged by the constitution of Kenya 2010.

The task force on devolution proposals includes abolishment or merger of at least 1,500 wards spread over 175 local authorities, the reduction of councilors from 3465 to 2000 and not more than 1625 wards. The Task force is also pushing for each of the 290 constituencies to have a minimum of three and maximum of five wards each. The governor in the county must have a first degree from a recognized university while to be a member of County Assemblies one must have at least a Form Four Certificate according to the Task Force proposals. All those seeking leadership positions in counties must produce certificates of good conduct (*The Standard, 12.07.2011*).

## **1.2 Problem statement**

Governments are decentralizing decision-making and resource utilization to the grassroots (*Manor, 1999*). Decentralization enhances responsiveness of governments to citizen demands and increases their participation (*Manor, 1995*).

Devolution targets improved service delivery and community empowerment by designing specific solutions to specific problems that affects them. To enhance the performance of devolved funds, several acts for example the CDF Act of 2003 and LATF Act No.8 of 1998 were institutionalized to ensure smooth execution of projects.

The general awareness of the public on LATF is limited as majority of the people are ignorant of public affairs due to lack of a strong civic culture. LATF is an initiative which majority of the local people have not come to terms with its operationalization. The fund is managed by local authorities and most people associate local authorities with politics. Politicians in Kenya are known to be corrupt and people have developed apathy on any initiative championed by politicians.

Regarding the performance of devolved funds past studies have highlighted some major concerns. According to IPAR discussion paper series No.076/2006 devolved funds have been mismanaged in the past (*Mapesa&Kibua, 2006*). According to an independent study on the impact of LATF a report submitted to the Kenya Local Government Reform Program it was clear that the impact of projects funded through LATF on the citizens might be difficult to ascertain without further detailed work (*Republic of Kenya, 2007*). The media has also reported cases of mismanagement of devolved funds, handpicking of committee members, stalled projects (The Standard, 21st August 2004 and the Standard, 17th July 2005).

In the past, Kenyans have voiced concern over reported cases of mismanagement of LATF. Experts have argued that devolving power is devolving corruption and corruption was dispersed from Nairobi to the local authorities which is a drawback in an attempt to unlock the potential at the grassroots. The GoK had no proper machinery to monitor how LATF was being disbursed in former constitutional dispensation. Changes in the disbursement policy in the 2003/2004 financial year saw devolved funds being channeled through the constituencies and local authorities.

LATF has provided desirable results in some wards/local authorities while others have performed poorly in utilization of the fund. This has been attributed to lack of community of participation, poor procurement practices. Community participation in development can be considered as the process of empowering communities to enable them take ownership of their development processes.

LATF has helped reduce debts and improve financial management and service delivery in local authorities. Councils experience inadequate funds for services they offer which include provision of public health services, education and water, sewage and recreation facilities among others all for the benefit of the residents of the particular locality. Inadequate funds are attributed to poor service delivery.

The constitution strengthens the existing forms of devolution. Chapter eleven outlines the objects and principles of devolved government. The constitution embraces people's participation in local development by shifting power and initiative from the centre to the grassroots. County leadership will be answerable to the people and not the other way round, county structures are being fine tuned in line with the new constitution. The Task Force on the new constitution drafted the Intergovernmental Fiscal Bill which seeks to protect the County government devolved funds from being financially muzzled. There is also the County government Bill which compliments and supplements the National Financial Management Bill.

The Kenyan constitution has established counties as the units of devolution. All the devolved funds will be channeled directly to the counties. Concerns have been highlighted before about the drawbacks of community participation under the devolved funds are now the concerns of the counties and this study was done when attention on devolution were still pegged on the prospect or potential for the future. The future is counties as units of devolution.

It is for this reason that this study was carried out to establish community participation in the management of LATF in Machakos Municipality as the country ushered a new constitutional dispensation. This helps to find out whether there are existing gaps and missing links for people's participation in the development process. The study feedback provides a basis for improvement of the management LATF management

and ensuring improved community participation in the devolution processes and public affairs.

### **1.3 Research questions**

- a) What is the Machakos Municipality residents' level of information on the LATF Act?
- b) What is the level of community involvement in Machakos Municipality's LATF management?
- c) What are the views of Machakos residents on LATF projects in their Municipality?
- d) How effective are LATF projects in Machakos Municipality as products of the participatory process?

### **1.4 Objectives of the study**

The study focused on both the broad and specific objectives.

#### **Broad objective**

To evaluate community participation in the management of LATF in Machakos Municipality.

#### **Specific objectives**

- a) Find out people's awareness of LATF Act provisions in Machakos Municipality.
- b) Examine the level of community participation in Machakos Municipality's LATF projects.
- c) To find out beneficiaries' perceptions of LATF projects in Machakos Municipality.
- d) To establish the effectiveness of LATF projects in Machakos Municipality as a bottom-up strategy of development.

### **1.5 Justification of the study**

The study findings are useful to the national and county governments and other stakeholders in undertaking effective strategies to involve all the stakeholders in financial devolution and development.

The study helps policymakers, planners and implementers in formulating laws, appropriate financial and development policies and programmes that are holistic. Policies and programmes in this era of civilization need to be informed by research and any other scientific knowledge.

The past studies on financial devolution for example (*Mapesa & Kibua, 2006*), (*Republic of Kenya. 2007*) have concentrated on CDF and it is imperative to study other devolved funds. Decentralization of public finance in Kenya is currently being implemented in line with the new constitution. Scientific studies should inform new emerging issues to avoid making past mistakes.

The research findings provide useful information which can be instrumental for future planning of financial devolution and other county government issues. The research findings will be disseminated to the communities, youth, NGOS, national and county governments.

The research paper provides useful information to strengthen theories of decentralization and community development. The study will also provide a good reference point for future studies.

The research findings aims at stimulating focus and debate on the role of communities in financial devolution for the proposed county governments and focus on addressing the unique initiative.

### **1.6 Scope and limitation**

The study was restricted to LATF in Kenya and looked at community participation under the devolved fund and the potential for future.

The study was limited to LATF Act provisions concerning community participation and how the laws had been implemented. The study examined the level of community participation in Machakos Municipality's LATF management.

The study established the level of Kenyans knowledge on LATF. The researcher found out whether knowledge and awareness had helped Kenyans to participate in implementing and safeguarding the LATF processes.

The study targeted Municipal Council of Machakos officials and beneficiaries of LATF who were the main study group. Senior Municipal Council of Machakos officials were used as Key Informants.

### **1.7 Definition of key terms**

**Community:** This is a group of people who share a common territory area as their base of operation for daily activities. Community members share an awareness of their unique and separate identity as a group. It is now obvious that a community is not a mere village because we can have either a village or an urban community.

**Constitution:** A document containing fundamental laws from where all other laws are derived; laws are derived from a higher law. The constitution is a social contract between the governors and the governed in which the governed are the overriding party.

**Decentralization:** This refers to the transfer of power to the popularly elected governments including political power, financial resources and more administrative responsibilities. Decentralization takes three forms namely deconcentration, devolution and delegation.

**Development:** This refers to gradual change or progression through a number of stages towards a desirable state. To develop means moving from one situation to another, this is better than a previous one. Development is closely associated with economic growth, improvement in health, shelter, education among others. Development means improvement from the stand point of economic, political, cultural and social spheres.

**Devolved funds:** A devolved or decentralized fund is one which is given to the district or constituency for the improvement of the livelihoods of those living in the area. However it differs mainly from other funds in that the government does not determine what the money is used for. In place a committee that is comprised of local members of the area determines what the funds are used to do (*chwelecentre.org*).

**LATF:** This is a devolved fund structured to provide Local Authorities with supplementary funds and is combined with own source revenue to implement the

expenditures priorities, contained in the council budget. A budget is passed and approved by the Minister for Local government. The fund is under the responsibility of the ministry of finance and administered by the permanent secretary, Ministry of Local Government (*Centre for Governance and Development, 2004*).

## CHAPTER TWO

### LITERATURE REVIEW AND THEORETICAL FRAMEWORK

#### 2.1.1 Introduction

This chapter presents literature review and theoretical framework. This chapter is a review of the literature related to the purpose of the study. It is organized according to specific objectives in order to ensure relevance to the research problem. The review eliminates duplication of what has been done and provides a clear understanding of existing knowledge base in the problem area. The literature discusses decentralized funds. Theories discussed help understand the study and also assesses the capacity of county level institutions for managing development finances.

#### 2.1.2 Community Participation

The community participation process opens dialogue between various actors. If dialogue and collaboration is achieved, decision making, planning and implementation and development of projects will be efficient, effective, people centered and sustainable.

The community participation process is people centered and involves them in decision making and allows them to be in charge of their own situation (*Republic of Kenya, 2009*).

The community participation process is meant to engage citizens in decision making as regards development in their wards. Community leaders analyze their own situation, decide on the direction they want to take, identify the hindrances or obstacles, and determine the solutions that form the critical basis of an “action plan” (*Republic of Kenya, 2009*).

The objective of community participation strategy is to strengthen participation and involvement of communities in planning, prioritization, design and implementation of projects. Community participation is therefore useful, due to the following;

i) It builds lasting relationships and trust with communities. Effective community participation opens channels of communication and stakeholders and develops a collaborative working relationship.

ii) It gives inclusion and respect since everybody is welcome to participate. The efforts to identify invite, and encourage stakeholders early in the project, allow them to give their feedback openly, for they develop a sense of identify.

iii) It makes programmes a adaptable and creative since the community is involved throughout and hence gives their maximum support and experiences to build on any intervention (*Republic of Kenya, 2009*).

### **2.1.3 Project Cycle Management**

#### **Project**

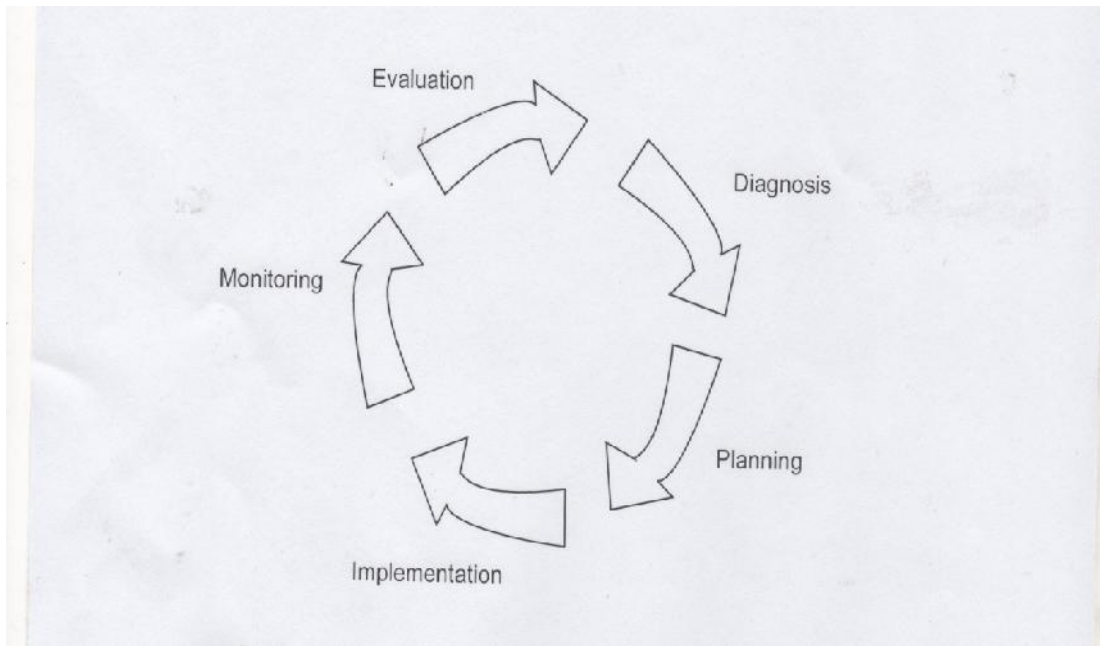
A project is a complex of activities that uses resources to bring desired benefits. The benefits accruing from a project may be tangible or intangible. Some of the benefits of a project may be immediate while others are long term. The benefits of a project are quantifiable in money terms; some of the benefits can be qualitative. Projects are characterized by three parameters namely results, time and resources.

#### **The Project Cycle**

According to (*UNDP, 1999*) all projects have the same fundamental parts or phases from the time each project is first conceptualized until it is terminated. These parts fit together and relate to each other in what is called the project cycle as shown by Figure 1 below.

The cycle represents stages of a project, namely Diagnosis (reconnaissance or pre-identification, identification), planning (preparation, appraisal, and approval, and approval by the supporting agency and government), implementation, monitoring and evaluation.

Figure 1: The Project Cycle



Source: UNDP. Empowering People: A guide to Participation

It is widely understood that participation is not a one-off input into a project but it is a process which should be an intrinsic part and characteristic of a project of a project throughout its duration. This process evolves through a series of stages, but these stages will vary according to the nature and purpose of the project (UNDP, 1999). For example, some organizations follow the following steps project selection, planning, implementation, monitoring and evaluation and closing and handover.

#### **2.1.4 Historical perspective of decentralization**

Up to the time of independence, Kenya operated a dual system of local government—one for settlers and the other one for Africans. These separate systems were united during 1962-63 period. At the same time a neo –federal majimbo constitution was established (Okoth-Ogendo, 1971). Majimbo form of decentralized government did not take off very well because KANU Government was opposed to it; the party looked forward to reviewing the constitution. After Kenya attained independence, a series of constitutional amendments did target the emasculation of majimbo, legislature and the judiciary.

The majimbo form of government devolved powers and functions to eight regions. These regions were established on 1<sup>st</sup> June 1963 with Oginga Odinga as the first minister in charge of regionalism. This form of government had two levels of government, national government and local governments.

This devolved form of government was not given a chance to mature and instead a centralized government was adopted and entrenched. The centralized government was responsible for bad governance practices like mismanagement of economy, corruption, unequal allocation of resources to regions, single party rule, poverty and lack of self governance.

The push for multi-partism was a response to the country's bad governance and this led to clamour for reforms from the stand point of political, economical, social and cultural spheres. Economy liberalization in the late 1990s for instance brought rapid growth and poverty reduction. One of the measures that were adopted in mid-1990's to help speed up the reforms was the agitation of a new constitution.

In 2002 Kenyans elected the NARC government into office which promised to usher a new constitution in 100 days. The clamour for the new constitution was threatened by political instability as the NARC government had two opposing camps namely LDP and NAK. Some of the initiatives to unveil a new constitution were the Bomas and Wako constitutional initiatives. The constitution making process saw one of the dominant issues as the need for devolution of the country's decision making process and resources to the sub national level in other words self governance.

Kenya inherited a highly centralized administrative system as a colonial legacy, but the post- independence government tried to address this through creation of new departments and development committees. However these committees turned out to be new mechanisms through which the centre continued to exercise authority in the realm of development (*Oyugi, 1975*).

Decentralization has received a great deal of attention in development literature, national plans, political platforms and in lending programmes of most donors. The post –independence regimes unveiled several initiatives aimed at decentralizing rural development. The initiatives include Special Rural Development Program (SRDP),

Rural Development Fund (RDF) and District Planning exercise during the 1974/78 Development Plan period all in the 1970s. Commissions of inquiry such as (*Ndegwa, 1971*) called for better financial planning, devolution of power to district level and the creation of the office of District Development Officer (D.D.O) and Planning Officer. There was need of planned development and specifically strengthening District Development Committees (*Waruhiu, 1980*) and according to (*Philip Ndegwa, 1982*) decentralization of resources from the centre to the local level was crucial in realizing meaningful development.

