

**PARTICIPATORY COMMUNICATION IN THE BUDGET-MAKING PROCESS
IN KAJIADO COUNTY**

**BY
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**A RESEARCH PROJECT SUBMITTED TO THE SCHOOL OF JOURNALISM
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DECLARATION

I declare that this study project is entirely my own work and that all sources used or quoted have been properly acknowledged and referenced and that this work has not been submitted before for any other award or examination at any other institution.

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I confirm that this study has my approval to be presented for examination as per the University of Nairobi regulations.

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DEDICATION

I would like to dedicate this research project to my family members for their support and encouragement.

ACKNOWLEDGEMENT

I acknowledge, with sincere gratitude, the tireless efforts of my supervisor Dr Leah Muchemi in ensuring my research project is successfully completed.

LIST OF ACRONYMS AND ABBREVIATIONS

CDF -	Constituency Development Fund
DFRD -	District Focus for Rural Development
IBP –	International Budget Partnerships
ICPAK -	Institute of Certified Public Accountants of Kenya
IGRTC -	Inter-Governmental Relations Technical Committee
NGO -	Non-Governmental Organization
OECD –	Organisation for Economic Co-operation and Development
PFM -	Public Finance Management
SPSS -	Statistical Packages for Social Sciences
UDHR -	Universal Declaration on Human Rights

ABSTRACT

This study examined participatory communication in the budget-making process in Kajiado West Sub County in Kajiado County. Kajiado West subcounty has the highest poverty and underdevelopment index in Kajiado County. Specifically, the study examined the participatory communication strategies that are used in budget making, the extent of participatory communication in the process as well as the challenges affecting participatory communication in the budget-making process. The study utilised participatory communication theory perspective which is both the practise and theory and practice of using communication and dialogue in involving people in decision making process and development. The study adopted a mixed method approach where both quantitative and qualitative methods were combined. The study enlisted 96 respondents drawn from Kajiado West Sub County and five Key Informant Interviews namely a Member of County Assembly, a ward administrator, Director Citizen Participation, Economic Planning and Management Officer and an NGO representative. Semi structured Questionnaires were used to collect both quantitative and qualitative data while interview guides were used to gather qualitative data. Descriptive Statistics was used to analyse quantitative data while qualitative data was coded and analysed in themes. The study established that participatory communication strategies utilised in the budget making process are not effective with the public having limited access to clear, simple, and timely information on the process. Further, the study established that just about thirty one percent have ever participated in the budget making process and more than half believing the county is not committed to public participation. The study also found out that participatory communication is riddled with several challenges including inadequate and timely notification through public preferred platforms and mediums, financial challenges, competing parochial interests and technicality of the budget making process. The study recommends that the county strengthens participatory communication in the budget making process by sensitising the public on budget making process and ensure availability and accessibility of information on budgets and budget making process and strengthen public participation structures.

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CHAPTER ONE

BACKGROUND

1.0 Overview

This chapter describes the background, problem statement, the general and specific objectives, the research questions guiding the study, the justification and significance of the study as well as explaining the scope of the study and the study limitations.

1.1 Background to the Study

Participatory communication engages people in decision making and development and is diametrically different from one-way communication process that focusses on stimulus conditions and neglect the key stakeholders (Ebigbagha, 2016).

Participatory communication is grounded on dialogue and provides for exchange of information, and messages among stakeholders on an equal basis and leads to the development and empowerment of those involved. Participatory communication goes beyond just exchanging experiences or just information, it involves facilitating understanding for a betterment of situation or people. Participatory communication is critical and essential at all the levels of decision making (Tufte, & Mefalopulos, 2009).

According to (Uraia, 2010), public participation is an activity or collection of systematic activities conducted by an individual or groups of people to involve themselves in governance and may include among others participating in meetings, political debates, developing and submitting memoranda or petitions to decision makers, registering to a

political party or group, any other advocacy or change oriented activities or voting in an election.

According to Creighton (2015), Public participation is the process through which citizen's needs, interests and priorities are integrated into decision making. It is a two-way communication and interaction with overall goal of good decision making that is supported by the citizens. Participatory communication is the practice and theory of communication that facilitate people in the decision making of their development projects (Mefalopulos 2003). For this project, public participation and participatory communication have been used interchangeably.

Fraser and Villet (2005, p. 12) liken development to fabric that has been made by actions of millions of people and further assert that communication is the indispensable thread that holds everything together. This is a significant statement that highlights the centrality of public participation and people centred approach to development.

The Constitution of Kenya 2010 in Articles 1(2), 10(2), 35, 69(1)(d), 118, 174(c) and (d), 184(1)(c), 196, 201(a) and 232(1)(d) stresses the centrality of public participation, as a key inalienable human right and as a duty of a citizen and obligation of those involved in decision making. It discards the long-held belief that citizens are just but subjects and elevates them as equal partners in decision making in governance including in management of public finance. These provisions are further reinforced by the Public Finance Management Act, 2012, The County Government's Act 2012 among others. However,

public participation is not just a Kenyan concept, neither is it new. International instruments as early as the Universal Declaration of Human Rights, 1948, to the African Charter on Human and People's Rights, 1981 strongly call for involvement of citizens in governance as a key catalyst in realising immediate and long-term goals (Transparency International, 2018).

Arising from the failures and lessons learnt from the paradigms of modernisation and dependency, the latest paradigm of multiplicity sees development as borne out of a collaborative process with communication as the adhesive that binds together the different stakeholders together to ensure success (Ebigbagha, 2016). Kenya Vision 2030, The 2030 Sustainable Development Goals, Africa Union Agenda 2063 recognise people centred approach as both a strategy and an end in itself.

A budget is a detailed document which presents the estimated revenues of a government and how the government plans to spend the revenue and their priorities for a financial year (IEA, 2002). Public participation is integral in the budget making process as it fosters fair distribution of public resources while aligning the priorities with the limited available public resources (IEA, 2002).

In the financial year 2013/14, the Kenyan government started developing and presenting a program-based budget to parliament. Initially, the budget used to be presented in line item format where budgets were based on items purchased. This was to ensure that budgets are effective and efficient and there is a clear link between budgetary allocation and the accrued

results from the spending. Program based budget was also advanced in order to enable the budget executors and the public understand priorities and the reasons for the allocations (International Budget Partnerships, 2016). This was among the key provisions of The Public Finance Management Act, 2012. The program-based budget links the outputs with the inputs and thus allowing for more input and scrutiny from the public in formulation, approval, execution and implementation of the budget.

The Public Finance Management Act 2012, stresses the crucial importance of meaningfully engaging the public in the management of public finance including in formulation, approval, execution and monitoring and evaluation.

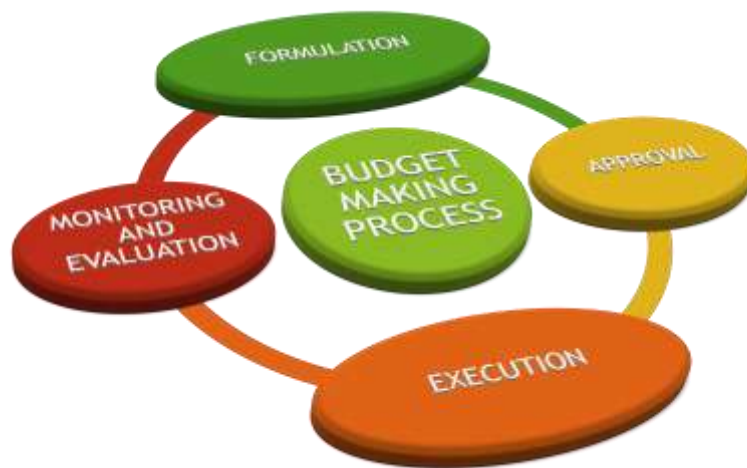


Figure 1.1: Budget Making Process (International Budget Partnership, 2015)

The formulation stage is the opening phase where the county executive leads the development of programs and sub programs in line with their long term and medium term plans as well as consult the public on priority issues. The budget estimates are submitted to the county assembly which then debates and approves the budgets thus allowing the county government to spend. This is the approval stage that is succeeded by the execution

stage where the treasury releases funds and the county spends in line with the approved budget. The Monitoring and Evaluation process is continuous and involves key stakeholders including civil society organisations, Auditor general.

According to Joachim et al (2004), a suitable budget should have all the crucial information on all fiscal operations (comprehensive) and should be presented in an open and timely manner (transparent). Economic actors should also compete fairly for resources and can question government on any of the items in the budgets (contestability).

This study was informed by practices in participatory communication as a critical element in people centred budgeting process. The study examined the participatory communication strategies as well as the extent and the challenges of participatory communication in the budget making process.

1.2 Problem Statement

For a long time, many Kenyans have considered the budget as a distant and secret government document, wrongfully believing that they have little if no role in it (IEA ,2002). However, this is a very critical document that affects the day to day lives of every Kenyan. (The Constitution of Kenya ,2010) was a critical moment when the role of citizens in budget making and development was affirmed. Whereas participatory communication as a key fabric of people centred development is fairly understood as is provided for by laws and policies, including the constitution of Kenya 2010, this has not translated into meaningful engagement of the public in decision making process including the budget making process.

According to (Joachim et al ,2004), a good budget should have all the crucial information on all fiscal operations and should be presented openly and in a timely manner and economic actors should also compete impartially for the limited resources available. Further, economic actors and the public should also have the opportunity to raise questions and concern son al items in the budget. The process should thus be deliberate and effective participatory communication to make the budget as people centred as possible.

Public participation as a key right and a high impact public policy management tool has been growing over time (Mefalopulos, 2003). Despite the strong policy and legal environment on public participation in Kenya, public participation has remained a buzz word by government agencies, technocrats and civil society organisations with limited meaning in practice (Transparency International, 2008). Whereas there have been milestones in public participation since the 2010 constitution, public participation has been unsatisfactory with less than thirty (30%) of respondents feeling their opinions were addressed (URAIA, 2017). In addition, the crucial importance and benefits of public participation have not been understood by policy makers, more seen as a policy and legal requirement rather than an important intervention. (Rono, Mulongo 2018)

Whereas almost all counties (95%) have somehow involved the people when preparing their budgets, this participation has not been well structured, one off events mainly at county level, with little attempts to collect views at the grassroots and lowest level (ICPAK 2014). Further, According to International Budget Partnerships Kenya, 2018, which assessed the amount of information available to the public for quality decision making ,

just about 42% of the information needed was available with Kajiado County being among the counties which made available zero of the six essential documents required for effective public participation in the 2018/2019 budget making cycle i.e. County Integrated Development Plan (2018-2022), Annual Development Plan 2017 (for the year 2018/19), County Fiscal Strategy Paper 2018, Quarterly Budget Implementation Report for the Third Quarter of 2017/18, Budget Estimates 2018/19, and Citizens Budget 2018/19. This is a critical indicator of inadequate transparency and meaningful engagement of people in budget matters.

This study focussed on the extent of participatory communication, the participatory communication strategies used as well as the challenges of participatory communication in formulation of Kajiado County budget.

1.3 Research Objectives

1.3.1 General Objective

To examine the application of participatory communication in the budget making process in Kajiado West Sub County.

1.3.2 Specific Objective

1. To examine the participatory communication strategies used in the budget-making process in Kajiado West County.
2. To establish the extent of participatory communication in the budget-making process in Kajiado West Sub County.

3. To examine the challenges of participatory communication in the budget-making process in Kajiado West Sub County.

1.4 Research Questions

1. What communication strategies are used by the Kajiado County Government during the budget making process?
2. To what extent is participatory communication used in the budget making process in Kajiado County?
3. What are the challenges of participatory communication budget making process in Kajiado County?

1.5 Justification of the Study

The findings in the study are critical in informing policy and programme decisions at county level regarding participatory communication in county budgeting. The findings and recommendations emanating from the study will be shared with the County leadership to provide opportunities of strengthening public participation throughout the budgeting cycle. The study has also generated key learnings for the public and actors including state actors on best practices and challenges in participatory communication. The study also contributes to the body of knowledge on participatory communication and act as a reference point.

1.6 Significance of the Study

Kajiado County has been highlighted by institutions tracking budgets such as the International Budget Partnerships (IBP,2018) as among the counties with the least information available on budget making process. Kajiado West Sub County was selected as the specific site as it had the highest rates of poverty and underdevelopment (KNBS and SID, 2013).

The study was important in finding out the reasons behind the limited information on budget documents as well as the extent of participatory communication integrated in the process of formulating and executing budgets.

1.7 Scope and Limitations

This study was conducted in Kajiado West Sub County and focussed on county government officials in the executive and in the assembly as well as community members. The study was limited to participants above the legal age of 18 years and only focussed on the formulation stage of the county budget making process. It did not focus on the approval, the implementation and the monitoring and evaluation stages in the budget making process. It also did not focus on the national government budget making process or the other four sub counties in Kajiado County. The study did not also focus on other decision-making process in the county including bill and policy development. Communications was a barrier, especially for illiterate respondents and the researcher worked with translators to aid in getting the information.

1.8 Operational Definitions

Budget - A budget is a document in which government presenting their proposed revenues and their sources as well as their proposed spending in a financial year

Budget Making Process - This is the process of development and approval of budgets by governments.

Participatory communication - This is as a field of communication which engages people in decision making and development and is diametrically different from one-way communication process.

The formulation stage - This is the initial phase where the county executive leads the development of programs and sub programmes in line with their long term and medium term plans as well as consult the public on priority issues.

Public participation - public participation is an activity or collection of systematic activities conducted by an individual or groups of people to involve themselves in governance and may include among others participating in meetings, political debates, developing and submitting memoranda or petitions to decision makers, registering as a member of a political party or group, any other advocacy or change oriented activities.

Devolution - This is the style of governance where power and decision making is delegated to semi-autonomous units and people make decisions on their realities and needs.

CHAPTER TWO: LITERATURE REVIEW

2.0 Overview

The chapter explores available literature on public participation and explores relevant communication theories where the study is based.

2.1 Empirical Review

Public participation is not a new phenomenon. Whereas, the field and knowledge has continued to grow, the crucial importance of public participation had been elaborated and the case to strengthen participatory communication made. White as cited in (McKee, 1994: 215) summarised ten major reasons why participatory communication is critical in development. These includes that more will be done, the cost of services will go down, participation having a fundamental and inherent significance for those involved as well as addressing feeling of exclusion and disenfranchisement. Further reasons include catalysing further efforts at development, strengthens sense of commitment and enables people to take personal initiative to ensure success of projects, ensures that due procedures are followed in public projects as well as meeting needs. White also included ensuring the use of local know how and capabilities, addressing overdependence on perceived professionals and conscientisation of the masses to critically evaluate factors that hinder prosperity and poverty eradication as among the benefits of public participation.

The United Nations Agenda 2030 and the Africa Union Agenda 2063 recognises the crucial importance of public participation as a pathway to realising better results and as a standard of good governance necessary to address the issues bedevilling the 21st century world

(UNDP, 2016). It further argues that Societies who meaningfully involve all citizens are usually more cohesive and resilient whereas those that are exclusionary in their practices and systems breed more resentment and are thus more vulnerable and susceptible to division, anarchy and chaos.

(Freire, 1972) while underscoring the importance of true dialogue argues that saying the true word is transformative and thus cannot be the privilege of just a few but instead should be the right of everyone. He further argues that nobody can speak alone or speak on behalf of others nor deposit ideas into other passive people.

However, what was paradoxically is that whereas participation has drawn praise, it has been poorly understood and thus poorly applied (Mefalopulos, 2003). (Pretty, 1995) further highlights that there hasn't been a consistent and operationalised definition of participation either in theory or in practice. Since then, however, different stakeholders and stakeholders have attempted to define participation.

(Hancock, 2006) defines participation as the involvement of all people in processes aimed at social change by facilitating exchange of knowledge, ideas and developing and implementing lasting solutions to identified problems. Participation is an empowering process that enables communities and individuals to identify challenges bedevilling them, develop local and owned solutions and implement them in their best understanding (Crawford & Langston, 2013). (Mansuri & Rao, 2013) describes two types of participation *Induced participation* referring to participation promoted through policy actions of the state

and implemented by bureaucracies and Organic participation as stimulated by non-state actors most of the time, acting in their own capacities and mostly in confrontation with governments.

(Mansuri & Rao, 2013) however notes that either by omission or commission, public participation when present tends to significantly exclude people based on their level of education, socio-economic status and level of education with those of lower status in these regards mostly disenfranchised. As per (Freire, 1972), dialogue cannot happen with one side depositing and the other side receiving. (Chambers, 1983), argues that the word in itself is not sufficient and that whether it is referred to as participation, participatory research or community involvement, these participatory communications will not be successful unless there is genuine desire to engage and respect the views of the community. The Pretty typology is just but one of the several typologies that have been identified to help explain the concept of public participation (Kenny, 1997). The model identifies 7 key categories of public participation as described in the next page.

Level	Explanation
Passive Participation	People are only informed about the intervention by the implementer, without their views being sought about it.
Participation in Information Giving	People answer questions posed by experts but accuracy of findings is not checked and the findings are not shared with the participants
Participation by Consultation	Problems and solutions are mostly defined by experts though can be adjusted after consultations with the public. However, the onus of accepting or rejecting recommendations is on the experts.
Participation for Material Incentives	Persons avail key resources necessary for the work and in return are given incentives. However, the people have no role in extending activities at closeout.
Functional Participation	Groups are formed by people to achieve pre-set project goals. The group is initiated mostly by outsiders but has the potential of thriving on its own.
Interactive Participation	Dialogue is the glue that binds people in development of new groups and or strengthening already existing groups. The local group have powers of making decisions on their shared destiny.
Self-Mobilisation	People have the autonomy and independence in decision making. They decide who and how to relate it while having the final decision-making powers.

Table 2.1 Types of Participation (Pretty, 1995)

Whereas there have been several models with different levels and characteristics of public participation, there is consensus that participation is not just similar in intensity, depth and breath. (Kenny, 1997). According to the Pretty (Pretty 1995) Model, the initial four levels

represent participation as simply a means to an end. In levels 4, 5, 6 and 7, participation is more understood as less of a requirement but in itself a key factor and an end to itself.

2.1.2 Trends and Overview of Participation in Kenya

In Kenya, there have been many organic and induced initiatives to strengthen public participation. The District Focus for Rural Development Strategy launched in the eighties was one such measure. The focus was meant to strengthen citizen participation in development through local interest groups such as cooperatives, self-help groups, churches and the political party. The strategy was also developed to mobilise and maximise utilisation of government and external resources. (Chitere & Ileri, 2004).

However, the District Focus for Rural Development Strategy faced several challenges, key among them the problematic and the overshadowing role of the government in the new outfits as well as the lacking of a clear legal mandate for the communities to fully implement their envisioned role. Thus, the workings were mostly confined to administrative, delegated and inconsistent duties as opposed to substantive work (Chitere and Ileri, 2004).

According to (URAIA 2017), for public participation to be effective, there are key principles that need to be observed. These include timely availability and access to needed information necessary for policy development and to its execution, sufficient access to the policy development and implementation process, deliberate and sustained protection and fulfilment of rights of minorities and ensuring their right to information and assembly is

well catered for and strengthening public private partnerships in decision making and oversight and accountability to strengthen checks and balances and to promote complementarity. It also lists shared destiny and collaboration through initiatives such as technical working groups, joint committees and public commissions to advance dialogue for collaborative and sustainable development.

The Constituency Development Fund is another public participation initiative. The Fund came into fund following the CDF Act which was hailed as a transformative approach to strengthen public participation and spur economic and social development in line with community needs. The Act established CDF committees at constituency levels that were to have a wide representation of stakeholders and that would make decisions for and with communities.

However, the development and promulgation of the new Constitution has been the most significant attempt by Kenya to entrench citizen participation as a human right and as well as a best practice (URAIA, 2010). The Kenyan Constitution of 2010 in Articles 1(2), 10(2), 35, 69(1)(d), 118, 174(c) and (d), 184(1)(c), 196,201(a) and 232(1)(d) stresses the crucial importance of public participation and further provides for provision of subsidiary legislations and policies to support public participation. This was further entrenched by various legislations that provides for the bear minimums for how the public is to be involved including the Public Finance Management Act (PFM) 2012, County Government's Act, 2012 and the Acts establishing Constitutional Commissions including the Kenya National Human Rights Commission and the National Gender and Equality

Commission which has a mandate to support effective equitable participation by all Kenyans.