Since independence GoK has attempted participatory local development through a series of decentralized structures. The most notable efforts include ‘majimbo’ at independence (1963), the Sessional Paper 10 of 1965, the District Development Grant Programme (1966), the Special Rural Development Programme (SRDP-1969/70), the Rural Development Fund (RDF-1971), the District Development Planning and the District focus for Rural Development (DFRD-1983/84).

Sessional Paper 10 of 1965 stated that planning was to be extended to provinces, districts, as well as municipalities. The paper was the first basic paper guiding the first decade of planning in Kenya; the paper stipulated that the state should control the entire development process (*Republic of Kenya, 1965*). The decentralization strategies were aimed at addressing poverty alleviation by ushering an enabling environment characterized by employment and investment opportunities. The Special Rural Development Programme (SRDP) for instance sought to improve the capacity of civil servants operating at the rural level and development of regional planning techniques appropriate to the Kenya context (*Alila, 2000*).

Decentralization efforts in Kenya are captured by Oyugi in a book edited by (*Chitere and Mutiso, 1991*) observes that between 1960s and early 1980s, Kenya experimented a number of decentralization measures which did not succeed because of the ‘centers’ unwillingness to involve local people in decision making.

### **2.1.5 Decentralization Approach**

The decentralization strategy or approach refers to the transfer of power to the popularly elected governments including political power, financial resources and more administrative responsibilities. Decentralization takes three forms namely deconcentration, devolution and delegation. Deconcentration refers to the transfer of the functions from the centre to the regions while decision making is retained at the centre.

Devolution is the transfer of any function or responsibility that may involve both administrative and political or decision making authority. Financial devolution means shifting of financial power to the local level thus ensuring effective sharing or distribution of resources to regions or counties. It should be noted that financial devolution reverses the past practice that extracted the resources from the periphery and concentrates them at the centre.

In Europe, the rapid growth of the welfare state left central governments unable to satisfy the expectations which the assumption of wider responsibilities had raised. Hence decentralization becomes inevitable in order to ensure greater efficiency, enhance local autonomy and provide greater opportunities for citizens to contribute to decisions which affect their life (*Hyden, 1985*).

Literature on financial devolution comes from a variety of sources which includes development plans, World Bank reports, development administration journals, reports of commission of inquiry and writings by scholars from both developed and developing countries.

Financial decentralization is very important for the success of any decentralization effort. Previous efforts to decentralize show that financial authority remained at the centre and those in authority in national or central institutions will always seek to manipulate decentralized institutions to their own advantage (*Craig, 1987*).

Decentralization in developing countries has been weakened by failure to transfer sufficient financial resources to those organizations to which responsibilities were shifted (*Rondinelli, 1984*).

### **2.1.6 Types of decentralization**

The assured benefits of decentralization have over the years transformed it into some kind of a movement in the Third World, so that there is virtually no country that has not experienced with one type of decentralization or another (*Chitere & Mutiso, 1991*).

Scholars have identified several types of decentralization which are outlined and discussed below;

#### **a. Political decentralization/democratic decentralization**

This type is devolution and shifts decision making power to sub-national authorities.

This may take the process of creating new tiers of government or it may change the way the existing sub national tiers of government are formed or structured e.g. from appointed mayor or state governors.

Political decentralization generally involves constitutional change.

b. Administrative decentralization is the transfer of specific functions to lower tiers of the state i.e. government ministries.

c. Deconcentration. The transfer of function such as decision making, planning management in specific areas such as health, education or community development to units of central government that are distributed throughout the country. This shifts responsibilities from the central government officials in the capital city to those working in regions, counties, provinces or districts.

d. Delegation passes responsibilities to organizations that are accountable to central government but not entirely controlled by it e.g. use of public corporations, housing authorities and regional development corporations.

e. Devolution-Transfers responsibilities to sub national units of government that have a specified degree of autonomy from the central government. As Rondinelli points out such administrative devolution “underlies most political decentralization; creating elected local government is irrelevant unless they have recognized areas of responsibility over which to exercise their decision making power.”

f. Divestment-Transfer responsibilities or functions from the public to private sector, whether to community groups, NGOs or private business. This may take the form of contracting out public private partnership or full privatization. But according to (*Manor, 1999*) Divestment, privatization or market decentralization inclusion is subject to critics. He omitted it in the study of democratic decentralization for two reasons:-

-It involves transfer of responsibilities outside the sphere of government.

-The private firms involved are often themselves very large, so that privatization often involves a shift of power and resources from one major, centralized meaningful alternative governance structure to provide local government.

Devolution as a mode of decentralization, as mentioned earlier is the transfer of responsibility to sub national units of government the specified degree of autonomy from the central government.

According to (*Chitere, 2004*), devolution is one mode of decentralization which refers to moving decision making and resources away from the center to the periphery. It is the sharing of responsibilities both for decision making as well as for decentralization and use of resources between the central and sub-national governments. Devolved government may be termed as federalism of majimbo.

Devolution involves the transfer of functions and decision making authority from national government to local governments (*UN, 1981*). Financial devolution is a political strategy for involving sub-national political units in policy-making in specified areas of public and financial policies (*Oyugi, 1989*).

### **2.1.7 Devolved funds**

Financial devolution refers to the transfer of financial management authority and responsibility from national to county governments. Financial management entails planning and control of financial resources (*Pandey, 1979*). Financial management is a series of management tasks which are directed to the provision, use and disbursement of economic resources (*Chambers, 1983*).

Devolved funds is an attempt to financial devolution, background of the funds traces their roots from the DFRD in which a conference by the Ministry of Economic Planning and Development (MEPD) was convened to discuss ways of solving local problems, education and employment (*Republic of Kenya, 1995*).

The current devolved funds in Kenya include the following CDF (Constituency Development Fund), LATF (Local Authorities Trust Fund, Women Development Fund, Free Primary Education Fund, Constituency Bursary Fund, Road Maintenance Levy Fund (RMLF), Rural Electrification Programme Levy Fund, Community Development Trust Fund, HIV/AIDS Community Initiative Account, Water Services Trust Fund and Poverty Eradication Loan Fund (*Republic of Kenya, 2011*). Due to the constraints of time, budget and human resources this study looked at only CDF (Constituency Development Fund) and LATF (Local Authorities Trust Fund).

Devolved funds empower local communities to participate in local procurement, preparation of local plans and implementation. The 47 counties are vital units of financial resource management. Financial devolution seeks to increase communication between the local community and the national and county governments. Financial devolution will enable individuals, communities and counties to unlock their tremendous potential.

Fiscal decentralization is the core component of decentralization. It is a prerequisite for governments in order to carry out decentralization effectively, they need adequate revenues which can be achieved by central government collecting mandated revenues and transferring it to lower levels of government (*Smoke, 2001*).

### **2.1.8 Local Authorities Transfer Fund**

LATF was established after recommendations of the Omamo Commission Report of 1995 and the Intergovernmental fiscal Relations study of 1997 under the LGRP (*Odhiambo, Mitullah & Akivanga, 2005*).

LATF is structured to provide Local Authorities with supplementary funds and is combined with own source revenue to implement the expenditures priorities, contained in the council budget. A budget is passed and approved by the Minister for Local government. The fund is under the responsibility of the ministry of finance and

administered by the permanent secretary, Ministry of Local Government (*Centre for Governance and Development*).

The LATF operations are monitored and guided by the LATF Advisory Committee, which is chaired by the private sector with representatives from the private, Ministry of Local Government and the Ministry of Finance as members, to ensure that the provisions and requirements in the Act and Regulations are being complied with (*Republic of Kenya, 2009*).

The Permanent Secretary, Ministry of Local Government is responsible for supervising the administration of the Fund, maintaining the proper books of accounts and other records, and reporting to the controller and auditor General on an annual basis on the financial aspects of the Fund (*Republic of Kenya, 2009*).

The four conditions attached to the release of LATF fund. They include

1. A timely submission of local budget estimates. The budget must allocate the equivalent of at least 50 per cent of LATF to service delivery, amount for capital projects and must not allocate more than 60 percent of the total expenditure on personnel.
2. A statement of debtors and creditors with debt repayment plan;
3. A revenue Enhancement Plan (REP) outlining measures for increasing revenue mobilization, and
4. Development of LASDAP. This is a participatory planning process that identifies and prioritizes local expenditures that can be included in the annual budget process (*Odhiambo, Mitullah & Akivanga, 2005*).

### **2.1.9 Local authorities as a decentralization Agencies**

#### **Historical Background**

Local authorities emerged as rulers of the country were too busy to deal with the needs of the smaller villages and towns. These needs are so complex that it is necessary to get the help of able people on the spot to settle local problems (Local Government in Kenya (*Fontaine & Mower, 1955*)). The colonial government found

that there are still many matters which are best regulated locally. These matters were decided by council of elders.

During the colonial regime there was Local Government of a kind in the townships which were declared under the Townships Ordinance of 1903, as well as in the Townships of Nairobi and Mombasa. Some of these such as Eldoret, Nakuru and Naivasha were in the European settled areas, whereas others such as Kiambu and Machakos were in the African Reserves. They were dependent on the colonial government for funds to meet necessary expenditure (*Fontaine & Mower, 1955*).

The colonial regime created the local government department which was headed by a commissioner for local government. Councils were known as njuri in Meru, nzama in Ukambani and kiama in Kikuyu (*Fontaine & Mower, 1955*).

#### **2.1.10 Structure and functioning of Local Authorities**

Chapter 265 of the Local Government Act provides for the establishment of authorities for local government; to define their functions and the powers they can exercise in their areas of jurisdiction. Local government authorities in Kenya refer to municipal councils, county councils, town councils and city councils.

In Kenya three authorities have city status namely Nairobi, Mombasa and Kisumu. Municipal councils cover the bigger towns like Nakuru, Eldoret, Malindi, Thika, and Kakamega among others while Town councils cover smaller towns like Kangundo, Kilifi, Funyula, and Narok among others. Machakos County has the following local authorities; Municipal Council of Machakos, Masaku County Council, Municipal council of Mavoko (Athi River) and Matuu Town Council.

The institutions services include provision of public health services, education and water, sewage and recreation facilities all for the benefit of the residents of the particular locality. This means a lot of money for the running of these institutions is needed, the local government authorities rely heavily on grants from the central/national government.

Local authorities derive their revenue from three main sources i.e. government grants, property owned by a particular local authority and from rates derived from the

occupiers of property (*Wikipedia*). Some of the sources of revenue for the local authorities include land rates plot rents, single business permits, markets and slaughter house fees, vehicle parking receipts, house rent/housing schemes, conservancy fees and charges among others.

In terms of administrative structure and functioning, generally local authorities are governed by elected councilors, managed by appointed administration officers. Councillors elect the mayor or chairman of council. Each councillor serves in at least one of the various policy committees, e.g. finance, education, and makes operational policy decisions, which are reviewed and ratified by resolution by the full council. Execution of these resolutions and the required actions for service delivery are provided through administrative and sectional departments headed by appointed officers and staffed by salaries as well as casual employees (*Muia, 2005*).

Local authority administration consists of either a mayor for city councils and municipalities, chairpersons for town and county councils, town or county clerks and elected and nominated councilors.

Local authorities enact by-laws which are enforceable in an area of jurisdiction or of some part others of it. By-laws have the force of the law like any other law, before they come into operation they must follow certain procedures laid down by the Local Authorities Act. The national government may confirm or refuse to confirm any by-law (*Wikipedia*).

The central /national government controls the local authorities by issuing orders and directions. National governments control Local Authorities by way of issuing orders in forms of circulars. The Ministry of Local government which is in charge of local authorities appoints clerks, approves budgets and is responsible for nomination of councilors. Local government in Kenya is a weak form of devolution. The devolution is weak because the political and administrative authority rests with the central government which exercises control over local authorities (*Oyugi, 1983*).

Some of the local authorities in Kenya are not viable and suggestions have been made for them to be merged with others. The Minister for Local Government has published a bill for amendment of Local Government Bill, 2009, which seeks to reduce the

number of local authorities from the current 175 since it has been found out that only 40% of them are viable. Most of the local authorities were created in the last 20 years purely for political expediency (*Barasa & Eising, 2010*).

### **2.1.11 Local Authorities Reform Initiatives**

The Rural Poverty Reduction and Local Government Support Programme (RPRLGSP) was set up to support the Government of Kenya's efforts to reduce poverty, with particular emphasis on support to reform initiatives of the Kenya Local Government Reform Programme (KLGRP) that focuses on improvement in service delivery and financial management at local authorities.

The Rural Poverty Reduction and Local Government Support Programme (RPRLGSP) focus was to improve accountability and local authority responsiveness in delivering services to the poor (*Barasa & Eising, 2010*).

RPRLGSP planned results were fourfold:

1. Empowerment of rural communities in the development process enhanced.
2. Capacity of Local Government (LG) in participatory planning and pro-poor service delivery.
3. Policy Development, and
4. Government capacity for transparent financial management.

Among the main results realized through the Rural Poverty Reduction and Local Government Support Programme were the development of a Local Government Sector Reform Strategy, Service Delivery Tools, the computerized Local Authority financial management system LAIFOMS, Financial Reporting Template, Revenue Enhancement, LATF higher Performance Account, and a Comprehensive Performance review system for local authorities.

Some of the specific results realized include the initiative by the office of the Deputy Prime Minister and Ministry of Local Government through the Rural Poverty Reduction and Local Government Support Programme to facilitate the councils to automate their financial management through the Local Authority Integrated

Financial Operations Management Systems. The new development has enabled stakeholders to monitor operations of the councils.

The local authorities in Kenya have embarked on attaining ISO Certification. This is a quality Management principle instilling in the organizations customer focus, leadership, involvement of people, process approach, system approach, continuous improvement, fact based decision making and mutually beneficial supply chain relationship on LATF projects and other council initiatives. Documentation process and trainings have been done.

The local authorities have partly institutionalized Results Based Management in service delivery. This improves management and accountability by involving key stakeholders in refining realistic expected results, monitoring and evaluating progress towards achievement of expected LATF and other council results, integrating lessons learnt into management decisions and reporting on performance.

#### **2.1.12 Challenges facing Local authorities**

The issue of basing development on constituencies has given strong case for the same on wards at the council level. This invokes political considerations much more than viability and project benefits. The competition from CDF and other devolved funds has also led to lack of coordinated planning and duplication of efforts at the ward level.

LATF funds are not adequate to meet the needs on the ground as the lists of priorities are presented in the LASDAP consultative meetings. The council is only able to meet one or two of the priorities given in each ward. The communities expect that once they identify projects they will be undertaken once but projects are implemented depending on the availability of funds and procedures to be followed as projects first identified will be given first priority.

The ward as a basis of allocation has left so many uncompleted projects. The ward priorities are at times not consistent with the councils' priorities as per the LASDAP. The ward priorities are however been incorporated in the Council's budget notwithstanding the limitations.

These LATF funds are released from the central government in three phases and as such causes delays in project implementation. As a result of this, most projects are under funded and take a longer period to complete.

The council projects are implemented depending on the availability of funds and procedures are followed as projects first identified were given first priority. This policy has led to many planned projects not to be implemented.

As corporate bodies, local authorities are expected to be autonomous and independent. However, this independence has been heavily compromised by the excessive interventionist legal powers of the central government (*Odhiambo, Mitullah& Akivanga, 2005*).

There is lack of formerly established local authority monitoring and evaluation or performance contracting units and specialist knowledge to oversee results on a continuous basis (*Barasa& Eising, 2010*).

The current procurement procedures have been contentious issues in local authorities. Councillors feel they have been left out in the process. This has led to delays in project implementation.