2.1.3 Budget Making Processes in Kenya

The Constitution of Kenya (2010) and the Public Finance Management Act (PFM), 2012 are the key documents that provide for the procedures and regulations in the national and county level budget making process. The Constitution provides for the key broad principles while the PFM Act, 2012 provides specific regulations including process and timeliness and sets out how national and county governments can raise revenue as well as on appropriation.

2.1.3.1 Budget Making Process at County Level

Section 125 of The PFM Act, 2012 lays out the below procedure for budget making process: The process begins with the development of a comprehensive integrated process of planning where both medium- and long-term plans are considered and developed. This is followed by a process of identifying and selecting key priorities over a medium term of three years. The next step is then approximation of the available revenue and the expenditure. This is followed by the development and approval of a county fiscal strategy paper which outlines the key priorities and ceilings.

The executive branch of the county is expected to develop the draft fiscal strategy paper and present to the assembly for debate and adoption by the 28th day of February every year. Following the submission, the County Assembly deliberates on the Fiscal Strategy Paper

and adopts it within 14 days. The Public Finance Management Act, 2012 obligates the County Executive and Assembly to provide for the participation of the public in the development of the annual County Fiscal Strategy Paper.

After the approval of the County Fiscal Strategy Paper by the County Assembly, the Executive is required to make it available to the public for their information as well as to assess to what extent their views were incorporated in the County Fiscal Strategy Paper. Based on the ceilings of the fiscal strategy paper, the county executive prepares and submits budget estimates to the assembly by the 30th of April every year. The PFM Act requires the county executive and particularly the treasury county executive committee member to publish and popularise the draft budget estimates.

The county assembly then after conducting public participation, debates on the budget estimates and approves or rejects. This is then followed by the passing of an appropriation bill which allows the county to spend based on their approved budget. It is only after the appropriations bill is approved that counties can execute the budget. County governments are required to continuously be accountable for their resources and their spending. The county governments are also required to publish quarterly reports indicating how far they have executed the budget to provide the public with information on implementation status as well as achievements and challenges where necessary.

2.1.3.2 Overview of Public Participation in Budget Making

The Constitution of Kenya (2010) and the Public Finance Management Act, 2012 provide for the participation of the public in budget formulation, but as well as budget approval, budget implementation and in monitoring and evaluating budgets. According to the (Ministry of Devolution & Planning, 2014) about 95 percent of the counties involve the public in discussion on the budget.

The Participation was however ad hoc and done principally at the county and sub county levels, rather than cascade consultative meetings to the village level as provided by the law budget. The participation was not fully meaningful in that the views of most Kenyans were left out of the budget making process.

2.1.3.3 Participatory Communication Strategies in Budget Cycle

The County Governments Act, 2012, mandates county governments to develop sustainable and context specific structures for public participation including through leveraging on technology, conducting citizen's engagement forums, forums designated for development or validation of budgets as well as dissemination of appropriate and relevant information through designated county notice boards. Further, the Act requires county governments as units of devolution to inform residents of opportunities for participation and ways of participation.

According to the World Bank, timely, accurate, reliable and relevant information about the established system for public finance management provides crucial opportunities for stakeholders to assess the situation of the government's fiscal status and therefore the value of government's initiatives.

(Rawlins, 2009) argued that in order to strengthen a feeling of ownership and belonging, to improve quality of decision making and to strengthen shared accountability, there has to be a deliberate and well laid strategy to ensure dissemination of accurate, relevant, comprehensible information on a timely tanner for evidence-based decision making.

The study examined the participatory communication strategies applied by the county government including identifying channels and communication models.

2.1.3.4 The Extent of Participatory Communication in the Budget Making Process

According to the National Public Participation Policy (NPPP), public participation is how people and groups of people including state and non-state actors influence decision making in development, implementation and oversight of policies, laws, delivery of services. The policy recognises that public participation is an interactive two-way process where state actors ensures timely and unhindered access to information, meaningfully engages with citizens in a responsive and respectful way on key issues of public interest.

Effective participatory communication ensures that all policy options are considered before choosing the best option and after exhaustive public participation (Isaksen, 2005). According to (OECD) extensive, structured participatory communication in ensuring inclusive and participatory development.

The Public Finance Management Act 2012 mandates both state and county Government to develop an effective structure for receipt, processing and consideration of petitions, and complaints lodged by the public. Kenya is on track to build sustainable and functional system of involving the public in the budget process (Kenya School of Government (KSG) 2015).

According to (IEA, 2015) Makueni County has some of the best infrastructure of facilitating citizen participation with a well-developed civic education infrastructure an elaborate structure operating under the office of the County Executive Committee member for devolution and public service. Counties are required to create avenues for promoting effective participation of marginalised and minority groups in public and political life (IBP 2016).

2.1.3.5 Challenges to Participatory Communication in the Budget Making Process

According to Joachim et al (2004), a good budget should have all the crucial information on all fiscal operations (comprehensive) and should be availed in an open manner and information should be accessible on a timely basis (transparent). Economic actors should also be able to compete fairly for resources and can question government on any of the

items in the budgets (contestability). However, most budgets and budget making processes do not pay attention to these elements (Mefalopus, 2008). The Inter-Governmental Relations Technical Committee (IGRTC, 2016) notes that whereas the national and county governments have made attempts to integrate participatory communication in decision making including in the budget making process, it is still not clear what citizen participation actually means, who should be involved and how they should be involved.

According to (Ebigbagha, 2016), the more information is provided, the more meaningfully key stakeholders including the public can engage with the budget process, thus ensuring improved relevance, quality and sustainability of key decisions made. According to (Kopits & Craig, 1998), comprehensive, comparable and timely information is critical in enabling the public to accurately assess their government's true financial situation and the cost benefit analysis of the government's activities currently and the implications on the people at that moment and in the future. However, when comprehensive information is not provided to the public, public mistrust fosters and thus leading to disillusionment, disengagement and general apathy in government processes. (Liu, 2015).

(World Bank 2017) argues that change happens by identifying the needs and interests of the public and those in power and striving to reform these perceptions and interests, and by increasing the meaningful engagement of all key stakeholders. By excluding key stakeholders from the policy discourse, either by design or omission, important opinion and different viewpoints are excluded thus impacting on the quality, the relevance and the ownership of key stakeholders (IBP, 2016). In most cases, women, young people and

persons with disabilities are often left out in key policy making including the budget making process.

According to Transparency International 2018 which assessed participatory communication in the budget cycle in Kisumu, some of the key concerns in budget making process include lack of policy and legal framework on public participation, inadequate commitment by county representatives to entrenching participatory communication, inadequate formal structures and guidelines that define the threshold for effective public participation, inadequate awareness of the public on existing opportunities and the critical need for public participation and a one way communication system that hesitates on integrating feedback. It would be critical to find out the difference if any with these identified challenges from other counties bearing in mind the peculiarities of each counties and the different contexts.

2.2 Theoretical Framework

2.2.1 The Participatory Communication Theory

The Participatory Communication Theory enables a communication structure that is influenced on dialogue and empowerment. The theory is influenced by (Habermas, 1991) thoughts where Participatory communication is a non-linear process where meaning is created jointly. Habermas argues that the truth defined as actual experiences believed to be true by those involved in the communication; sincerity where those involved in the communication share their true intentions and are able to cultivate trust amongst one another and rightness where those communicating operate within a set of agreed norms and

values are critical in ensuring people entered social change (Morrow and Torres 2002). The participatory communication theory insists on the genuine participation of the people at the local level and the ability of development and the development actors to be mindful of the peculiarities and the realities of the local settings (Searveas, 2008).

Following the failures and the critiques of the modernisation and dependency theories, the paradigm of anotherness or multiplicity has strongly emerged. In the most recent paradigm of development, participatory communication is recognised as both the end goal and a contributor to development and that the meaningful engagement of all stakeholders is essential in development (Ebigbagha 2016). Participatory communication recognises that true development is a collaborative process where the feelings and perceptions of all individual are heard and decisions are made together.

This is characterised by among others identification of needs by those who a development idea will first impact or influence, Concretisation examination of the needs through the prevailing local prism, identification of key challenges by the citizens, preparation of sustainable methodologies in solving the identified priority problems, critically analysing and identifying volume and nature of information needed and how that information can be accessed to start off from an informed point on a subject / project, action execution through thorough participation of those the project will impact/influence first and collaboration with the communication system to make known the action of the receivers.

(Mefalopulos, 2003) argues that this approach should be best referred to as the dialogue paradigm as it underscores the centrality of dialogue as the core of communication, participation, and empowerment. (Freire, 1972) dispels vehemently the mistaken belief that participatory communication involves one person who knows more depositing knowledge and information to another. In this regard, it therefore implies that dialogue provides opportunity for the ruled and the ruler to meaningfully participate in determining their own destiny.

This research is placed in the paradigm of another development that was touted and developed due to the failure of the other development paradigms. The research focussed on the extent to which participatory communication is applied in the budget making process.

2.3 Conceptual Framework

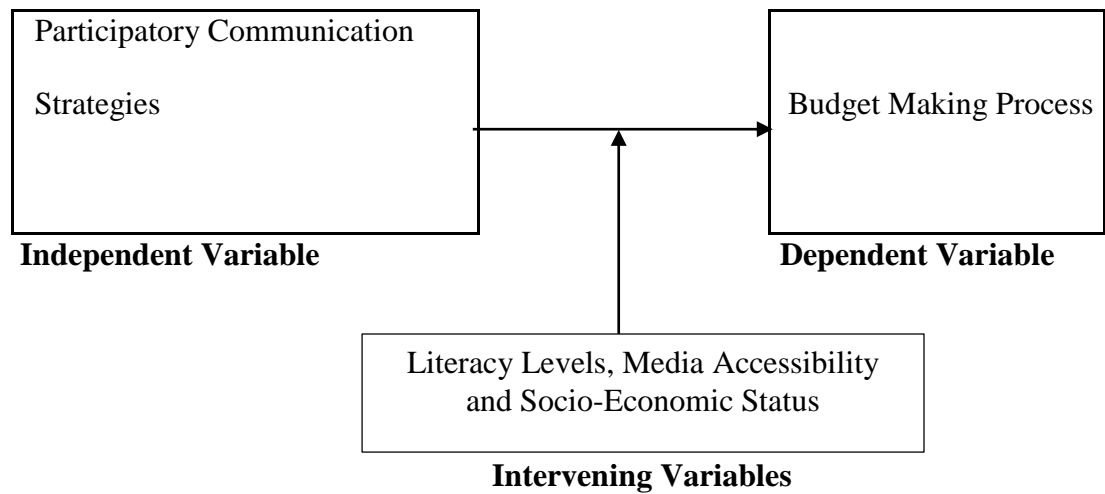


Figure 2.1 Conceptual Framework

2.2 Research Gap

It is critical to highlight that whereas there have been several studies on public participation, there hasn't been many studies on meaningful involvement of the public in the formulation of annual county budget in Kajiado County. Whereas there have been studies on public participation in Kenya and within the devolved system of governance, this has focussed more on legal framework and structures for participation as opposed to participatory communication. Further, there have been limited comprehensive studies on participatory communication in Kajiado County.

Some of the notable studies such as (Owuor, 2013) and (Chitere and Ileri, 2004) focussed on the broader effects of inadequate public participation on development and decision making. Budget making process has also been hitherto misunderstood as a complex and

technical processes where only technocrats and experts have a role to play. It would thus be important to understand the community perception of the budget making process. Further, Kenya is among the countries with a devolved system of government and a parallel budget making processes. Investigating participatory communication in a devolved context like Kenya would be crucial in generating necessary information to advance participatory communication.

Literature Review including (Chitere and Ileri, 2004) highlighted the absence of an anchoring legal framework as impeding public participation as in the case of the District Focus for Rural Development. It would thus be critical to find out how participation is experienced with the legal framework under the Constitution of Kenya 2010 and other auxiliary laws and how these affects participatory communication. Kajiado County has several existing community structures that have a key role to play in public participation. It would thus be interesting to find out the role if any, of these informal structures.

The Participatory Communication Theory and theoretical review on the paradigm of another development recognises the crucial importance of paying attention to context and how participation is not cast in stone but rather evolves and fits within the local context. It was thus important to understand participatory communication in the context of Kajiado.

CHAPTER THREE

METHODOLOGY

3.0 Overview

This chapter describes the proposed approach, design, tools and techniques that was used in the study. The section also describes how data was collected and analysed.

3.1 Study Site

The study was conducted in Kajiado County and particularly in Kajiado West Sub County. This was due to the vastness of the county. This was based on the sub county having the highest rates of poverty and underdevelopment in Kajiado County and thus relevant for investigating participatory communication and budget making process.

3.3 Research Method

This was a case study design research. According to (Yin, 1984) a case study is an empirical examination of a contemporary existence in a real context in situations where it is not clear what the existing boundaries between the phenomenon and the reality are not very clear. Case studies rely on numerous evidence sources.

3.2 Research Approach

The study was of mixed method approach. Mixed methods approach is the collection, examination and making meaning of both qualitative data and quantitative data (Leech and Onwuegbuzie 2008). The approach was relevant and appropriate because the research questions required both qualitative and quantitative data to adequately answer.

3.4 Data needs, Types and Sources

Data was collected using a questionnaire for the community members and an interview guide for 5 key informants. Semi structured questionnaire was used to adequately collect both quantitative and qualitative data. The information captured with the interview guide was primarily qualitative data. The semi structured questionnaire was designed to collect both qualitative and quantitative data.

3.5 Population, Sampling procedure and Data collection:

According to (IEBC, 2017), the population of Kajiado West Sub County is 64,026 with five wards that is Keekonyokie, Iloodokilani, Magadi, Ewauso Nkidongi and Mosiro. The study was conducted in all the five wards.

Sampling is the process of inferring for the whole population by investigating only a selected section (Cornell 1960). Yamane's (1967) statistical formula was used to calculate the sample size for the study.

The selection formula used was:

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

Where n = the required sample size

N = Total population

e = accuracy level required Standard error = 10%

For Kajiado West, the population (KNBS) N = 64026

$$\begin{aligned} n &= \frac{64026}{1 + 64026 (0.1)(0.1)} \\ &= \frac{64026}{1 + 640.26} \end{aligned}$$

$$= 99.84$$

Hence the sample size is according Yamane’s formula

$$n = 100$$

The second stage involved proportionate sampling strategy. Kajiado West Sub County has 5 wards and as such the sample size of 100 is proportionately distributed relatively to the size of each ward’s population as per table below.

Table 3.1: Sample population

Constituency	Population	Proportion	Sample
Keekonyokie	28019	0.438	44
Iloodokilani	7885	0.123	12
Magadi	9853	0.154	15
Ewuaso	14881	0.232	23
Mosiro	3388	0.005	5
Total	64026	1	100

Source: *IEBC, 2017*

Stratified random sampling was used to identify the 100 members of public to whom questionnaires were administered in line with the proportionate sampling determination.

Further, purposive sampling was used in identifying key informants who have administrative or legislative mandate in organising the participation of the people including the director of public participation, county planning and economic management officer, a ward administrator, one civil society organisation and one member of county assembly.

3.6 Data Analysis

Data was analysed according to their different types. Quantitative data collected was edited, coded and analysed using SPSS. The Qualitative data was analysed through content and thematic analysis.

3.7 Data Presentation

The analysed data is presented by use of tables, graphs and charts and prose. SPSS has been used in generating the descriptive statistics. For qualitative data, content analysis was used. Data and information have been categorised into themes based on the variables of the study. The findings have been presented in prose form.

3.8 Validity and Reliability

The data collection tools were subjected to review with Community Based Organisations based in the area of the study for feedback for validity. Further, the tools were pretested with respondents in the study area for clarity, time, cultural sensitivity and understanding. Those who participated in the study pre-test for the tools were excluded from the study.

3.9 Ethical Considerations

Prior to conducting the research, the researcher sought approval from the University of Nairobi School of Journalism upon which he was issued with a Certificate of Fieldwork (Appendix 3). Upon approval, the researcher informed the County Government of Kajiado of the intention to conduct the study and the scope of the study and presented the Certificate of Fieldwork. The researcher has also taken measures to protect the identity and

information provided by respondents. The researcher also did not exchange any monetary gains for the information provided. Upon successful defence of the project, the researcher was issued with a Certificate of Originality (Appendix 4) after meeting the required threshold for plagiarism in line with the University Regulations. The researcher was also issued with a Certificate of Corrections (Appendix 5) by the School of Journalism and Mass Communication after incorporating all corrections by the defence panel.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.0 Overview

This chapter presents the findings and attempts to make sense of them. The study sought to establish the “*Participatory communication in the budget-making process in Kajiado County.*” The data analysis was in line with the study. Data collected from the field were presented and analysed using frequency tables, figures and texts.

4.1 Key Informant Interviews

A total of five (5) key informant interviews were conducted with key stakeholders on public participation in Kajiado County to provide in-depth understanding, explanations and to augment the questionnaires.

Key Informant Interviews was conducted with the Member of County Assembly for Mosiro Ward in the Sub County, the Ward Administrator Mosiro Ward, the County Director for Citizen Participation, Budget and Economic Planning Officer and Programme Coordinator for Plan International, an international NGO with an office in Kajiado County.

4.2 Distribution of Questionnaires and the Return Rate

The Table 2 presents the number of respondents who participated in the study.

Table 4.1: Questionnaire Distribution

Respondent Type	Targeted Questionnaires		Returned Questionnaires	
	Frequency	%	Frequency	%
Respondents	100	100	96	96
Total	100	100	96	96

Table 2 shows that a total of 100 questionnaires were distributed but 96 respondents are the ones that were able to participate. A negligible 4% were not able to participate for some reasons. This translates to 96% return rate. Therefore, the participation rate can be described as high which contributed positively to the success of this study.

4.2 Demographic Information of the Participants

Respondents were asked to provide their demographic details in terms of gender, age, educational level and occupation. The results of these analyses are provided as follows:

4.2.1 Gender Distribution of the Respondents

The respondents were asked to indicate their gender and they responded as shown in

Table 4:

Table 4.2: Gender Distribution of the Participants

Gender	Frequency	Percent
Male	51	53
Female	45	47
Total	96	100.0

Gender distribution analysis shows that male participants were 53% while female participants were 47%. Therefore, there were no significant variations on gender balance. This is consistent with the gender difference in the population of Kajiado where the many are slightly more than the women.

There were three male Key Informant Interviews; The Member of County Assembly Mosiro, Ward Administrator Kajiado and the Officer at Economic Planning and Management and two females; NGO Key Informant interview and the Director Citizen Participation.

4.2.2 Age Distribution of the Respondents

The study sought to establish the age of the respondents. Tables 6 below represent those findings.

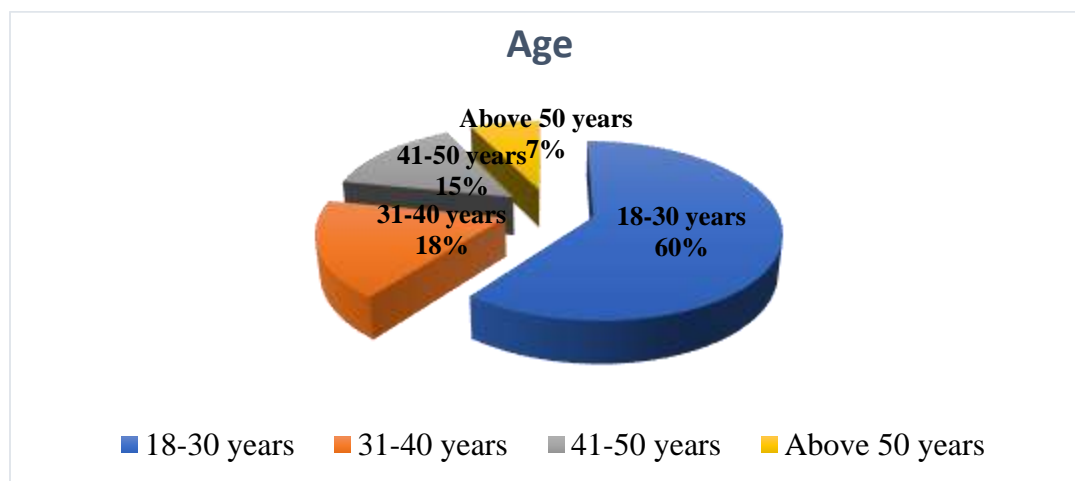


Figure 4:1: Age Distribution

From Figure 2 above, the majority of the participants were in the age bracket of 18-30 years at (60%), followed by those of 31 and 40 years at (18%), then those in 41-50 age bracket at 15%. The least number of participants came from those in the age bracket of above 50%

years at 7%. This was also consistent with the age distribution of Kajiado County where young people aged 18-30 years are the majority.