The bureaucratic tape at the Ministry of Local Government is a big drawback. The request for certain approvals takes too long to be given. The procedures required by the Ministry of Local Government are cumbersome and do not allow for local situation improvements. The Municipal Council of Machakos has designed quotations and small contracts documents suitable for local use which are serving her well.

The Local Government Act Cap 265 is the main piece of legislation that establishes and regulates Local Authorities. No overhaul of the Act has been carried out since 1963 despite its drawbacks and emergence of new issues.

LATF and other devolved funds had killed the motivation for local level self help efforts and reinforced dependency, as a result some community members expected all development to be done by the council. Dependency had enhanced apathy for LASDAP meetings.

The participatory approach to planning is a noble approach and communities are supposed to be involved in the costing of budget proposals but the capacity was lacking out there. The communities also lack skilled human resources to manage the projects during construction and after completion.

Some of the communities have become apathetic mainly because they do not understand their relationships with the councils and they are therefore not in a position to demand services from respective councils (*Odhiambo, Mitullah & Akivanga, 2005*).

### **2.1.13 District Focus for Rural Development as a decentralization effort**

Kenya DFRD was inaugurated in 1983 and its rationale was to turn districts into centers of development, allowing for more equitable distribution of resources and to provide the citizens with avenues for active participation in planning and implementation projects; they would better their lives (*Crook and Sturla, 1999*). The District focus strategy was intended to improve on the weaknesses of the earlier decentralization efforts (*Chitere & Ileri, 2004*).

The broad objective of District focus for Rural Development strategy was to broaden the base for rural development efforts by encouraging local initiatives thus improving the productivity of the development work and increasing effectiveness in problem identification, resource mobilization and project implementation (*Chitere and Ileri, 2004*).

DFRD aimed at broadening the rural based development efforts, encouraging local initiatives and more decision making in the day –to – day operation of development projects close to the people whom development was meant for. DFRD was a decentralization type of decentralization. The strategy delegated authority to staff of the central government ministry to perform development activities in the districts (*Chitere and Ileri, 2004*).

The District Treasury in the DFRD structure was responsible for financial management of all government funds in the district while the DDC ensured that the implementations of all district specific projects were carefully monitored. The district,

through the District Tender Board (DTB) was responsible for local procurement of goods and services (*Republic of Kenya, 1987*).

Under the District focus strategy the District Development Committee was charged with the mandate to coordinate and stimulate development at the local level by involving in the planning processes not only the government officials but also the people through their representatives and also to be instrumental in the plan (*Republic of Kenya, 1966*).

The DDC was the foundation of the decentralized rural development strategy. The members of DDC were the District Commissioner (chairman), District Development Officer (secretary), Departmental heads of all ministries represented in the district, MPs, chairmen of local authorities, clerks of local authorities, chairmen of Divisional Development Committees, representatives of development related parastatals and non- governmental development related organizations and self-help groups.

The district focus approach as was conceived and practiced in Kenya deprived local people of the opportunity for participation in planning, implementing and evaluation of programmes. It asserted the importance of expert civil servants doing things for communities. As conceived and practiced, it was unlikely to resolve the problem of lack of participation of people in programmes. The problem of lack of coordination of programmes occurred (*Chitere, 1994*) leading to poor service delivery and a waste of public resources. DFRD failed basically because of the political and bureaucratic control which resulted owing to lack of involving the community in the implementation of the projects (*Rono et al.1990*).

#### **2.1.14 Provisions for Decentralization in the Bomas and Wako Draft Constitutions.**

The two documents are discussed under literature review because they constitute to the attempts to midwife modern devolution. The two documents have informed the New Kenyan constitution.

The journey to a new constitution was re-started in 2003 and was carried out by the Constitution of Kenya Review Commission (CKRC) Led by Prof Yash Pal Ghai. The

process which reflected on the views of Kenyans culminated to a national conference which was held at Bomas, Nairobi and attended by 600 delegates. The deliberations and consultations at Bomas led to a draft constitution termed as Bomas draft in 2004. The draft had provisions about devolution.

The Bomas draft was opposed by a section of the government and this led to preparation of the Wako bill. Kenyans overwhelmingly rejected the Wako draft at the national referendum of 2005. The referendum denied Kenyans the chance to vote either for the Wako or Bomas draft.

The Wako Bill (Article 199) provided two levels of devolution: National and district. The Bill (Article 201) has two lists of functions for the national and district levels.

### **2.1.15 The Constitution of Kenya**

The constitution of Kenya promulgated on August 27, 2010 seeks to ensure that resources are dispersed from the centre to the periphery. The constitutional dispensation allows counties and their people to exercise authority in the realm of resources and development.

The Devolution and access to services is set out in (Article 6:1-3) it states that

1. Kenya is divided into 47 counties
2. The government at the national and county levels is distinct and inter-dependent and shall conduct their mutual relation on the basis of consultation.
3. A national state organ shall ensure reasonable access to its services in all parts of the republic, so far as it is appropriate to do so having regard to the nature of the service.

Article 174 of the Kenyan constitution cites the objectives of devolved government as:

- To promote democratic and accountable exercise of power
- To foster national unity by recognizing diversity.

- To give the powers to self-governance to the people and enhance the participation of the people in the exercise of the powers of the state and in making decisions affecting them.
- To recognize the right of communities to manage their own affairs and to further their development.
- To promote social and economic development and the provision of proximate, easily accessible services throughout Kenya.
- To protect and promote the interests and rights of minorities and marginalized communities.
- To ensure equitable sharing of national and local resources throughout Kenya
- To facilitate the decentralization of state organs, their functions and services, from the capital of Kenya.
- To enhance checks and balances and the separation of powers.

## **2.2 Theoretical framework**

The interplay between theory and research: Theory suggests potential problems for empirical inquiry; empirical findings are then incorporated into the theoretical system; the theory itself stands validated, revised or rejected according to the findings uncovered by research; and theory establishes a meaningful relationship between discrete facts and suggests new hypotheses for further inquiry (*Abraham, 1982*).

### **2.2.1 Participatory theoretical perspective**

Participation refers to a process in which an interest in a project plays an active role in decision making and in the consequent project activities, which affect their well-being.

Participatory development approach refers to a process through which groups and communities determine through inclusive dialogue and consensus, their development priorities and design solution that address these needs (*Jones and speech, 2001*) . Built on the belief that citizens can be trusted to shape their own future and solve their own problems.

Participatory development is based on “people first” or “people centered” orientation to social change and development. People’s participation is to what extent the local

people have an input in planning and implementation of projects at the local level (*Chitere & Mutiso, 1991*). Participatory development is based on a number of principles. First local knowledge plays a critical role in effectiveness of development projects (*Chambers, 2005*).

For this study, the participatory development approach can explain factors that constrain people's participation in development projects. Participatory development approach seeks to find out the perspectives of the people on development. The people give suggestions on what can be done to better their lives and also give their expectations for the future.

The participatory development approach also explores the perspectives of other stakeholders in development e.g. the government and what they see as their role in development (*Wikipedia*).

### **2.2.2 Decentralization theoretical perspective**

Decentralization theory is a political process and requires commitment of the country's top political leadership. Decentralization involves democratization and participation of people in their own development (*Crook and Manor, 1998*). Decentralization is not a mere form of government organization but a tool for development. There is need at present for people to understand decentralization (*Conyers, 1987*).

Decentralization seeks to reverse the current practice that extracts resources from the periphery and concentrates them at the centre, usually the capital city. Decentralization moves government functions from the centre to the local level and thus to the local people. The local people get opportunities to participate in their own development.

The theory allows each region to have home-grown initiatives for their own development as they deem fit. Decentralization thus enhances participatory planning and sustainable development. If people are informed and involved in development initiatives they own the processes and nurture them.

The underlying assumption in decentralization is recognition of the local community's right to identify and manage local development initiatives. Decentralization is

therefore the creation of conditions in localities which enable populations to participate in selection and implementation of actions which determines their wellbeing. Decentralization seeks to reverse the trend of benefits of economic growth not reaching all the people, particularly the most disadvantaged members of the community.

Decentralization assumes a gradual process of transferring development functions, resources and decision making powers from the central government or agency to the local levels. In terms of development, it is a means to mobilize and facilitate development initiatives proposed by grass root communities. The strategy aims at involving people in their own development. Decentralization strategy acts as a critical catalyst for local development, dissemination of new ideas and innovations and provision of valuable information.

### **2.2.3 The Civic Voluntarism Perspective**

This model was first developed by Sidney Verba and Norman Nie to study political participation in the United States of America (USA) but later used in other countries. The perspective focuses on why people do not become political activists. One of the reasons has been lack of resources like time, civic skills and money. People, groups or communities lack psychological engagement and fall outside the recruitment network that brings people to politics.

The involvement of people in civic affairs ensures that community issues are addressed in a democratic and rational manner. Cultivating a strong civic culture is radical in that it tends to change the existing social systems and it therefore accelerates the pace of change given that communities are supposed to be dynamic.

According to wikipedia website civic engagement can take many forms— from individual volunteerism to organizational involvement to electoral participation. It can include efforts to directly address an issue, work with others in a community to solve a problem or interact with the institutions of representative democracy.

Another way of describing civic engagement is the sense of personal responsibility individuals should feel to uphold their obligations as part of any community.

Community development is only possible if members of the communities participate in the various local programmes and projects.

Civil engagement strategies include community problem solving, active membership in a group or association, petition and the use of the print and electronic media to voice concern. The communities can achieve change and development if there are volunteers ready to be organized with the view of increasing their power and justice.

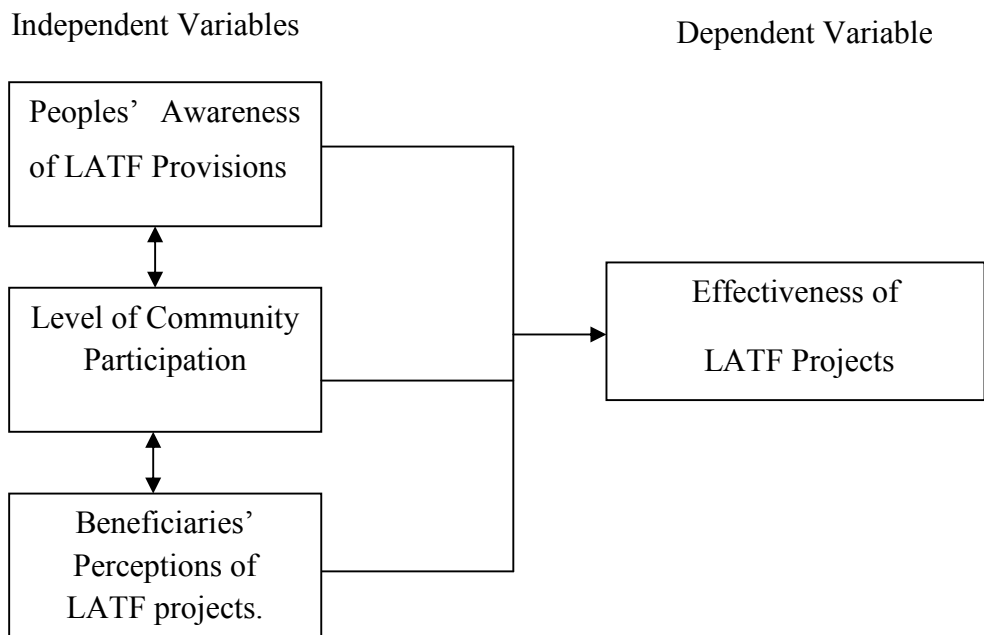
Information about LATF is crucial for communities to be active participants. For any idea or initiative to disseminate to the communities it must be well communicated to the majority. Information about LATF has been influenced by the types of media used, the target population, language used in transmission and the role of opinion leaders.

### **2.3 Conceptual framework**

This section draws from three theories exposed and the literature reviewed and makes an attempt to come up with a diagram of conceptual framework to try to explain the dependent variable of the study as influenced by several identified variables (*Nachamias & Nachamias, 1996*) defines a model as an abstraction from reality which orders and simplifies our view of reality by representing its essential characteristics. The scheme presented serves as basis for analyzing and designing the study.

In this study the dependent variable is effectiveness of LATF projects. The independent variables include People's awareness of LATF provisions, level of community participation and beneficiaries' perceptions on LATF projects.

Figure 2: Conceptual Framework



## **2.4 Operationalization of Concepts**

**Community participation** in this study refers to:

- i. Labour
- ii. Ideas
- iii. Decision making

**LATF Act provisions** in this study refers to:

- i. Rules or laws for allocation and management of LATF funds.
- ii. Guidelines for the preparation, implementation and monitoring of LASDAP.

**Awareness** in this study refers to:

- i. Knowledge of LATF-LASDAP processes.
- ii. Understanding of LATF-LASDAP processes.

### **Beneficiaries**

- i. Recipient of LATF projects services.

### **Perceptions**

- i. Opinions on LATF.
- ii. Appraisal of LATF

**Effectiveness of LATF projects** in this study refers to:

- i. Tangible LATF projects
- iii. Improved services to clients

**Bottom-up strategy of development** in this study refers to:

- i. Participatory approach to LATF
- ii. Decentralization of decision making processes, resources and authority.

## CHAPTER THREE

### METHODOLOGY

#### 3.1 Introduction

In this chapter the mode of sampling, data collection and analysis are presented. The chapter also includes tools which were used for data collection and details of the research site.

The researcher used both quantitative and qualitative data collection techniques, methods of data analysis and interpretation and gave a lay out on how all these fitted in with the literature review.

The study made use of questionnaires and key informants in-depth interview guide. The study also used secondary data found in books, reports and the internet.

#### 3.2 Site Description

The study site was, Machakos County, one of the 47 counties in Kenya. The county is located approximately thirty kilometers to the east of Nairobi city centre. The county is divided into six constituencies. These are Machakos Town, Kangundo, Masinga, Kathiiani, Yatta and Mwala.

Based on the 2009 census, the population of Machakos county was 1,098,584 (*Daily Nation, 06.09.2010*). Machakos County is the ninth most populated county in the country.

Machakos County has an area of 6,051 sq. kms. The county borders Kitui to the East, Kajiado to the west, Makueni to the south, Nairobi and Kiambu to the North West, Embu to the north-east and Murangá and Kirinyaga counties to the north.

The county has a variety of topographical features. The landscape is largely a plateau that rises from 700 m to 1,700m above sea level and is interrupted by a series of hill masses; the highest is Kilimambogo or Ol Donyo Sabuk, which rises to 2,144m above sea level.

The county is bound in the western part by Kapiti and Athi Plains, in the north by the Athi River which curves around the solitary hill of the Ol Donyo Sabuk to flow to the

south east. Rising steeply to the Athi River is the Yatta plateau, which is broken by occasional hills. The plateau extends into the basin of River Tana (*Republic of Kenya, 1997*). Other hill masses dotting the county include Kanzalu ranges, Mua, Kiima Kimwe and Iveti.

The county is generally hot and dry. It has two rainy seasons. The long rain season starts at the end of March and continues up to May, while the short rain season starts at the end of October and lasts till December. The annual average rainfall ranges between 500mm to 1,300 mm.

Machakos District Development Plan 1997-2001 indicates that the Mean monthly temperatures vary between 18 degrees C and 25 degrees C. The coldest month is July while October and March are the hottest. The hottest areas which receive unreliable rainfall annually are more suitable for irrigation-fed agriculture, while the colder areas are suitable for rain-fed agriculture. The county has several gazetted forests and deforestation has been taking place in swamps and hilltops due to high population density resulting in settlement (*Republic of Kenya, 1997*).

The site was selected because a similar study had not been conducted in the county, as well as the fact that it has some unique characteristics which would bring out new dimensions to the study topic. These included among others the area is semi arid and constituencies like Machakos Town, Kangundo, Yatta and Kathiani had been ranked nationally as some with the best managed devolved funds. The site is near Nairobi where the researcher resides and makes it economically friendly to do the study there. The researcher is familiar with the county since he hails from there and can speak the local language. These factors made the site to be suitable for the researcher to collect data for this study.

### **3.3 Research Design**

A research design ensures that the study is relevant to the problem and that it is an economical procedure for acquiring information, it is characterized by flexibility, appropriateness, efficiency and economy. Good design is related to the purpose or objective of the study (*Kothari, 2003*).

The study adopted a descriptive survey as a research design because it examines the effects that go on at that particular time and attitudes held by the respondents that are cross-examined.

Descriptive study is a fact-finding investigation which aims at providing adequate interpretation of a phenomenon or phenomena.

It is more specific as it has its focus on particular aspects or dimensions of the problem being studied.

### **3.4 Units of observation and Analysis**

Units of analysis are the individual units about which/whom descriptive or exploratory statements are to be made (*Doby, 1967*). Units of analysis are what or who is to be analyzed or described (*Singleton, 1988*).

A unit of analysis is “the entity, objects or events under study. These include individual people, social roles, positions and relationships, a wide range of social groupings as well as social artifacts” (*Singleton, 1988*). In this study the units of analysis is LATF funded projects.

Unit of observation is the unit on which one collects data (*Mugenda&Mugenda, 2003*). In this study the units of observation comprised of:

- i. Beneficiaries of LATF projects.
- ii. Chief officers, Municipal Council of Machakos.
- iii. LATF project committee members.
- iv. Officials, Ministry of Local Government.

### **3.5 Sampling**

Sampling is the process of choosing the research units, a group of people or events out of the population or universe.

Due to the constraints of time, budget and human resources, all the elements in population were not interviewed and thus respondents representing the target

population were interviewed. Probability and non probability sampling techniques were employed to select units of research.

**a. Sub-sites of study**

Municipal Council of Machakos was purposively selected out of the local authorities in Machakos County. Municipal Council of Machakos is centrally located in Machakos County with a mix of the population in terms of its socio-economic activities. Its road network is well developed hence it was selected as a way of minimizing the limitation of funding and time.

**b. LATF funded projects**

Due to the limitation of funds and time factor, 5 projects out of 20 LATF projects funded in the 2009/2010 financial year were purposively selected through systematic random sampling. This was to ensure proportionate representation of the various sectors that received support from LATF.

**c. LATF beneficiaries**

The study employed stratified random sampling in selection of respondents among the beneficiaries of the 5 projects out of the LATF projects funded in the 2007/2008 financial year. In stratified sampling, the population is divided into two or more groups using age, gender and then a given number of cases are selected from each group sub group for interviewing.

Once the LATF projects were sampled, a list of beneficiaries was obtained from Municipal Council of Machakos LATF reports which were used as the sampling frame. For descriptive studies 10% or above of the accessible population is enough for the study (*Mugenda&Mugenda, 1999*). In this study the target was 10% of all the beneficiaries listed by the council LATF reports. The 5 LATF projects sampled for this study had 900 listed as beneficiaries. The target for this study was 10% out of 900 beneficiaries which is 90 respondents. The researcher then divided 90 respondents into 5 projects and the answer was 18 respondents. From the list of beneficiaries, random sampling was applied to select 18 beneficiaries from each of the 5 LATF projects.

The researcher used the LATF project committees to identify and access the households of the beneficiaries.

Table 1: Projects sampled and number of beneficiaries sampled from each

Name of Project	Ward	Number of Respondents
Kalangai Bridge	Mumbuni North	18
Floodlighting Kariobangi Estate	Mjini	18
Mua Kaseve Dispensary	Mua	18
Kakinduni Primary School	Kiima Kimwe	18
Metuma-Kamuthanga Water Project	Ngelani	18
<b>Total</b>		<b>90</b>

### c. Key Informants

The researcher purposively selected 12 Key informants (KIs) and identified each of them:

Table 2: Number of Key Informants Interviewed

<b>Types of Key Informants Interviewed</b>	<b>No of KIs</b>	<b>KI labels</b>
Mayor, Municipal Council of Machakos	1	KI <sub>1</sub> ,
Town Clerk, Municipal Council of Machakos	1	KI <sub>2</sub>
Town Engineer, Municipal Council of Machakos	1	KI <sub>3</sub>
Town Treasurer, Municipal Council of Machakos	1	KI <sub>4</sub>
Councillors, Municipal Council of Machakos	2	KI <sub>5</sub> , KI <sub>6</sub>
LASDAP Desk Officer, Municipal Council of Machakos	1	KI <sub>7</sub>
District Accountant	1	KI <sub>8</sub>
District Development officer	1	KI <sub>9</sub>
District Planning Officer	1	KI <sub>10</sub>
LATF Technical Secretariat Officers, Ministry of Local Government	2	KI <sub>11</sub> , KI <sub>12</sub>
<b>Total</b>	<b>12</b>	

**N/B:**

For purposes of discussion and consistency in chapter four the key informants will be referred to as per from KI<sub>1</sub> to KI<sub>12</sub>.

**3.6 Data Collection and Analysis**

Data collection comprised of quantitative data collected by use of questionnaires containing closed and open ended questions. Qualitative data were collected by the use of key informants in-depth interview guides administered through informal in-depth interviews on the 12 key informants.

**Sources of Data and Methods of Data collection**

This study collected both primary and secondary data.

**a. Primary sources**

The primary data was drawn mainly from interviews of the respondents and key informants.

Structured questions were prepared by researcher which guided in the in-depth interviewing. In-depth or intensive interviews are the ones which follows a pre-planned outline of topics (*Kothari, 1990*).

Observations were made by the researcher in the study, for example, to see if there was any physical infrastructure being put in place for the county government administration. Observation was guided by the use of an observation checklist.

### **b. Secondary sources**

According to (*Sitton, 1966*) secondary data refers to the documented information available about the subject of research.

The researcher used both published and unpublished sources. The researcher got data form Kenya Bureau of Statistics, Ministry of Planning, Ministry of Local Government, NGOs, Municipal Council of Machakos, journals and books.

### **3.7 Methods of Data Analysis**

In data analysis, the researcher used descriptive statistics under the package-statistical package for social sciences (SPSS). The statistics employed by the researcher included percentages, tables, median and mean.

The Researcher used descriptive statistics to condense and summarize description of units in regard to measurable characteristics (*Riley, 1973*).

## **CHAPTER FOUR**

### **DATA PRESENTATION AND INTERPRETATION**

#### **4.1 Introduction**

This chapter looks at data collected. For ease of understanding, different methods of data presentation have been used. In this chapter research findings are presented in the

form of descriptive statistics such as percentages, cumulative percentages, tables, pie charts and bar charts.

## **4.2 Awareness of LATF Act Provisions and LASDAP**

The first study objective was: “Find out people’s awareness of LATF Act provisions in Machakos Municipality.”

This section provides an overview of the Act, LASDAP and presents respondents awareness.

### **4.2.1 An overview of the LATF Act**

The Local Authorities Transfer Fund Act establishes a Fund to be known as the Local Authorities Transfer Fund which shall be administered by the accounting officer of the Ministry for the time responsible for matters relating to local authorities, or an officer of the rank of Deputy secretary or above deputed by the Permanent Secretary to the Treasury in writing (*Republic of Kenya, 1998*).

According to the Act the object and purpose of the Fund shall be “To facilitate the disbursement of the funds from the central government to local authorities to supplement the financing of the services and facilities they are required to perform under the Local Government Act” (*Republic of Kenya, 1998*).

The initial capital of the fund shall be five per cent of all tax collected under the Income Tax during the 1998/99 financial year. There shall be paid into the Fund in subsequent financial years, five per cent of all tax collected under the Income Tax Act in that year or such other proportion of the said tax as the Minister may, with the approval of the National Assembly, from time to time, specify (*Republic of Kenya, 1998*).

The Act further stipulates that there shall be an Advisory Committee to advise the Minister for Local Government generally on the operations of the fund. The officer administering the fund shall supervise and control its administration (*Republic of Kenya, 1998*).

LATF Act No. 8 of 1998 has a formula for allocation, under this fund 5% of the central government income tax revenue is transferred to all the 175 local authorities in

the country. Exactly 7% of the total fund is shared equally among the 175 local authorities, 60% of the fund is disbursed according to the population size of the local authorities (*Republic of Kenya, 1998*).

The total allocation of LATF to all the Local Authorities for 2008-2009 was Ksh.9.25 billion and the allocation for the financial year 2009-2010 was Ksh.10.4 billion. Municipal Council of Machakos LATF allocation for the financial year 2009-2010 was Ksh 31,751,489. The council's LATF allocation for the financial year 2010-2011 was Ksh 38,931,085. This continues the rising trend of allocations from the LATF to local authorities since its inception. The growth of local revenue has improved significantly over the years (*Republic of Kenya, 2008*).

According to KI<sub>11</sub> the Ministry of Local Government had a responsibility to ensure LATF allocations and disbursements of the funds were made to every local authority where prudent management of the funds was observed.

#### **4.2.2 LASDAP**

In 2002, the Local Authority Service Delivery Action Plan (LASDAP) was introduced as an initiative that aimed at bridging the gap in understanding the principles of LATF since most authorities seemed to exhibit differing outcomes in the use of funds. The local authority transfer regulation requires each council to prepare LASDAP (*Republic of Kenya, 1998*). LATF management and administration makes use of the local authority structures charged with service delivery. The central /national government controls LATF by issuing orders and directions in the form of circulars.

The Kenya Local Government Reform Programme's guidelines for the Preparation, Implementation and Monitoring of LASDAP had several stages. The first stage was LASDAP preparation which entails developing a work plan inclusive of a budget and timeframe. This stage also involved calculation and agreement on resource envelope and review of past performance. The resource envelope was the balance of realistic council revenues and expenditure plus any donation that supported LASDAP activities. The second stage was Review of past performance where lessons learnt from the past were incorporated and a short status report of all LASDAP projects of previous years was produced.

The third stage of LASDAP was the consultation stage that involved arranging and conducting the consultation meetings and analysis of results of the consultations. The fourth stage was Design and agreement stage which was characterized by consolidation of information on needs, holding technical consultative meeting and preparing and holding consensus meetings.

The fifth stage of LASDAP was finalization and submission stage which was characterized by the integration of LASDAP with other planning processes, detailed costings, holding full council meetings, sharing information widely within the council and submitting documentation.

According to the Guidelines for Preparation, Implementation and Monitoring of LASDAP, the Implementation stage entailed providing feedback and updates, implementing projects and activities, design of projects procurement and community contracting, contractor supervision and ensuring transparency and accountability. The final stage was Monitoring and Evaluation (RoK, MoLG, Guidelines, 2009).

#### **4.2.3 Respondents' awareness**

The respondents were asked if they knew of the LATF Act and from the table 3 below, 5.8% said they knew all the LATF Act provisions, while 18.6% said they knew some of the LATF Act provisions and 75.6% said they knew none of LATF Act provisions. The data implied that creation of awareness might not have been effective and the respondents were yet to be informed about it.

Table 3: Whether respondents knew the LATF Act

<b>Knowledge of LATF Act</b>	<b>Number</b>	<b>Percentage</b>
Knew all the LATF Act provisions	5	5.8
Knew some of the LATF Act	16	18.6

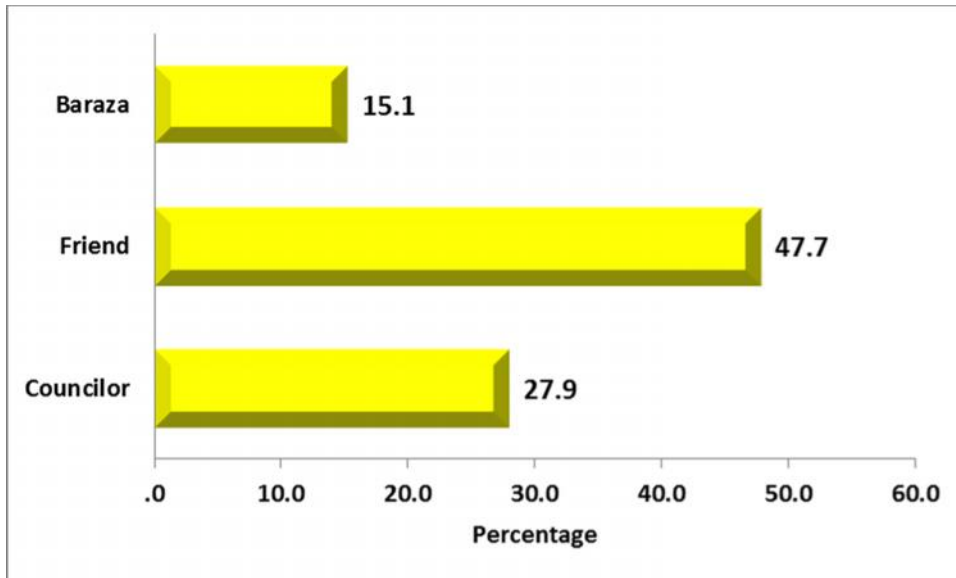
provisions		
Knew none of LATF Act provisions	65	75.6
<b>Total</b>	<b>86</b>	<b>100</b>

#### 4.2.4 Respondents source of information on LATF Act

The study sought to establish the sources from where the respondents knew about the LATF act and as suggested in chart 1, 47.7% said they knew from friends, 27.9% from the area councilor while 15.1% said they knew about the act from Barazas.

According to KI<sub>3</sub> “Sources of knowledge of LATF were public barazas, area councilors, friends, media, Municipal of Machakos. Members of the public form the best channel to communicate development issues”. The data collaborates KI<sub>4</sub> who had the opinion that members of the public form the best channel to communicate development issues”.

Chart 1: Source of information on LATF Act



The stakeholders are informed of council activities and in particular, about the LATF and LASDAP processes in barazas. The council gives out a schedule of meetings to all chiefs in all locations and all councilors attend the meeting as a group (Oyugi&Kibua, 2006).

According to KI<sub>3</sub> *“the general awareness of the LATF Act provisions is limited. It is only a slight majority of citizens who knew LATF and other provisions on financial devolution”*.

Majority of the respondents (60%) who knew the LATF Act provisions attribute their awareness because of intensive awareness campaigns conducted in 2007 during the general elections where huge billboards were erected near projects funded by LATF and CDF. The remaining (40%) of the respondents became aware of the LATF Act and LASDAP from newspaper adverts.

KI<sub>4</sub> observed that it is only few residents of Machakos Municipality who had copies of LATF Act No.8 of 1998 and had read the document. He also pointed out that he had a copy of the document and had read it. He further pointed out that few people knew projects implemented under LATF or even the amounts used. KI<sub>7</sub> had the opinion that some community members did not differentiate between projects funded by LATF and those under other devolved funds.

The author while carrying out fieldwork did not come across any posters on LASDAP. KI<sub>7</sub> said that the council never used the local media to get information to the people and other stakeholders. Though the council claimed to use posters, there was no evidence of any mounted posters anywhere in the municipality.

#### **4.2.5 Awareness enhancement efforts by the council**

KI<sub>3</sub> said *“the Municipal Council of Machakos has held several workshops to create awareness among the council officials, LATF beneficiaries and other stakeholders. The council makes use of well trained facilitators with vast experience in financial devolution”*.