4.2.3 Distribution of Educational Level of Respondents

The study sought to establish the academic qualification of the respondents. Their responses are presented in Figure 3 below.

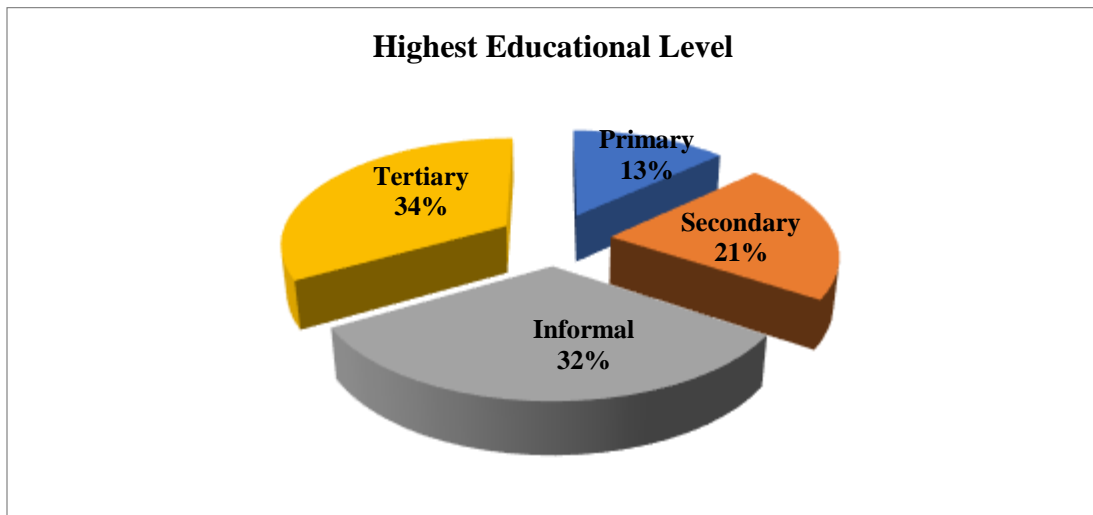


Figure 4.2: Academic Qualification

The analysis on the educational level distribution of the respondents shows that it cuts across different levels from primary school all the way to tertiary level. Those who had attained tertiary level of education formed the largest percentage at 34%, followed by those with informal education at 32%, and then 21% had secondary school level education while 13% had attained primary school level of education. Therefore, most of the respondents had adequate education to comprehend the items in the questionnaires and answer them competently. Similarly, 68% of them are believed to be in a position to participate in the budget cycle due to some formal education.

4.2.4 Occupation of the Respondents

Table 4.3: Occupation

Occupation	Frequency	Percent
Unemployed	53	55
Employed	16	17
Self employed	27	28
Total	96	100.0

Table 5 shows that majority of the respondents were not employed (55%), 17% were employed while 28% were self-employed. This implies that the rate of unemployment was high. This could have been necessitated by the high number of uneducated residents.

4.3 Participatory Communication Strategies

This objective had several items based on the Likert Scale. The analyses are presented as follows:

4.3.1 Channels and Mediums of Communication

Table 4.4: Use of Appropriate Communication Channels

The County uses appropriate channels and mediums to reach the public on the budget making process	Frequency	Percent
Strongly disagree	36	37
Disagree	16	17
Neutral	28	29
Agree	13	14
Strongly agree	3	3
Total	96	100.0

Respondents were asked whether the county used appropriate channels and medium to reach the public on the budget making process, to which, 37% strongly disagreed and 17% disagreed. This makes 57% of the respondents who refuted that appropriate channels and mediums to reach the public on the budget making process. Those who were neutral were 29% while those who concurred were a total of 17% drawn from 14% that agreed and 3% that strongly agreed. This implies that the County Government does not use appropriate channels and medium of communication to sensitise the public about budget making.

This finding was validated by the respondents after it emerged that there was no one particular channel dedicated to communicating this information, but a variety of them that are not properly coordinated. For instance, when the respondents were asked to indicate their source of information, a substantial number of the respondents indicated that they get it from friends and fellow residents, community forums and from Members of County Assembly (MCA). Others cited the internet, radio, public participation and print media. Similarly, it was reported that the Kajiado government informs the public about the budget making process through public participation, local radio stations as well as the county magazine. Other means that were cited includes local leaders and through social media.

4.3.2 Availability of Information on Budget Making Process

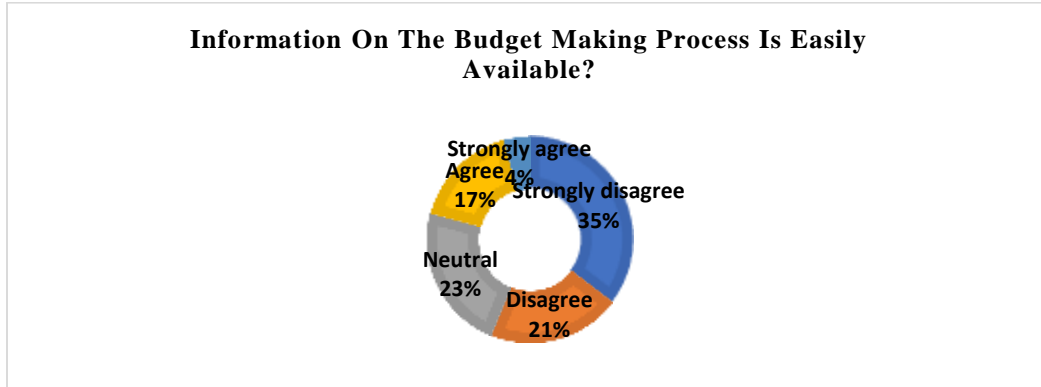


Figure 4.3: Availability of Information on the Budget Making Process

Respondents were asked whether information on the budget making process is easily available, to which 56% showed agreement, 25% showed disagreement while 23% were undecided. This is an indication that most of the residents are not aware about the budget making process.

4.3.3 Budget Information

Table 4.5: Clarity of Goals, Objectives and Proposed Allocations in the Budget Information

The budget information includes clear goals, objectives of proposed allocations	Frequency	Percent
Strongly disagree	33	34
Disagree	17	18
Neutral	25	26
Agree	16	17
Strongly agree	5	5
Total	96	100.0

The analysis on budget information shows that over half of the respondents (52%) refuted the assertion that the budget information includes clear goals, objectives of proposed allocations. Those of neutral opinion were 26% while those who showed agreement were 22%. This is a clear indication that the County Government of Kajiado does not make effort to communicate the goals and objectives of the proposed budget allocations.

4.3.4 Simplicity of the Budget information

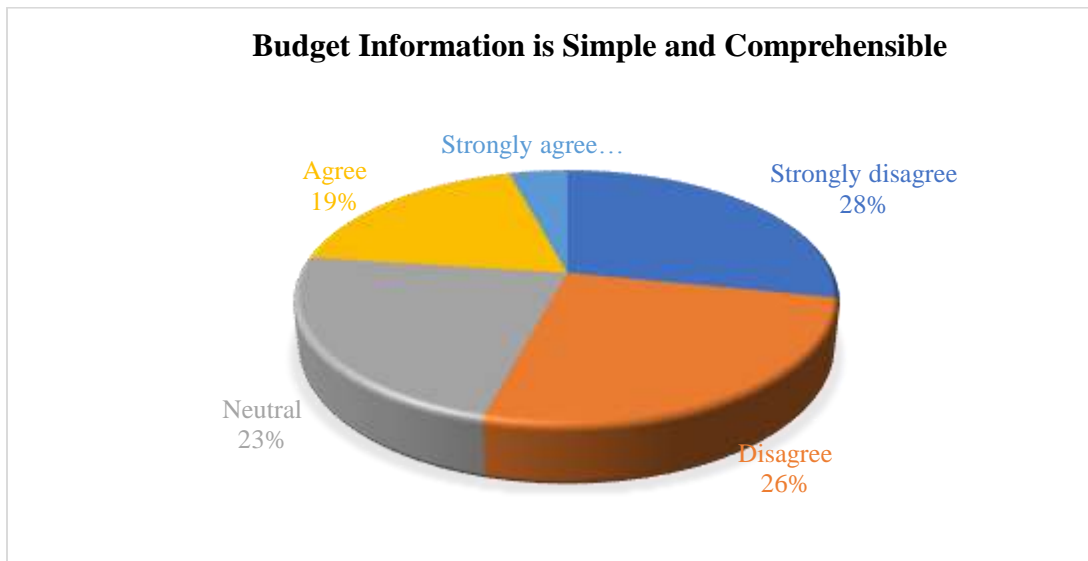


Figure 4.4: Simplicity and Comprehensibility of Budget information

Figure 6 above shows that a total of 54% of the respondents disproved that the budget information is simple and comprehensible, 23% concurred while 23% were neutral. This implies that the County Government does not strive to simplify the budget information with the aim of making it comprehensible and palatable to the public, bearing in mind that a substantial number of them have not gone beyond primary school.

4.3.5 Reliability of Budget Information

Table 4.6: Reliability of Information on budget from the county

Information on budget from the county is reliable	Frequency	Percent
Strongly disagree	26	27
Disagree	18	19
Neutral	28	29
Agree	18	19
Strongly agree	6	6
Total	96	100.0

Respondents were asked whether information on budget from the county is reliable, to which, 27% strongly disagreed with the statement, 19% disagreed with the statement, 29% were neutral about it, 18.8% agreed with the statement and 6.3% strongly agreed with the statement. This implies that most of the respondents do not find the budget reliable and therefore is not useful to them.