KI<sub>4</sub> pointed out that “advertisement for the LATF/LASDAP was done in the print media locally (The Anchor). Adverts were also done in audio-broadcasted in Musyi and Mbaitu local radio stations. Other notifications in form of printed public notices were placed at various public places indicating the resource envelope, schedule of the ward consultative meetings, inviting written views about what projects and activities should be included in this plan, or how the resources should be utilized in order to improve service delivery.”

KI<sub>7</sub> said “the Municipal Council of Machakos had in the past placed public notices in strategic places in the municipality to provide information on the resource envelope and consultation timetables and venues. The notices also asked the views of beneficiaries on their needs and development priorities.

#### **4.2.6 Conclusion**

The general awareness of the LATF Act provisions was limited. It was only a slight majority of the respondents who knew the provisions despite LASDAP workshops initiated to enhance knowledge of LATF Act by the Municipal Council of Machakos.

### **4.3 Level of Community Participation**

The second study objective was to: “Examine the level of community participation in Machakos Municipality’s LATF management.”

LASDAP which has several stages that were inclusive of planning, implementation, Monitoring and Evaluation forms a framework for community participation. LASDAP sought to involve communities and all the stakeholders in all its stages.

LASDAP is a participatory planning process involving various stakeholder groups and citizens within local authorities. Those who participate should be resident within the jurisdiction of the respective local authority. The spirit of the LASDAP process was to be inclusive, issue based, poverty focused and results oriented (*Republic of Kenya, 2009*).

#### **4.3.1 Characteristics of the Respondents**

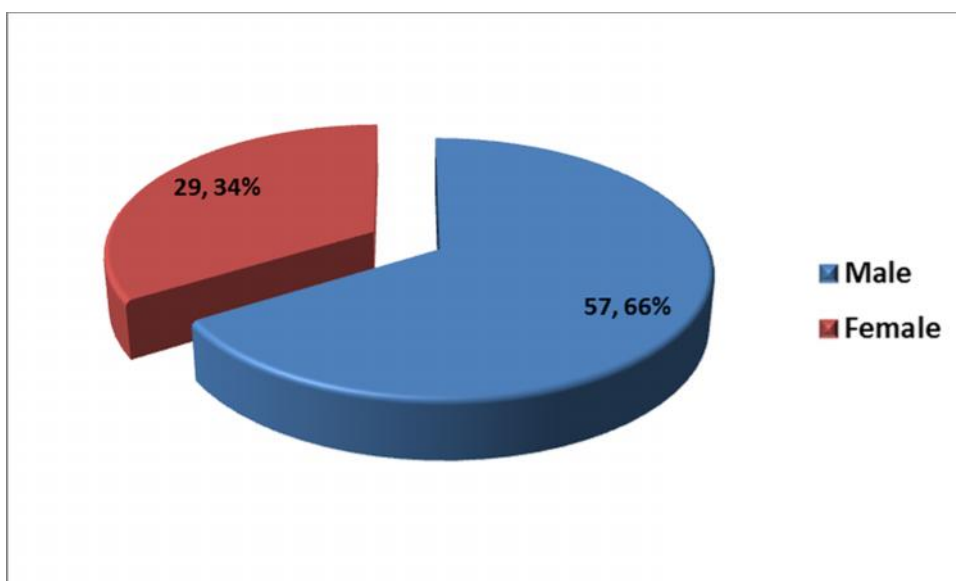
In this section the attributes or the qualities of the respondents are presented namely the gender, level of education, age, occupation, period of residence in the municipality.

#### **4.3.2 Gender of the Respondents**

The study sought to know the gender of the respondents and according to the Chart 2 below; majority of the respondents were male making 66% while their female counterparts were 34%.

The data implied that there were more men than women participants in the LATF projects due to the comparative advantage men have over women in terms of accessing information through social forums like barazas.

Chart 2: Gender of Respondents



#### 4.3.3 Level of formal education

In this study, level of education was used as a variable to mean the highest stage of formal education attained by the respondents. Among the categories identified were primary, secondary and college.

Table 4, shows 48.8% of the respondents had attained secondary level of education, 23.3% had attained primary level and 27.9% had received college or university education. The findings implied that most of the respondents were literate.

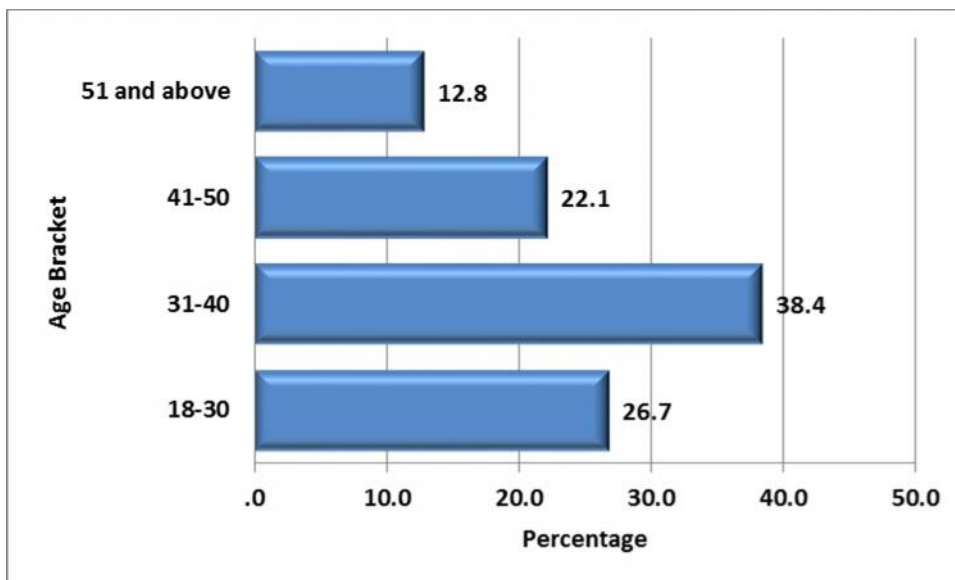
Table 4: Distribution of the respondents by level of education.

Level of education	Number	Percentage	Cumulative %
Primary	20	23.3	23.3
Secondary	42	48.8	72.1
College/University	24	27.9	100
Total	<b>86</b>	<b>100</b>	

#### 4.3.4 Age

Chart 3 shows that a majority of the respondents are in the age bracket between 31-40 years being 38.4% followed by those in the age bracket 18-30 years (26.7%) and by those in the age bracket between 41-50 years were 22.1% and finally those who were 51 years and above (12.8%).

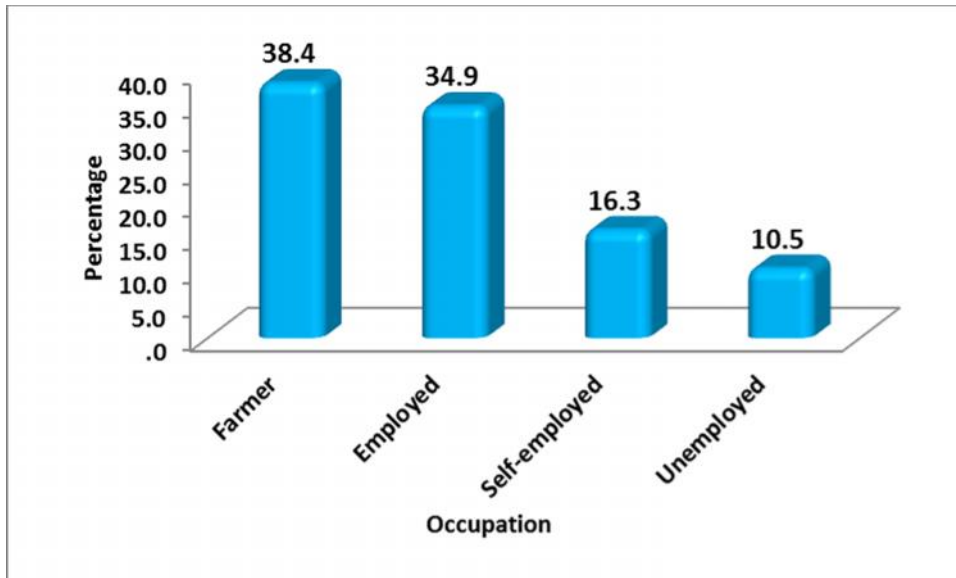
Chart 3: Distribution of the respondents according to their age.



#### 4.3.5 Main occupation of the respondents

Chart 4 shows the kind of main occupation that the respondents were involved in; Majority of them were farmers making (38.4%) followed by those who were employed making 34.9%. The respondents were employed in the following occupations-teachers, medical staff, Municipal Council workers, banks, insurance firms among others. The respondents who were self-employed were 16.3%. The last category was farmers who were unemployed making a considerable percentage of 10.5%. This means that despite the fact that a large part of Machakos Municipality was considered arid, majority of the respondents were workers and traders. A good number were employed and self-employed however unemployment was still a major issue making the LATF projects an important source of livelihood for them.

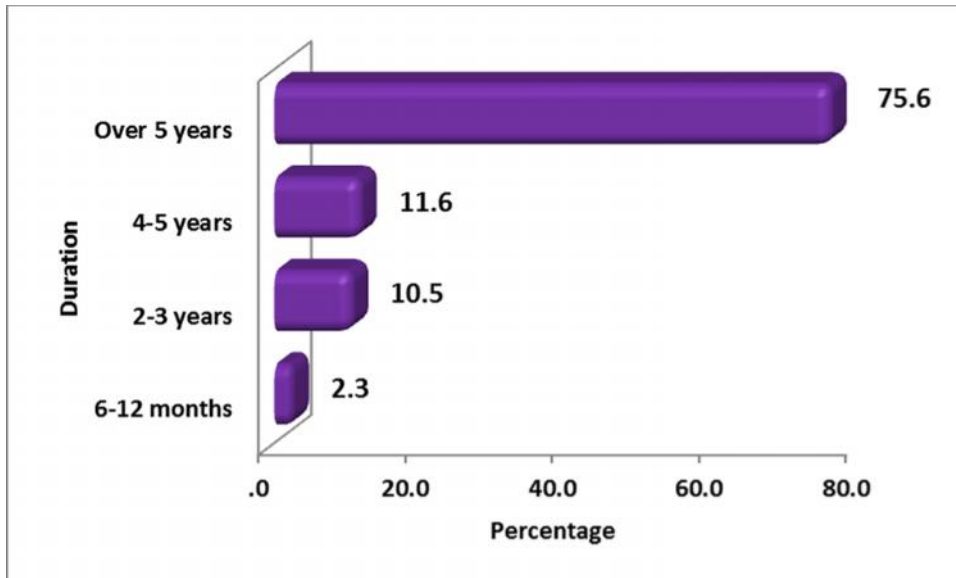
Chart 4: Distribution of the respondents according to their main occupation



#### 4.3.6 Period of residence in the Municipality

The research sort to establish the duration in which the respondents have lived in Machakos Municipality and according to the Chart 5; majority (75.6%) of the respondents had lived in the municipality for over 5 years, 4-5 years were 11.6%, 2-3 years were 10.5% and finally those who had lived in the municipality for 6-12 months were the least (2.3%). This implied that majority of the population had stayed in the municipality for more than 5 years and could be considered as indigenous. This had an implication on the study in that they were likely to give accurate and concrete information concerning the impact of LATF projects.

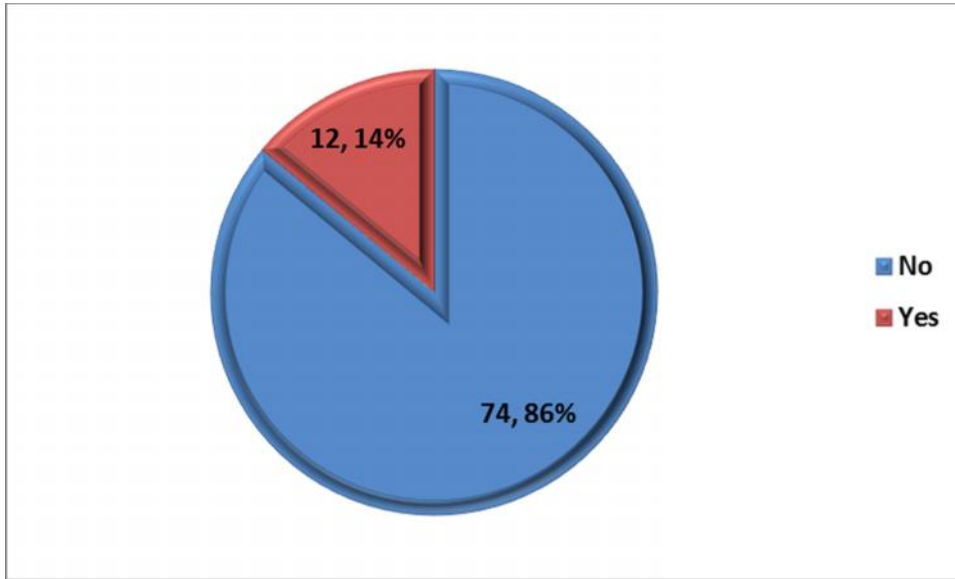
Chart 5: Period of residence in the Municipality



#### 4.3.7 Whether respondents have elective committee positions in the project

The study sort to establish whether the respondents held any elective positions in the LATF projects and as reflected in Chart 6 below a majority (86%) said “no” while only 14% said they held positions in the projects committees. The data implied that since it was not possible for everyone to be involved in the management team, the communities elected their representatives to champion their concerns and interests. The elected members were also given the chance to participate in LATF decision making processes.

Chart 6: Whether respondents held elective committee positions in the project



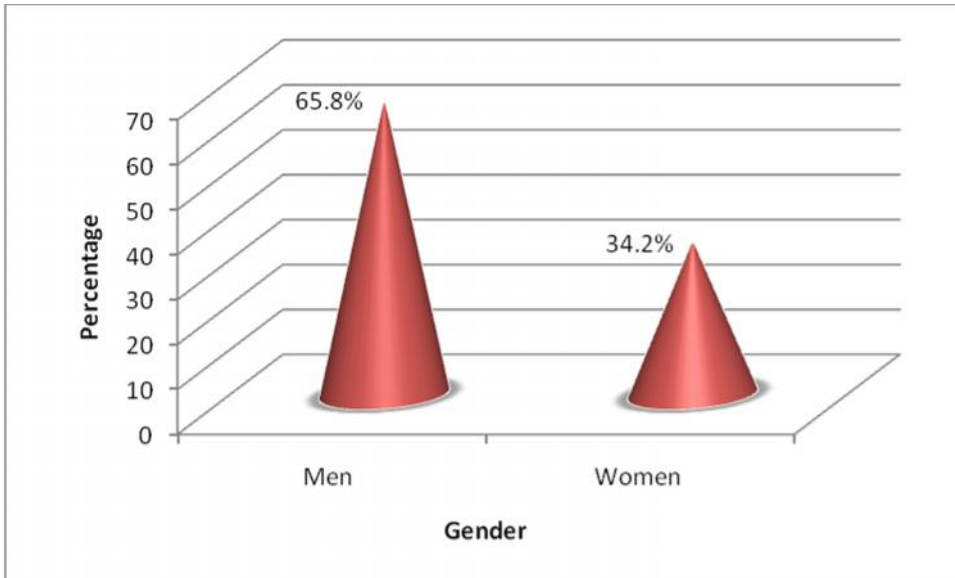
#### 4.3.8 Composition of the project committees by gender

The chart below shows the distribution of people in the project committees; men were the majority being 65.8% followed by women who were 34.2%.

The LATF Act fails to give specific guidelines on gender distribution but as these data show there was gender disparity in the composition of LATF management in the municipality which had more men than women.

According to KI<sub>2</sub> “the composition of the project committees should reflect gender, disability, minorities and the youth. The council has guidelines for Preparation, Implementation and Monitoring of LASDAP which ensures that there is no discrimination in the composition of LATF project committees and other decision making processes.”

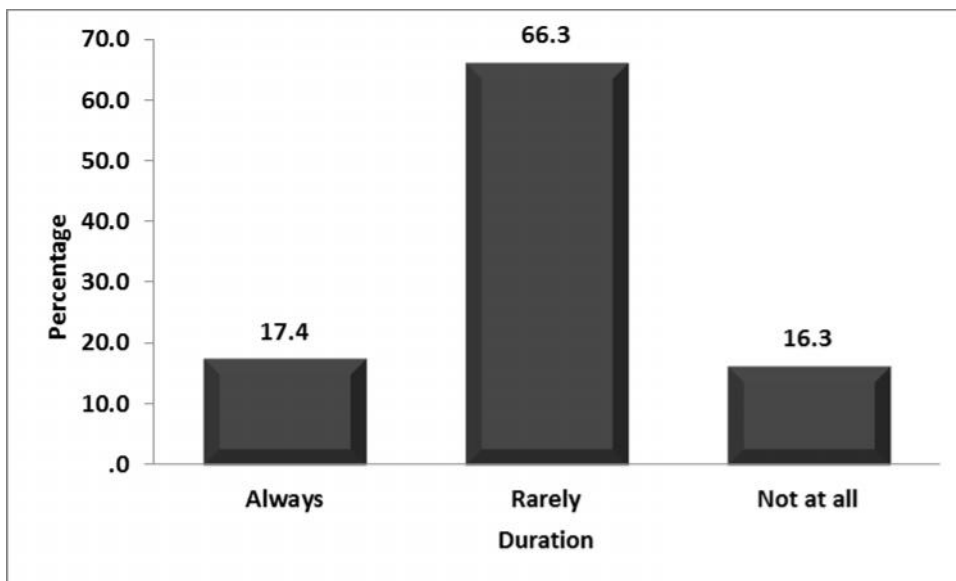
Chart 7: Composition of the project committees by gender



#### 4.3.9 How often Meetings were Organized to Discuss LATF

The Chart 8 shows how often meetings were organized to discuss LATF and as shown; 66.3% the respondents said that meetings were rarely organized while those who said that meetings were always organized were 17.4% followed closely by those who said that meetings were not at all organized being a percentage of 16.3.

Chart 8: How often Meetings were Organized to Discuss LATF



#### 4.3.10 How Decisions were made on LATF project Facilities

The study sought to know from the respondents how decisions were made in the LATF projects and as shown in Table 5, 45.6% of the respondents said decisions were made through meetings. A good number of respondents (20%) said decisions were made through directives and 34.4% of the respondents thought that decisions were made through selected community members. The data implied that LASDAP consultative and consensus meetings were institutionalized in Machakos Municipality as principal decision making forums.

Table 5: How Decisions were made on LATF project Facilities

<b>How Decisions were made</b>	<b>Frequency *</b>	<b>Percentage</b>
Through meetings and consultations	57	45.6
Through directives	25	20
Through selected community members	43	34.4
<b>Total</b>	<b>125</b>	<b>100</b>

\*Some respondents gave more than one answer.

According to KI<sub>6</sub> “the Municipal Council of Machakos had organized and held several consultative meetings where members of the public attended and prioritized projects which they felt that they needed. All the LATF projects identified during LASDAP in each ward had been incorporated in the subsequent council budgets”.

#### **4.3.11 Participation Levels**

When the respondents were asked whether they attended LATF meetings, 32.6% said yes while 67.4% said no. On whether there was invitation to attend LATF meetings, 26.7% of the respondents said yes while 73.3% said no. When asked whether they had participated in implementation of projects by the local authority, 38.4% of the respondents said yes while 61.6% no. This suggested that a small group of people were actively involved in identification and management of the projects.

Table 6: Participation Levels

	Yes	%	No	%	Total	%
Whether you attended LATF meetings	28	32.6	58	67.4	86	100
Whether you were invited to attend LATF meetings	23	26.7	63	73.3	86	100
Whether you participated in implementation of projects by local authority	33	38.4	53	61.6	86	100

Most respondents indicated that project committee members meet quarterly. Given that LATF is disbursed quarterly, this was the reason for most of them meeting quarterly.

KI<sub>7</sub> said that “there were two levels of meetings, one of the meetings was to elect representatives and the other was to approve projects and constitute project committees. The councillors’ allies dominated the election meeting and thus the other stakeholders did not adequately participate in the meetings. The councillors were instrumental in the selection of project committees”.

According to KI<sub>7</sub> “the council had organized and held several consultative meetings where members of the public attended and prioritized projects which they felt they needed. All the projects identified during LASDAP in each ward had been incorporated in the subsequent budgets.”

According to KI<sub>5</sub> “the community members were informed by the Municipal Council of Machakos of the preparation of work schedules and budgets, compliance and technical specifications, review of procedures and procurement of goods and services. Members were informed but not involved as most of the technical work is done by the council officials.”

According to KI<sub>7</sub> “*The beneficiaries elect their representatives in the LATF project since it is not possible to have all beneficiaries involved at all the LATF decision making processes*”. The data above concur with those of Oyugi and Kibua (2006) who observed that the stakeholders participated in the selection of stakeholders’

representatives who elected among themselves project committee members at a consensus meeting held at the council to approve projects.

According to KI<sub>6</sub> “the Municipal Council of Machakos had involved its stakeholders in identification of projects and has encouraged them to form committees to follow up implementation with the council. The council has sensitized the locals on the procedures and how to benefit as communities by providing input to the implementation process of the LASDAP. The stakeholders have been advised to write to the council through general correspondence or make suggestions through the suggestion box it has provided.”

In LATF projects that are labour intensive, the council calls on the community to contribute free labour. Though the scale of this activity is minimal, this is a good initiative to foster community ownership and sustainability of the projects (*Oyugi & Kibua, 2006*). KI<sub>2</sub> said that “*the communities in Machakos Municipality had offered free labour to projects in their areas of jurisdiction.*”

KI<sub>9</sub> observed that “stakeholders did not adequately participate in the implementation, monitoring and evaluation of projects. He further said that he was not involved in implementation, monitoring and evaluation of projects as councilors and project committee members did most of the work.”

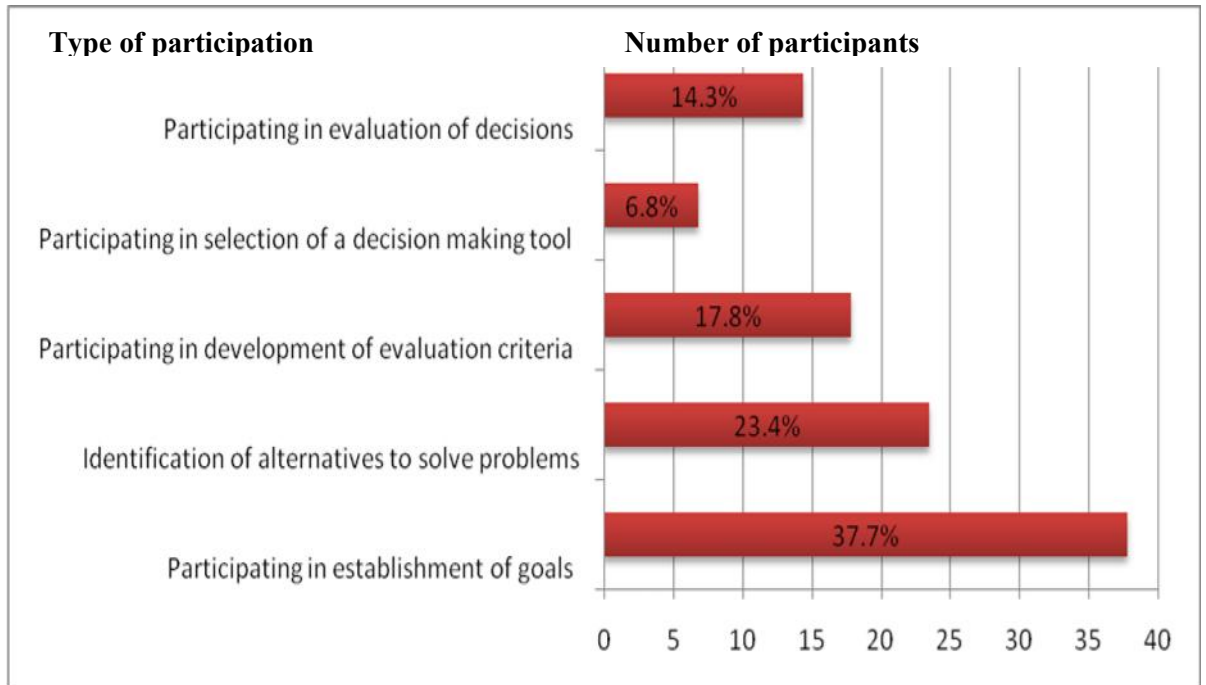
KI<sub>11</sub> pointed that all the LATF stakeholders namely beneficiaries, council officials, Ministry of Local Government, NGOs and Faith Based Organizations among others were involved in monitoring process. “*We monitored project progress to ensure they were completed as per specifications, physical verification of projects through visits, review of achievement against set goals.*”

#### **4.3.12 LATF Community participation activities**

Majority of the respondents (37.7%) cited participating in establishment of goals aimed at solving felt needs. This was followed by participating in identification of alternatives that were to solve the identified problems which were represented by 23.4% of the respondents. About 17.8% of the respondents cited participating in development of evaluation criteria based on the set goals. Those who cited participating in selection of a decision making tool were 6.8% of the respondents

while participating in evaluation of decisions made to address problems was reported by 14.3% of the respondents.

Chart 9: LATF projects community participation activities.



#### 4.3.13 Conclusion

There were more men than women participating in LATF processes and a majority of them were the youth. Majority of the respondents were traders and workers.

There was no adequate community participation in the LATF projects. This was not impressive considering LATF requires adequate participation by the beneficiaries. The LATF stakeholders among them the Municipal Council of Machakos had identified challenges impeding community participation and had initiated measures to curb the problem.

#### 4.4 Beneficiaries' perceptions of LATF projects

The third study objective was: “To find out beneficiaries’ perceptions of LATF projects in Machakos Municipality.”

#### **4.4.1 The success of LATF projects as a bottom-up strategy of development.**

Among the civic leaders interviewed, KI<sub>6</sub> said “that involving the communities during implementation had contributed to poverty reduction and economic empowerment of our people as a way of creating jobs. The economic empowerment of the communities had led to a positive towards the Municipal Council of Machakos. The communities were willing to support council initiatives like LATF projects because they served community needs.”

When asked about the success of the LATF projects as a bottom-up strategy, KI<sub>3</sub> said *“residents felt ownership of the projects that the council was implementing and cases of vandalism of council properties on LATF projects undertaken after LASDAP had greatly reduced.”*

KI<sub>10</sub> indicated that “the cordial relations fostered through the LASDAP process had made the general public to become appreciative to the LATF projects which the Municipal Council of Machakos was doing. LATF projects were no longer termed as “Councils” but “Our Projects”. He also said resident’s consultation with the council had led to increased revenue allocation.”

According to KI<sub>5</sub> “there was a strong relationship between consultation of local people and their willingness to contribute to development projects. Communities were ready to own projects in which they were informed and involved”.

KI<sub>5</sub> also pointed that the communities had been empowered by the participatory planning process to come up with LATF projects which addressed their felt needs.

Community participation had led to its awareness and leading to proper prioritization and implementation of its needs, as was noted by KI<sub>8</sub>. He also observed that community participation had also led to emergence of lobby groups and stakeholder groups, such as local chapters of Kenya Association of Manufactures and Central Organization of Trade Unions, Faith Based Organizations, Machakos Resident Association (MARA), CBOs and civil society organizations among others to check LATF processes and excesses of the local authorities. The engagement of the

stakeholders had led the government to initiate Public Private Partnerships (PPPS), e.g, construction and management of public toilets.

KI<sub>6</sub> said *“the Municipal Council of Machakos had tapped both the human and material resources from emergence of lobby groups and stakeholder groups. Both human and material resources are crucial in managing of LATF projects.”*

KI<sub>6</sub> indicated that Community participation had raised the level of completion of LATF projects by ensuring there were adherence to Public Procurement and Disposal Act, 2005. Communities’ involvement in the LASDAP process had minimized mismanagement of LATF.

According to KI<sub>4</sub> *“the Council had demonstrated that involving communities in LATF prior planning, proper project implementation, monitoring, and evaluation and reporting, capital projects can be completed”*. Community involvement and active participation enhanced community project ownership and sustainability. This had led to well built and completed LATF projects, i.e, good quality construction and good value for money for tax payers”.

#### **4.4.2 Whether projects were complete and in use or incomplete**

The study sought to establish whether projects were complete and in use, or incomplete. Majority of the respondents (86%) said that the projects were complete and in use while 14% of the respondents said that the projects were incomplete. The data implied that the LATF stakeholders in Machakos Municipality, e.g, the council, project committees had done their work well in accordance to the participatory approach.

#### **4.4.3 Whether projects were completed on time or within budget**

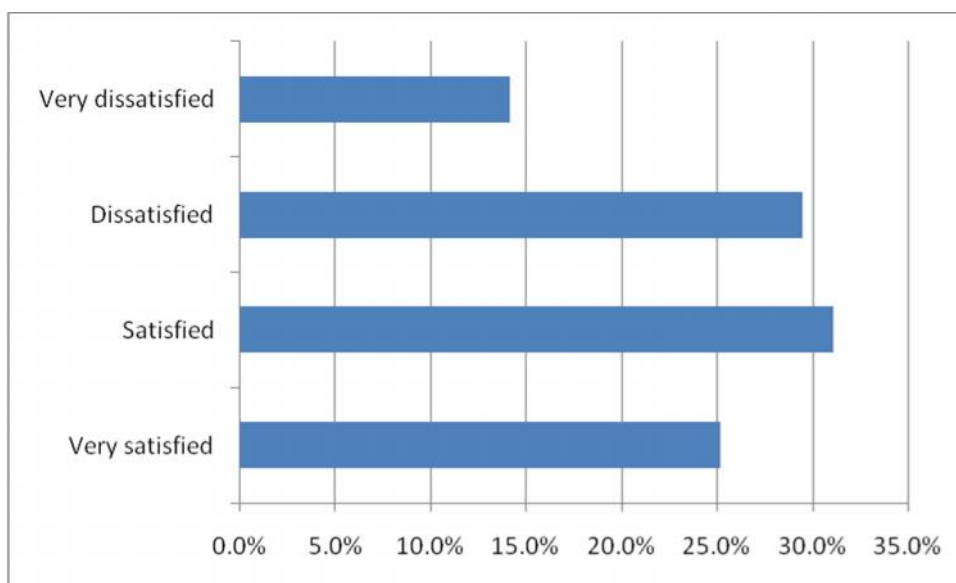
The largest proportion of respondents (56.9%) felt that the projects were completed on time while 43.1% felt the projects were not completed on time.

Majority of the respondents (53.1%) had the opinion that the projects were completed within budget while 44.6% indicated that the projects were not completed within budget. A paltry 2.3% did not know whether the projects were completed within budget.