4.3.6 Relevancy of Information on budget from the county

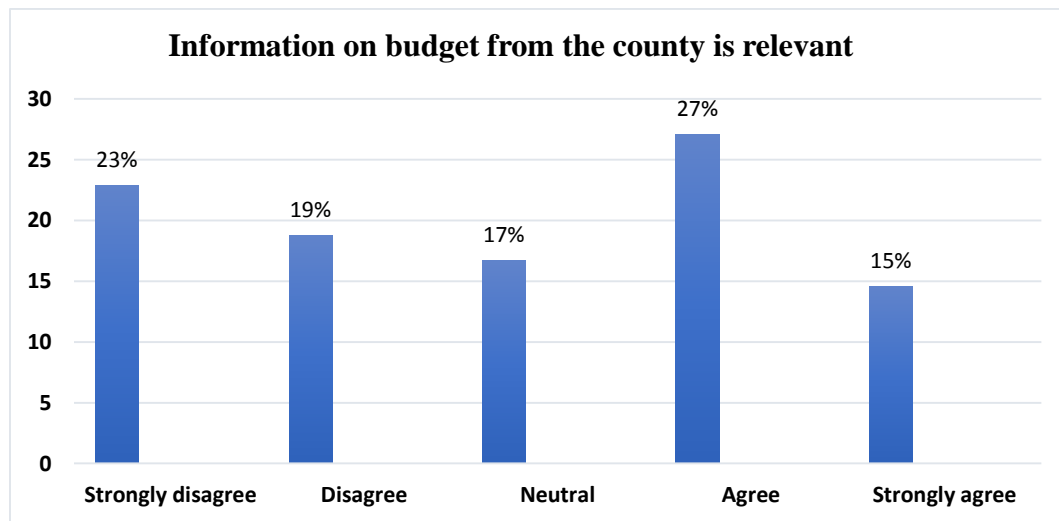


Figure 4.5: Relevancy of Information on budget from the county

From the above figure, respondents were asked whether the information on budget from the county is relevant, to which, 23% strongly disagreed, 19% disagreed, 17% were neutral while 27% agreed and 15% strongly agreed with the statement. This implies that majority of the respondents do not find relevant information in the budget.

4.3.7 Accuracy and Current Information on Budget from the County

Table 4.7 Accuracy and Current Information on Budget from the County

Information on budget from the county is accurate and updated	Frequency	Percent
Strongly disagree	23	24
Disagree	24	25
Neutral	32	33
Agree	14	15
Strongly agree	3	3
Total	96	100.0

Respondents were asked whether the information on budget from the county is accurate and relevant, to which 24% strongly disagreed, 25% disagreed while 33% were neutral. Those who concurred with the statement were 15% who agreed and 3% who strongly agreed. Based on the majority of the respondents, it is clear that the information on budget from the county is neither accurate nor relevant.

4.3.8 Most Preferred Medium of Communicating Information on Budget Making Process

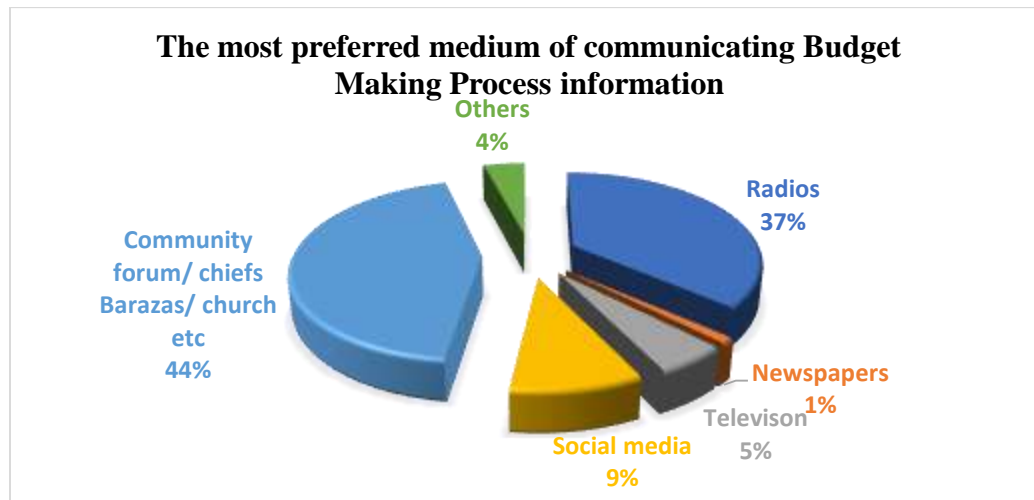


Figure 4.6: Most Preferred Medium of Communicating Information on Budget Making Process

Respondents were asked to choose their most preferred medium of getting information about budget making process. Majority (44%) selected community forum or chief barazas or church as their most preferred option, followed by 37% who preferred radio. Those who preferred social media were 9%, followed by those who preferred television at 5% then others forums of media at 4% while the least are those who preferred newspapers at 1%. Hence, community forums or chief barazas or church seems to be the most preferred and trusted to communicate budget information.

This information was validated by interviews with the Budget and Economic Planning officers who are involved in organising public participation forums and to collect and collate views. They were in agreement that the main channels and platforms used to inform the public on existing avenues for participation in the budget making process are radios,

Barazas and NGOs. Similarly, interviews with mobilisation officers validated these findings as they indicated that they use Barazas, Churches, WhatsApp Groups, Daily Nation, Radios to communicate with the residents.

This is perhaps because in such forums, the individuals are able to ask questions and get more explanation for clarity purposes while the other channels are a mostly a one-way communication and therefore not ideal for clarification of issues.

4.4 Participatory Communication in the Budget-Making Process

This objective queried the extent of public participation in the budget making process.

The objective had several items whose results of their analyses are presented as follows:

4.4.1 Extent of Participation in the Budgeting

Table 4.8: Participation in the budget making process

Have you ever participated in budget making?	Frequency	Percent
Yes	30	31
No	66	69
Total	96	100.0

Table 10 shows that majority of the respondents (69%) have never been involved in the county budget formulation and only 31% had participated. This shows that public participation in the process in Kajiado is not effective.

When the respondents were asked to give reasons for their participation or lack of participation, it emerged that many were not involved or informed of the process in any way. Others were not aware of such a process. Those who participated explained that they wanted to know more about budget and how it was allocated to their local projects. Others blamed lack of transport and the long distance to reach the venue for the forums.

4.4.2 Awareness of Budget Making Process

The study embarked on seeking whether the respondents were aware of budget making process. The results of this analysis are presented as follows:

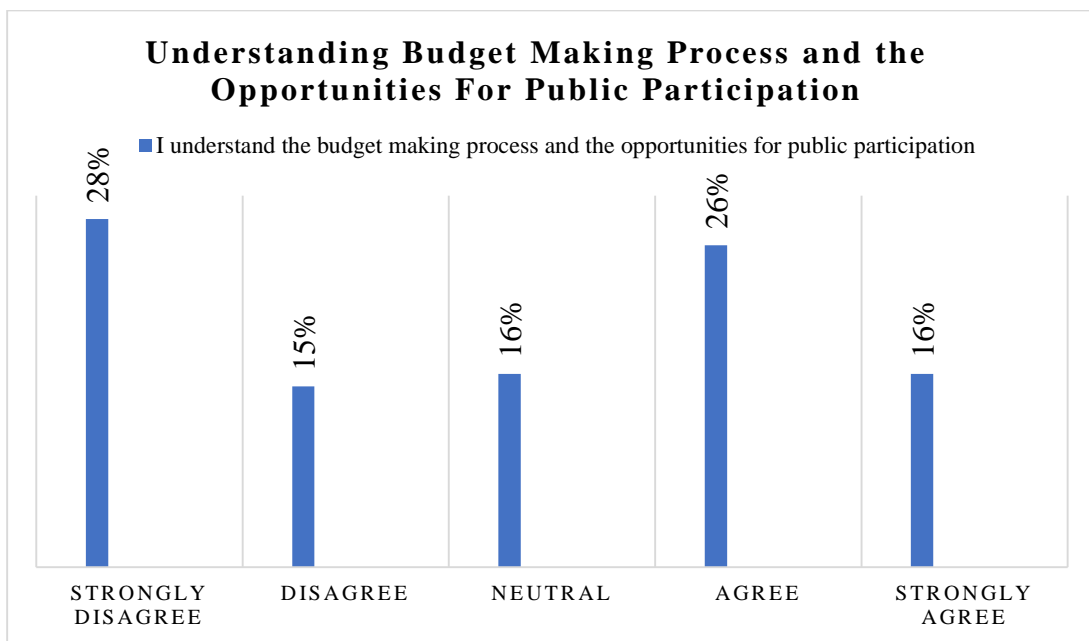


Figure 4.7: Understanding of budget making process and the opportunities for public participation

Respondents were asked whether they understood the process of budgeting and the opportunities they could use to engage, to which, 28% strongly disagreed and 15% disagreed while 16% were undecided. Those who agreed were 26% and 16% strongly agreed that they understand the process and opportunities for engagement. This shows that the opinion was almost equally divided where 43% showed agreement while 42% showed disagreement. Although the slight majority would mean substantial number of the respondents understand the process of how budgets are prepared and how they can engage, when one considers those who showed disagreement (42%) and add those undecided (16%), to yield 58%, then the opposite could as well be the case. Therefore, it is very likely that majority (58%) either have no idea or comprehension of the process and the opportunities available for influencing allocation to priority issues.

4.4.3 County’s Commitment to Public Participation in the Budget Making Process

Table 4.9: County’s Commitment to Public Participation in the Budget Making

Process

The county is committed to public participation in the budget making process	Frequency	Percent
Strongly disagree	23	24
Disagree	27	28
Neutral	19	20
Agree	15	16
Strongly agree	12	12
Total	96	100.0

On whether the county is committed to involving the public in the budget making process, 24% strongly disagreed, 28% disagreed, 20% were neutral while 16% and 12% agreed and strongly agreed respectively. Hence, the larger percentage of the respondents at 52% are an indication that the public felt that the county is not committed to meaningfully involve the public in budget making.

However, according to the Officer at the Economic Planning and Management Unit, Participatory communication is a key component in their mandate.

“We are very deliberate in how we reach the public. Our work is just to collate the views of the people. We are guided by the law in our work. We have citizen participation officers in every ward, we have the ward administrator and MCAs. Everything we do we have to conduct public participation.” Kajiado County Economic Planning and Management Officer

4.4.4 Structuring and Organisation of Public Participation

Information gathered for the Director of Citizen Participation whose office is tasked with ensuring citizen participation including organising and mobilising for forums; the process of budget making in the County has several steps that involve Gazettement where the Treasurer document dates for each Sub County, two to three weeks before the forum dates. The next step involves Citizen Participation Officers in each sub county informing people. This is done through Ward Administrators, Chief’s Barazas and Radio stations (Nosim and Maiyan).