#### 4.4.4 Satisfaction in terms of quality of the value of money spent on this project

The study sought to establish whether respondents were satisfied with the quality of the value of money spent on the projects. Majority of the respondents (31.1%) were satisfied while 25.2% of the respondents were very satisfied. This was followed by those who were dissatisfied with the quality of the value of money spent on the projects and were represented by 29.5% of the respondents while those who were very dissatisfied were 14.2% of the respondents.

Chart 10: Satisfaction in terms of quality of the value of money spent on this project

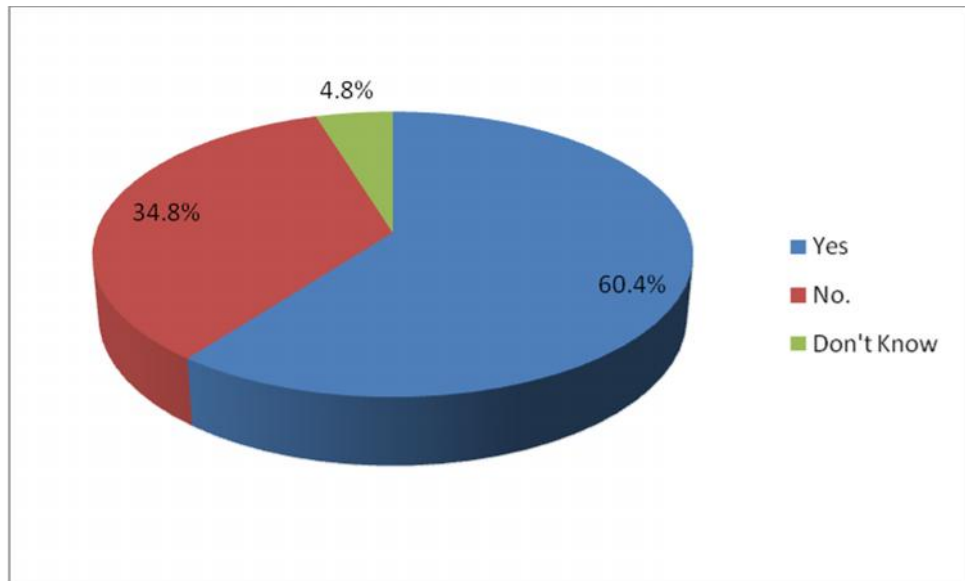


#### 4.4.5 Whether projects were transparently managed

Drawing from Chart 11, it is important to note that 60.4% of the respondents believed that LATF projects were transparently managed, 34.8% of the respondents thought LATF projects were not transparently managed and a paltry 4.8% did not know whether LATF projects were transparently managed or not.

This data implied that LATF projects were well managed but there were challenges with their administration. The data also suggests that LATF project committees, council officials and beneficiaries were not competent enough to effectively manage LATF.

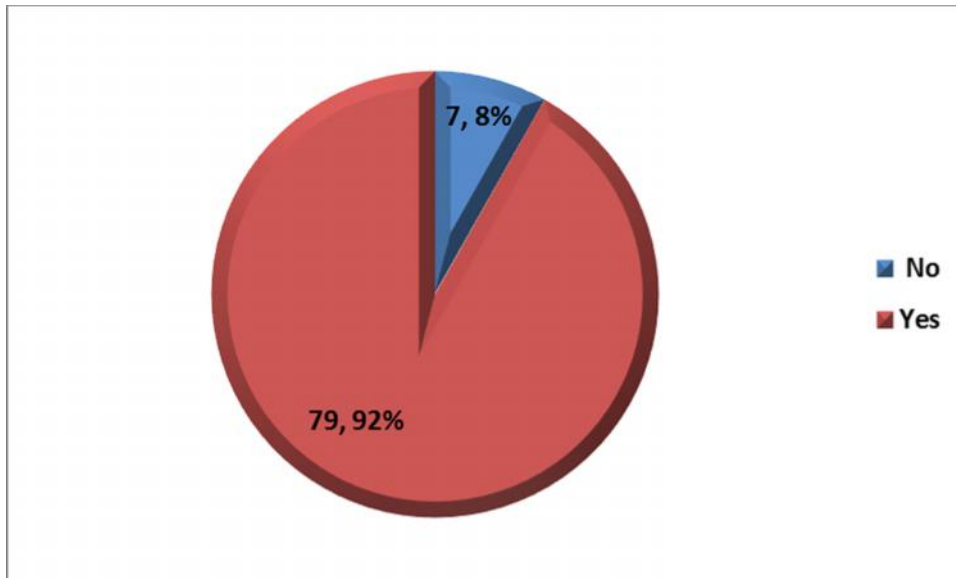
Chart 11: Whether projects were transparently managed



#### 4.4.6 Respondents complaints about LATF management

The chart below shows the results when the respondents were asked if they had heard any complaints about the LATF management; it is quite clear that a majority (92%) said they had heard complains about LATF management while 8% said they had not.

Chart 12: Whether respondents heard complains about LATF management



The data above concurs with those of Mapesa and Kibua (2006) who observed that devolved funds had been mismanaged in the past. For example, Machakos Residents Association (MARA) which is a pressure group had alleged that Ksh 200,000 had gone into the pockets of individuals at Municipal Council of Machakos. MARA chairman indicated that the money had been set aside to buy pipes for Katoloni LATF water project.

According to KI<sub>10</sub> *“LATF had given overwhelming powers to local authority politicians in the management of the funds. The politicians determined who won tenders which were characterized by corruption. The politicians had politicized the development process and resource allocation”*.

KI<sub>12</sub> divulged that the reported cases of mismanagement of LATF included corruption, stalled projects, poor quality projects, poor tendering process and clannism and nepotism. This implied that the LATF structure had loopholes which could be used to mismanage the devolved funds. The structure did not adequately insulate LATF from financial muzzling by corrupt people.

#### **4.4.7 The projects in terms of impact on beneficiaries**

The largest proportion of respondents (51.2%) felt that many people in the community benefited from LATF projects and 33.7% of the respondents had the opinion that only some people in community benefited. The smallest proportion of respondents (15.1%) thought few people in community benefited.

Table 7: Rating of the project in terms of impact on beneficiaries

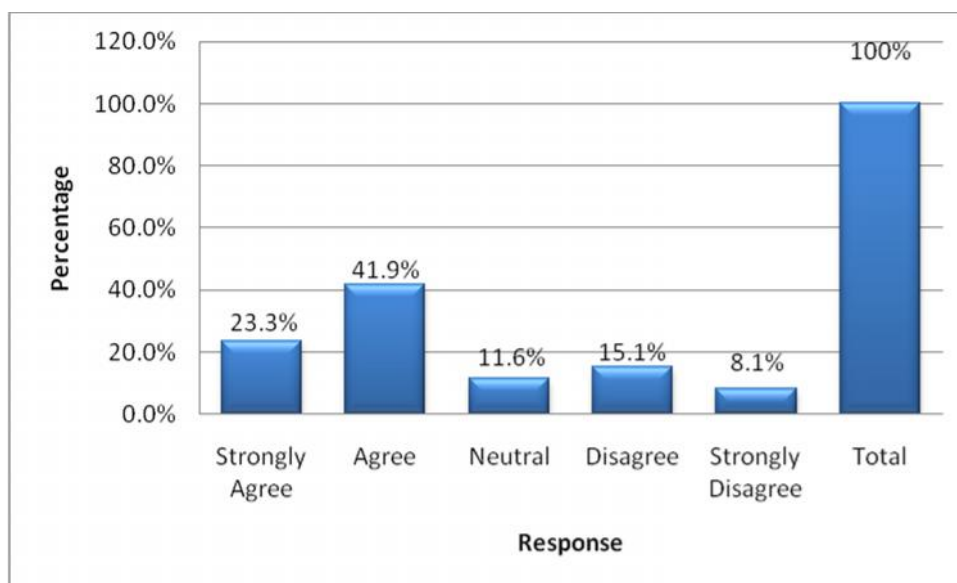
Response	Number	Per cent
High Impact-many people in the community benefited	44	51.2%
Medium impact-some people in community benefited	29	33.7%
Low impact-none/few people in community benefited	13	15.1%
<b>Total</b>	<b>86</b>	<b>100%</b>

#### 4.4.8 Whether LATF projects fought poverty

From a total of 86 responses to this question, majority of (41.9%) of respondents agreed that LATF projects fought poverty in Machakos municipality, while 23.3% of the respondents strongly agreed that LATF projects fought poverty. About 16% of the respondents were neutral. LATF in Machakos municipality did not fight poverty this was according to 15.1 % of the respondents who disagreed and 8.1% of the respondents strongly disagreed on the same.

KI<sub>12</sub> observed that LATF projects and programmes had primarily targeted to uplift urban and rural poor in assessing basic services and infrastructure. He observed that the LATF initiatives had to be supplemented and complemented by other funds e.g. CDF to meet the community needs. This data implied that community members were happy with the projects managed by LATF however the projects were not adequate to address the felt needs of the beneficiaries.

Chart 13: Have LATF projects fought poverty in your municipality



KI<sub>9</sub> said LATF projects had addressed the plight of the poor by increasing their incomes, improving their quality of life and improving their security. He also said a number of projects addressed education, health and water among the felt needs of the residents of Machakos Municipality.

#### **4.4.9 Whether LATF had helped reduce debts and improve financial management and service delivery in local authorities**

As reflected in Chart 14, majority (54.7%) of the respondents said LATF had helped reduce debts and improve financial management and service delivery in local authorities, 36.6% respondents did not believe that LATF had helped reduce debts and improve financial management and service delivery in local authorities. A paltry 8.7% of the respondents did not know.

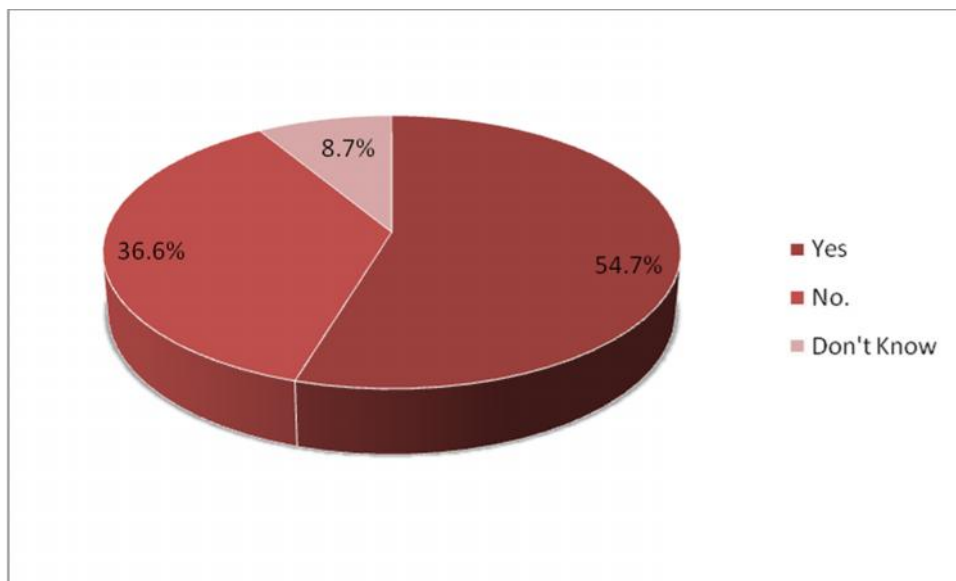
The above data corroborates that of LATFs' annual report and review of local authority financial performance (2009) which indicated that the national overall reported debt burden of local authorities had reduced from Ksh 37.8 billion in the financial year 2008-2009 to Ksh 7.3 billion in 2009-2010.

According to KI<sub>12</sub> *“the councils in the country including the Municipal Council of Machakos had implemented the Local Authorities Integrated Financial Operations*

*Management Systems a condition for LATF Funds receipt from the performance Account. The initiative had improved core accounting and reporting applications”.*

This data implied that the municipal Council of Machakos had utilized LATF to pay its debts which had arisen from statutory and non-statutory creditors. The payment of past debts had improved the capacity of the council to provide services.

Chart 14: Whether LATF had helped reduce debts and improve financial management and service delivery in local authorities



#### **4.4.10 Conclusion**

The beneficiaries' perceptions of LATF projects were different, however majority of the beneficiaries indicated that the initiatives were successful as a bottom-up strategy of development. For example, the projects fought poverty and improved financial management and service delivery in local authorities.

Majority of the respondents reported that most of the LATF projects were managed cost effectively and efficiently.

#### **4.5 Effectiveness of LATF projects**

The fourth study objective was: “To establish the effectiveness of LATF projects in Machakos Municipality as a bottom-up strategy of development.”

The researcher sampled the following LATF projects namely: Kalangai bridge, floodlighting Lower Kariobangi, Mua Kaseve dispensary, classroom at Kakinduni Primary School and Metuma-Kamuthanga water project. The projects were drawn from some of the different types of LATF projects.

#### **4.5.1 Performance of Kalangai Bridge in Mumbuni North**

Kalangai Bridge in Mumbuni North was a transport infrastructure rehabilitation type of LATF project. KI<sub>4</sub> said that Kalangai Bridge in Mumbuni North was started in the year 2009 and the bridge was initially allocated Ksh 700,000 in the financial year 2009-2010 and in the financial year 2010-2011 Ksh 555,560 was set aside completion of the project. The total amount of money allocated for Kalangai Bridge was Ksh 1,255,560.

A majority (85.7%) of the respondents interviewed thought that Kalangai Bridge was in good condition and did not require maintenance. There were 14.3% of the respondents who observed that Kalangai Bridge was not in a very good condition and needed maintenance.

KI<sub>3</sub> said the bridge was in good condition and the project committee together with the council was responsible for maintenance of the project and if need be they would undertake their responsibility. He said that the beneficiaries of the project should ensure it was well used to avoid any form of damage.

According to KI<sub>4</sub> the numbers of people who used Kalangai Bridge were estimated to be 200 per day. The bridge had helped pedestrians and motorists to cross the Kalangai River which was impassable especially over the rainy season.

Figure 3: A photo of Kalangai Bridge



Source: Municipal Council of Machakos

#### **4.5.2 Performance of Floodlighting project, Lower Kariobangi**

The Floodlighting project in Lower Kariobangi, Mjini ward was a public lighting infrastructure rehabilitation type of LATF project. The project was started in the year 2008 and completed in the year 2009.

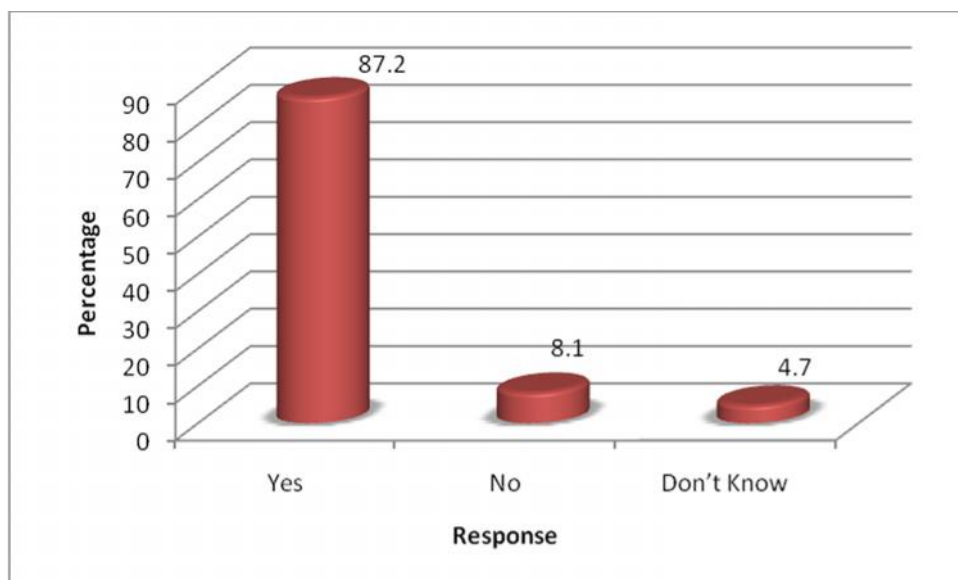
The project was allocated Ksh 300,000 during the financial year 2008-09 allocated and in the financial 2009-2010 the project was allocated Ksh 144,401 for completion. The total cost of the project was Ksh 444,401.