According to the Director, the engagement structure in budgeting is hierarchical. The Governor stands at the apex of the pyramid, assisted by the County Secretary then Chief of Staff and the Executive Committee Member. The Chief Officer Administration and Citizen Participation are assisted by the Communications Officer. The Chief Officer Administration and Citizen Participation and Communications Officer follows. Then, Director Citizen Participation Officer who oversees County Citizen Participation Officer then Sub County Citizen Participation Officers. Kajiado County has eight citizen participation officers distributed across the sub counties; 2 in Kajiado West, 2 in Kajiado Central, 3 in Kajiado East and one in Kajiado South. The Citizen Participation Officers are followed by Ward Administrators. Community Elders are supposed to be the lowest unit of public participation. However, currently Community Elders are not operational.

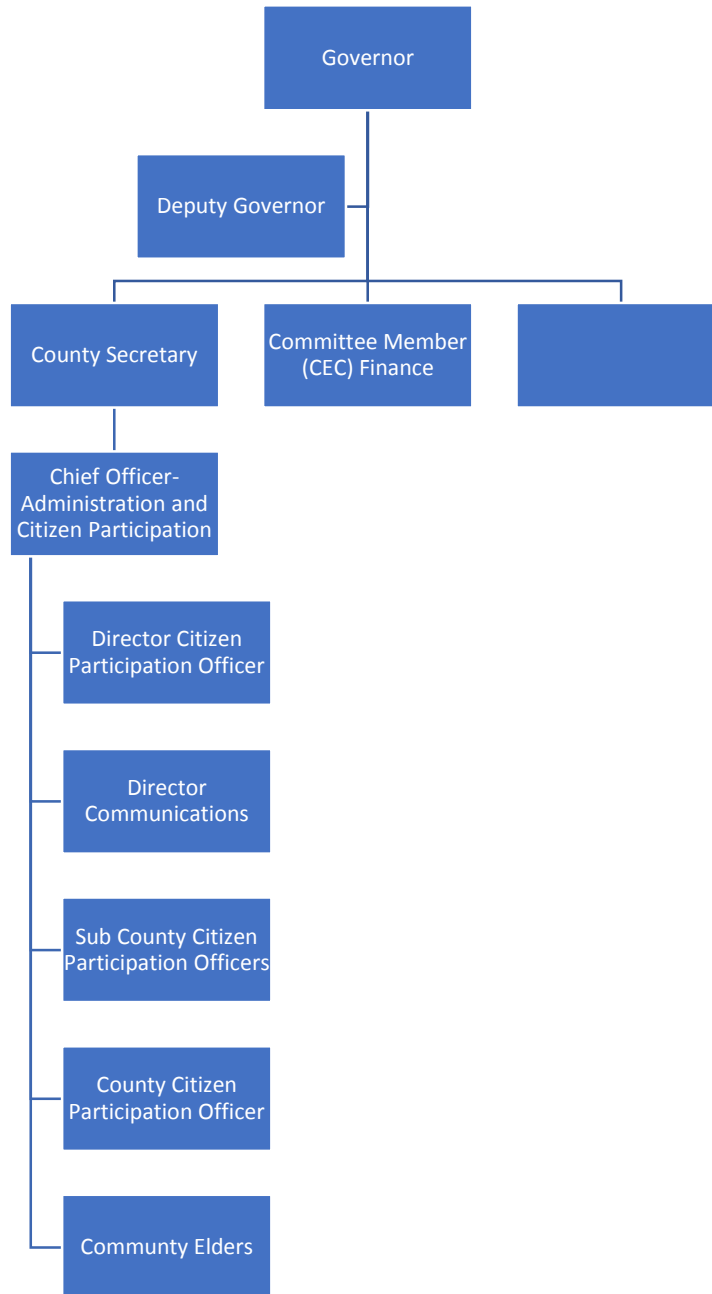


Figure 4.8: Kajiado Public Participation Structure (Source Director Citizen Participation)

Although the above structure exists, it could be only in paper and not fully operationalised as observed from the quantitative data below.

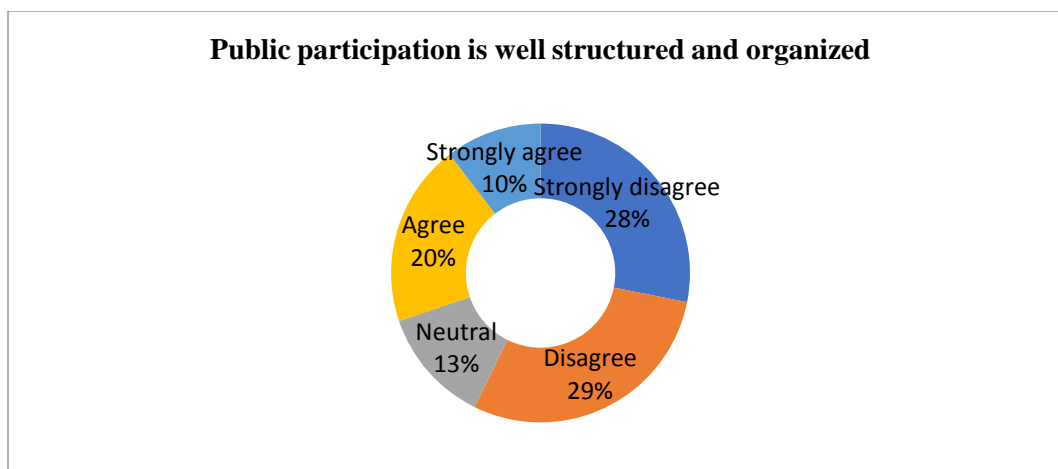


Figure 4.9: Public participation is well structured and organised

From the figure above, majority of the respondents at 57% disproved that public participation is well structured and organised. Those that showed agreement were 30% while 13% were non-committal. This is an indication that public participation is not properly structured and organised and therefore is not effective.

4.4.5 Participatory Communication as an Integral Element in the Budget Making Process

Table 4.10: Participatory communication

Participatory communication is an integral element in the budget making process	Frequency	Percent
Strongly disagree	21	22
Disagree	16	17
Neutral	21	22
Agree	13	13
Strongly agree	25	26
Total	96	100.0

Respondents were asked whether participatory communication is an integral element in the budget making process, to which, 22% strongly disagreed, 17% disagreed while 22% were neutral. Those that agreed were 13% and those that strongly agreed were 26%. This implies that majority of the respondents 39% that disapproved and those undecided at 22% is an indication that the County does not consider participatory communication as an integral element in the budget making process.

4.4.6 Integration of Public Views in Budget making

The study inquired the likelihood of the government integrating view points of the public in the while formulating their budgets. The results of this analysis are presented as follows:

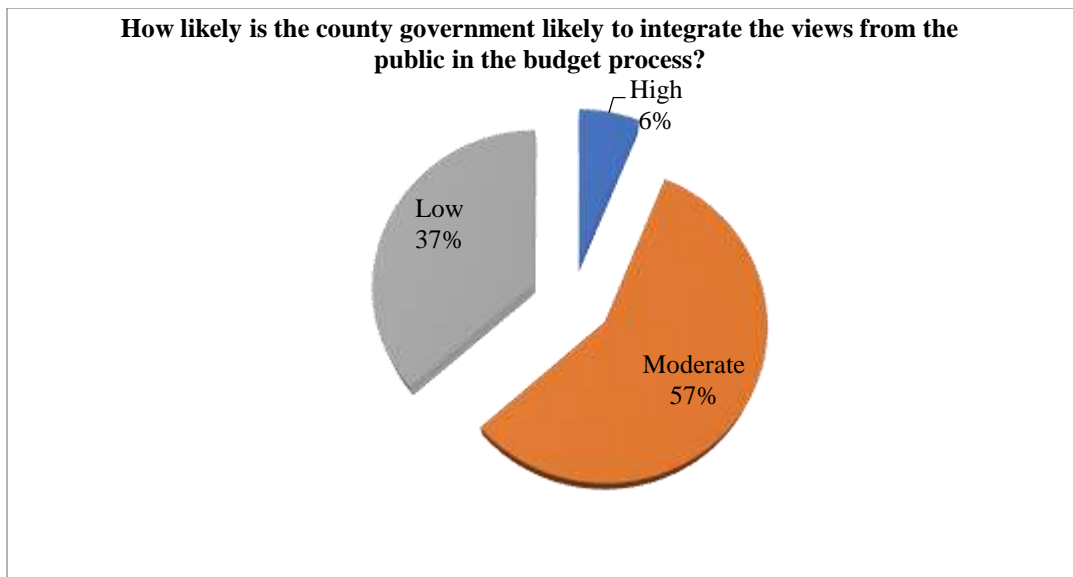


Figure 4.10: Integration of Public Views in Budget making

Figure 11 shows that majority of the respondents (57%) moderately feels that the county government is likely to integrate the views from the public in the budget process. Those of contrary opinion were 37% and those with high optimism were 6%. Hence, chances of

integrating the views from the public in the budget process are moderate and therefore not guaranteed.

4.4.7 Opportunities for Complaints Regarding the Budget Making Process

Table 4.11: Opportunities for complaints regarding the budget making process

There are opportunities for complaints regarding the budget making process	Frequency	Percent
Strongly disagree	46	48
Disagree	12	12
Neutral	11	11
Agree	20	21
Strongly agree	7	7
Total	96	100.0

Respondents were asked whether there were opportunities for complaints regarding the budget making process, to which, 48% strongly disagreed and 12% disagreed. Those of neutral opinion were 11%. Those that affirmed were 21% who agreed and 7% who strongly agreed. This signifies that the government does not offer opportunities for complaints from the public regarding the budget making process.