The researcher saw 4 flood lights which were installed in Lower Kariobangi; this was collaborated by KI<sub>4</sub> who said he had supervised the installation of the flood lights by the contractor. All the floodlights were functioning and maintained by the Municipal Council of Machakos.

#### **Whether the floodlights enhanced security**

About 87.2% of the respondents believed that the floodlights had enhanced security while 8.1% of the respondents did not believe that the floodlights had enhanced security. A paltry 4.7% of respondents said they did not know whether the installation of the floodlights had improved security.

Chart 15: Whether floodlights enhanced security



KI<sub>4</sub> said that statistics at Machakos Police station had reflected that the installation of the floodlights had led to a decrease in night time crime rates in Lower Kariobangi. He also said that some members of the public had initiated small scale businesses which were done during the night under the glare of the floodlights.

#### 4.5.3 Performance of Mua Kaseve Dispensary

Mua Kaseve Dispensary in Mua Ward was a health infrastructure construction/enhancement type of LATF project. The dispensary project which has 3 rooms was started in the year 2008 and completed in 2009. During the financial year 2008-2009 the project was allocated Ksh 1,522,847 and in the financial year 2009-2010 the project was allocated Ksh 580,258. The total money allocated to the project was Ksh 2,103,105.

According to KI<sub>9</sub>, there were no other public clinics and dispensaries in Mua ward to take care of the medical needs of the residents. In the ward there were private clinics

and dispensaries which charged exorbitant charges for their services. He also said that Mua Kaseve Dispensary was operated by the Ministry of Health which had posted a clinical officer and two nurses. He said that the dispensary gave those living in the municipality ward access to basic health services.

Figure 4: A photo of Mua Kaseve Dispensary



Source: Municipal Council of Machakos

#### **4.5.4 Performance of LATF classroom project at Kakinduni Primary School**

The classroom project at Kakinduni Primary School, Kiima Kimwe Ward was a schools construction/enhancement type of LATF projects. The project was started in the year 2010 and completed in 2011. The project was allocated Ksh 499,970 in financial year 2009-2010 and in the financial year 2010-2011 the project was allocated Ksh 555,550. The total amount of money allocated was Ksh 1,055,520.

KI<sub>6</sub> said that the project had increased pupil enrollment in the school, 60 more students were enrolled after completion of the school. The enrollment of students was

pegged on the number of classes and teachers in the school. The LATF classroom project ensured the success and sustainability of the school.

Figure 5: A photo of Kakinduni Primary School



Source: Municipal Council of Machakos

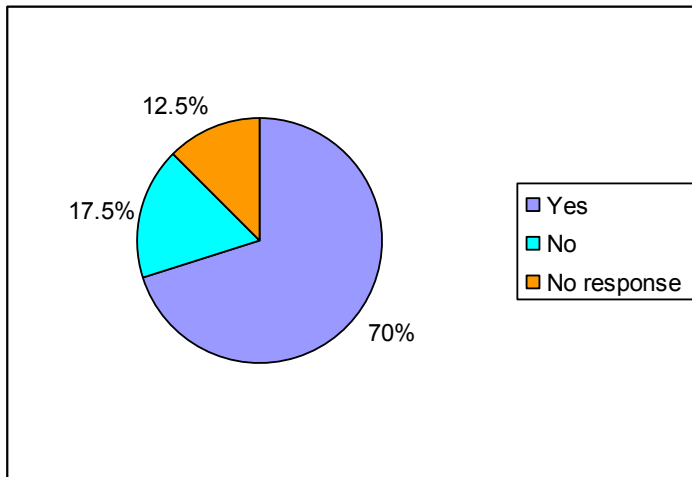
#### **4.5.5 Performance of Metuma-Kamuthanga LATF water project**

The Metuma-Kamuthanga LATF water project in Ngelani Ward was a water-sanitation infrastructure construction/enhancement type of LATF project. The project started in the year 2009 and completed in 2010.

The project was during the financial year 2008-2009 allocated Ksh 80,450 and during 2009-2011 the project was allocated Ksh 1,214,000 and Ksh 1,110,000 in 2010-2011. The total amount of money spend on the water project was Ksh 2,404,450.

The largest proportion of respondents (70%) thought that the Metuma-Kamuthanga LATF water project was maintained, (17.5%) said that the project was not maintained and 12.5% gave no response.

Chart 16: Maintenance of Metuma-Kamuthanga LATF water project



KI<sub>3</sub> said that the number of people who used the water project was estimated to be 1000 per day. The beneficiaries of the project utilized the initiative for domestic and agricultural purposes including livestock keeping.

Figure 6: Photo of Metuma-Kamuthanga LATF water project



Source: Municipal Council of Machakos

#### **4.5.6 Conclusion**

The LATF projects namely: Kalangai Bridge, Floodlighting Lower Kariobangi, Mua Kaseve dispensary, Classroom at Kakinduni Primary School and Metuma-Kamuthanga Water Project were in good condition. The projects committees and the Municipal council were responsible for the projects' maintenance. The projects were reported by majority of the respondents as having benefited them.

## CHAPTER FIVE

### SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS.

#### 5.1 Summary of Findings

The purpose of this chapter is to discuss the major findings of this study and to draw conclusions based on the same results. It also provides recommendations thought to be useful in policy formulation and implementation and proposes areas of further research.

This study looked at community participation in the management of LATF Projects: A Case of Municipal Council of Machakos. The specific objectives of this study were: To find out people's awareness of LATF provisions in Machakos Municipality, examine the level of community participation in LATF management, find out beneficiaries' perceptions of LATF projects and establish the effectiveness of the projects in the municipality as a bottom-up strategy of development.

It was found that:

- a) The general awareness of the LATF Act provisions was limited. It was only few of those interviewed who knew the provisions.
- b) The male respondents were more than female, this was a drawback to gender equity since there should have been a balance between both sexes in the development and implementation of LATF projects.
- c) Majority of the respondents were in the age brackets 18-30 and 30-40 years. This implied that they were still youthful and had the energy to participate in LATF management. The young men and women had also acquired experience in LATF management.
- d) Very few people held elective positions in the project committees and the committees were dominated by older males thus outnumbering youth and women.
- e) There was no adequate community participation in the projects' implementation, evaluation and monitoring.

f) Community participation had contributed in various ways to the LATF management, for example, it enabled proper prioritization and implementation of its needs.

g) LATF had given overwhelming powers to politicians in the management of the funds. The study found it was politicians who determined who won tenders and the process was characterized by corruption.

h) LATF projects in the Municipality were in good condition. The projects' committees and the council were responsible for their maintenance.

i) The projects had transformed the lives of beneficiaries in their respective wards.

## **5.2 Conclusion**

The Municipal Council of Machakos had not adequately involved the community in all the LATF decision making and project cycle processes.

LATF projects in the Municipality were in good condition and were reported as having benefited the respondents.

## **5.3 Recommendations**

a) The LATF decision making process should be open and the residents should be involved in its various steps to foster transparency and build confidence.

b) There should be regular meetings to deliberate on the issues affecting the LATF projects and the new emerging issues.

c) There was need to promote awareness on LATF.

d) The overwhelming powers given to politicians under LATF needed to be trimmed.

## **5.4 Areas for further research**

This research did not exhaust all that was to be studied on community participation in the management of LATF projects.

Most of the issues covered in this study need-in-depth research without making sweeping conclusions. The following topics are recommended for further research.

- a. The role of civil society in the management of LATF;
- b. Challenges influencing successful implementation of LATF; and
- c. Impact of LATF on socio-economic development of the municipality.

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## APPENDICES

### APPENDIX 1: QUESTIONNAIRE FOR COMMUNITY MEMBERS AND LATF PROJECT COMMITTEES

My names are H.B Mwendwa a graduate student from the University of Nairobi. I am conducting a research on Community Participation in the Management of LATF Projects: A Case Study of the Municipal Council of Machakos, Kenya. This is in partial fulfillment of a Master of Arts (MA) Degree in Rural Sociology and Community Development. I promise that all information will be treated in confidence. Your support will be highly appreciated. Thank you in advance. Kindly respond to each question by ticking or filling in the appropriate answer.

#### **Section A: Background Information**

1. Name.....(optional)
2. Name of LATF project
3. What is your location?.....
4. What is your sub-location?.....

#### **Section B: Awareness of LATF Act Provisions**

5. Do you know the LATF Act? Yes/ No.
6. If Yes, how did you get to know about LATF
  - a) From area councilor
  - b) friend
  - c) barazaOthers? Specify.....
7. Where does LATF money come from.....
8. How are LASDAP meetings organized?
9. What criteria is used to identify community members who attend LASDAP meetings?
10. Are you happy with how LASDAP meetings are conducted?

11. What has been done to improve knowledge of LATF in your ward?
12. Are there capacity building initiatives to enhance knowledge of LATF Act?
1. Yes ( ) 2) No ( ) (3) Don't know ( )

**Section C: Level of Community Participation**

13. What is your gender?
- (a)Male
- (b)Female
14. Tick your age bracket
- (a) 0-18
- (b) 18-30
- (c) 30-40
- (d)40-50
- (e) 50 and above
15. Level of education.....
16. What is your main occupation?
- (a)Farmer
- (b)Employed
- (c)Self-employed
- (d)Any other (specify).....
17. How long have you stayed in this municipality?
- (a) 0-1 year
- (b) 1-2 years

- (c) 2-3 years
- (d) 3-4 years
- (e) 4-5 years
- (f) Over 5 years

18. Do you hold any elective committee position in this project?

1. Yes ( )    2.No ( )

19. List the number of women, men and youth that you have in this project committee?

- (1)Women    (2) Men    (3) Youth

20. How are decisions regarding LATF project activities made?

- a. Through meetings and consultations ( )
- b. Through directives ( )
- c. Through selected community members ( )

21. Are LASDAP meetings organized in your ward to discuss LATF? Always, Rarely, Not

22. Have you been invited to attend such meeting? Yes/NO

23. How often are the LASDAP meetings held?

24. What issues are discussed in LASDAP meetings?

25. Are community members given time to contribute?

26. Have you participated in implementation of projects by local authority?

Yes No

If Yes, In what capacity?

27. Please indicate LATF projects community participation activities that have contributed to management of LATF Projects by ticking the appropriate answer.

**Statements**

Participatory establishment of goals aimed at solving felt needs ( )

Participatory identification of alternatives that will solve the identified problems ( )

Participatory development of evaluation criteria based on the set goals ( )

Participatory selection of a decision making tool ( )

Participatory application of the selected tool in decision making ( )

Participatory evaluation of decisions made to address problems ( )

28. Are there significant challenges which impede community participation?

1. Yes ( )      2) No ( )                      (3) Don't know ( )

29. What are the community participation challenges that you face in running of LATF projects?

30. What measures have been initiated by Municipal Council of Machakos to improve Community Participation?

**Section D: Beneficiaries' perceptions on LATF projects**

31. Are LATF projects in Machakos Municipality successful as a bottom-up strategy of development?

32. Is the project complete and in use or incomplete?

33. Was project completed on time and within budget?

1. Yes ( )      2) No ( )                      (3) Don't know ( )

34.If Yes, explain why.....

35. What is your satisfaction in terms of quality of the value of money spent on this project?

1. Very Satisfied ( ) 2.Satisfied ( ) 3.Dissatisfied ( ) 4.Very Dissatisfied ( )

36. If Dissatisfied or Very dissatisfied, explain why.....

37. Was this project transparently managed?

1. Yes ( ) 2) No ( ) (3) Don't know ( )

38. Have you heard of any complains about LATF management? Yes/No, If yes, which ones.

39. How do you rate the project in terms of impact on beneficiaries?

1. High Impact-Many people in the community benefited ( )  
2. Medium impact-some people in community benefited ( )  
3. Low impact-none/few people in community benefited ( )

40. Has LATF projects fought poverty in your municipality?

1. Yes ( ) 2) No ( ) (3) Don't know ( )

41. Has LATF has helped reduce debts and improve financial management and service delivery in local authorities?

1. Yes ( ) 2) No ( ) (3) Don't know ( )

### **Section E: Effectiveness of LATF projects**

Please give appropriate answers to only one of the following LATF projects (Indicate performance of the respective LATF project in your ward).

#### **Bridge at Kalangai in Mumbuni North**

42. When was the project started?

43. What was the budget allocation for the construction of this bridge?

44. Is the bridge in good condition?

45. Is the bridge maintained?

46. What is the number of people who use the bridge?

**Floodlighting Lower Kariobangi**

47. When was the project started?

48. What is the budget allocation for the installation of the floodlights?

49. What is the number of street lights installed in Lower Kariobangi?

50. What is the proportion of the street lights functioning?

51. Has the project enhanced security?

**Mua Kaseve dispensary**

52. When was the project started?

53. What is the budget allocation for construction of the dispensary?

54. Are there other clinics in the ward?

55. Is the dispensary operated by the Ministry of Health?

**Classroom at Kakinduni Primary school**

56. When was the project started?

57. What is the budget allocation for construction of the classroom at the school?

58. What is the number of classes constructed in the school?

59. What is the number of children in school?

60. Has the project increased pupil enrollment in the school?

**Metuma-Kamuthanga water project**

61. When was the project started?

62. What is the budget allocation for the water project?

63. Is the project maintained?

64. What is the number of people who use the project?

**Thank You for Your Time and Participation**

## APPENDIX II

### KEY INFORMANTS INDEPTH INTERVIEW GUIDE

My names are H.B Mwendwa a graduate student from the University of Nairobi. I am conducting a research on Community Participation in the Management of LATF Projects: A Case Study of the Municipal Council of Machakos, Kenya. This is in partial fulfillment of a Master of Arts (MA) Degree in Rural Sociology and Community Development. I promise that all information will be treated in confidence. Your support will be highly appreciated. Thank you in advance. Kindly respond to each question.

1. What do you think is the extent to which community participation activities have contributed and influenced the management of LATF Projects?
2. Do community members know the LATF Act?
3. How are LASDAP meetings organized?
4. What criteria is used to identify community members who attend LASDAP meetings?
5. What are the community participation challenges that are faced in running of LATF projects?
6. How has community participation in the management of LATF been enhanced?
7. Are there capacity building initiatives to enhance knowledge of LATF Act and community participation in LATF projects?
8. How are decisions regarding LATF projects activities made?
9. How often are the LASDAP meetings held?
10. What issues are discussed in LASDAP meetings?
11. What are the successes of LATF projects as a bottom-up strategy?
12. Are LATF projects completed on time or within budget?

13. What is your satisfaction in terms of quality of the value for money spent on projects?

14. Are projects transparently managed?

15. Have you heard of any complains about LATF management?

16. How do you rate the projects in terms of impact on beneficiaries?

17. The researcher sampled the following LATF projects: Kalangai Bridge, Floodlighting Lower Kariobangi, Mua Kaseve dispensary, Classroom at Kakinduni Primary school and Metuma-Kamuthanga water project.

When were the above mentioned projects started? How much LATF support had each project received? What is their performance?

**Thank You for Your Participation**