4.4.8 Ability to Question County Government Regarding Budget Making Process

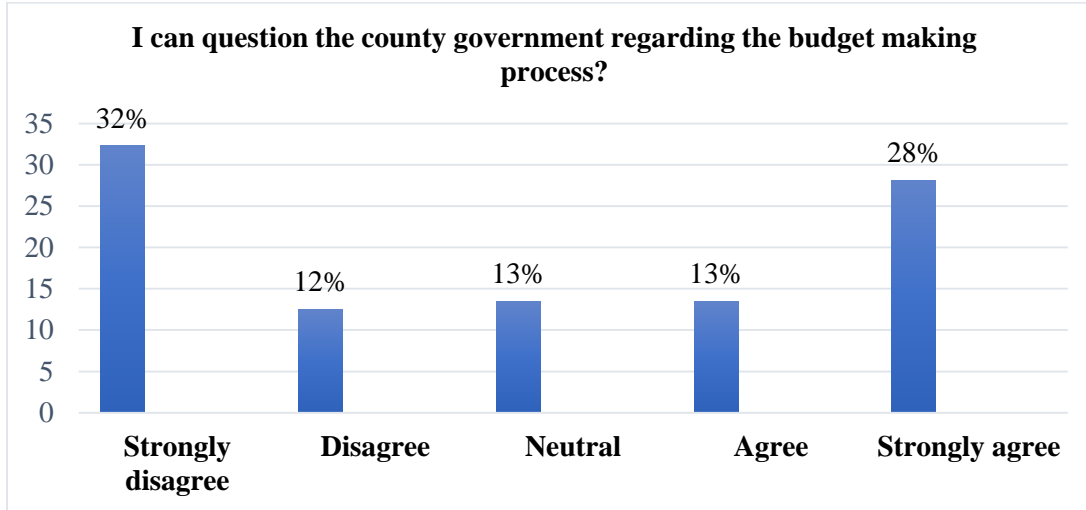


Figure 4.11: Ability to question the county government regarding the budget making process

On whether one can question the County Government regarding the budget making process, 32% strongly disagreed, 12% disagreed while 14% were undecided. Those that agreed were 13% while those that strongly agreed were 28%. Although the opinion was almost equally divided, based on the slight majority of the respondents (44% for disagreement against 41% for agreement), the finding is a revelation that it is not easy to question the County Government regarding the budget making process opinion.

4.4.9 Kajiado Residents' Equal Opportunities to Participate in Budget Making Process

Table 4.12: Kajiado Residents' Equal Opportunities to Participate in the Process

Every person in Kajiado has an equal voice in the budget making process	Frequency	Percent
Strongly disagree	40	42
Disagree	16	17
Neutral	22	23
Agree	5	5
Strongly agree	13	13
Total	96	100.0

There was a resounding denial as indicated by 59% of the respondents to the effect that every resident of Kajiado County has an equal voice in the budget making process. Those that supported those views were 18% while 23% were non-committal. This is a revelation that few residents of Kajiado County have a voice in the budget making process.

4.4.10 Reasons for Rejecting or Accepting Public Proposals

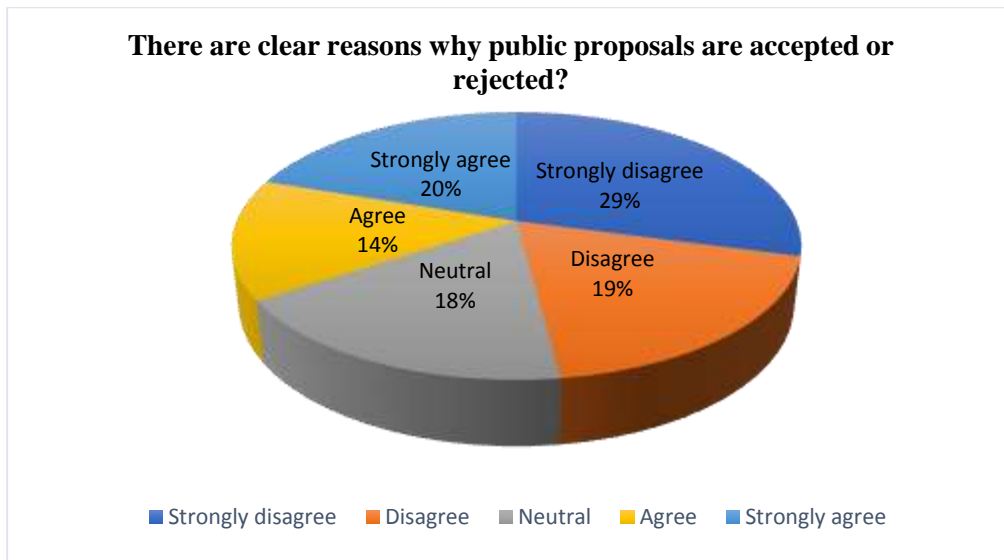


Figure 4.12: Clarity on Reasons for Acceptance or Rejection of Public Proposals

Figure 13 shows that most the respondents (48%) asserted that there are no clear reasons given when public proposals are accepted or rejected while 34% were of the opinion that indeed, clear reasons are given when public proposals are accepted or rejected. Those undecided were 18%. This demonstrates that the Kajiado government rarely give clear reasons when public proposals are accepted or rejected. This is likely to leave the residents at a loss as there is no feedback regarding their views.

However, interviews from mobilisation officers indicated that the county communicate their reasons for accepting/rejecting submissions made by the public through validation at Sub County levels and through WhatsApp Groups. Nevertheless, the MCAs who represents budget committees and are also involved in budget approval indicated that, the public is informed about reasons for accepting/rejecting submissions made by the public through Public participation forums.

4.5 Challenges of Participatory Communication in the Budget-Making Process

When the respondents were asked to indicate the challenges, they experience in participatory communication in the budget making process, a substantial number of them observed that there were neither proper communication, follow ups nor feedbacks while others indicated that views made by the citizens are never taken into consideration. Other cited lack of awareness, language barrier, lack of transport and finances. The MCA pointed out that the major challenges encountered in involving the public when preparing budgets are short time notice and language barrier. According to Citizen Participation Officers who

are also involved in mobilisation and organising forums, the major challenges are the vastness of the area which limits their ability to interact with all citizens.

“The county is fairly huge and we do not have resources to conduct public participation at the lowest levels. Our strategy requires us to conduct public participation at the village levels, and we can only do the ward levels. This means that a lot of people who are not able to go to the ward levels are left behind.” Director, Citizen Participation.

Other challenges identified by the Director of Citizen Participation include inadequate representation between males and females in the budget making forums, demand for allowances and handouts by participants who participate in the budget formulation and challenges of meaningfully involving persons with disabilities. Whereas the county has attempted to cater for participation of person living with disabilities in the budgeting through the engaging the services of language interpreters during budget forums, this has been hampered with inadequate resources and the vastness of the area.

According to the NGO Key Informant Interview, not enough measures are taken to involve women and young people and thus their participation is limited. Further, the key informant observed that the budget process and key documents are not easily understandable by the public.

“You see these guys (county government) come with a two hundred pager document on the day of the forum, and then they read there and then and they expect the public to provide meaningful public. Some of the documents are often in abbreviations and quite technical. ADP, CIDP, FSP, PBB. These things are not explained and understood well by the public.” NGO Key Informant.

Political interest and competition was another challenge identified by the Ward administrator interviewed.

“MCAs (Member of County Assemblies) and politicians generally sometimes mobilise their supporters to these forums to influence the process. When this happens the participation, forums become rowdy where decisions are based on who makes the loudest noise and not necessarily based on dialogue.” Ward Administrator, Mosiro.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Overview

This chapter presents the summary of the key findings from the study as presented in chapter four, the conclusion of the research and key recommendations for the government, policy makers, the public and key stakeholders.

5.1 Summary of the Study

The purpose of this study was to establish the participatory communication in the budget-making process in Kajiado County. The study was guided by the following objectives: To examine the participatory communication strategies used; to establish the extent of participatory communication and to examine the challenges of participatory communication in budget formulation in Kajiado West.

The study was also grounded on the Participatory Communication Theory. This theory was helpful in helping to understand how participatory communication happens and issues surrounding it. A literature review was carried out from a variety of empirical literatures derived from international to regional to local levels. From the reviewed literature, it emerged that there are literature gaps that needed to be filled by a study of this nature. The research design adopted by the study was mixed design where both quantitative and quantitative and qualitative methods were combined. The study enlisted 96 respondents drawn from Kajiado County. Questionnaires were used to collect quantitative data while

interview guides were used to gather qualitative data. Statistical Programme for Social Sciences (SPSS) version 25 was used to get descriptive statistics. Chapter five describes and discusses those findings as follows:

5.2 Summary of the Findings

5.2.1 Participatory Communication Strategies Used in the Budget-Making Process in Kajiado West

The study has established that generally, the County Government of Kajiado does not use appropriate channels and medium of communication to sensitise the public about budget making. Hence, most of the residents are not aware about the budget making process. It was noted that the public gets information from various sources which are neither structured nor coordinated. These channels were found to be through friends, community forums and from Members of County Assembly (MCA). To a lesser extent, the social media, radio and print media are also used.

The study revealed that the County Government of Kajiado does not make adequate efforts to communicate the goals and objectives of the proposed budget allocations and does not strive to simplify the budget information to make it more comprehensible and palatable to the general public, bearing in mind that a substantial number of them have not gone beyond primary school. The study noted that most of the residents do not find the budget reliable and therefore is not useful to them.

Understandably, the study noted that community forums or chief barazas or churches seem to be the most preferred and trusted channels to communicate budget information. This is perhaps because in such forums, the individuals are able to ask questions and get more explanation for clarity purposes while the other channels are a mostly a one way communication and therefore not ideal for clarification of issues.

5.2.2 The Extent of Participatory Communication in the Budget-Making Process in Kajiado West Sub

The study has noted that participatory communication is not a key component of the budget formulation in Kajiado West. Although there seems to be a hierarchical structure in place, it is either not implemented fully or it has some weak points. Respondents failed to participate in the budget making process for several reasons including lack of being involved, lack of awareness and the long distances to the venue. For instance, 58% of the respondents had no idea or do not understand the process of budget making and what opportunities are available for influencing the process. The few that had a chance to participate did so in order to know more about budget allocations especially in their local projects. Further, the study noted that the County government of Kajiado does not consider participatory communication as an integral element in the budget making process. The County does not guarantee integration of the views from the public in the budget process and does not offer opportunities for complaints from the public regarding the budget making process and hence, few residents have a voice in the process.

5.2.3 Challenges of participatory communication in the budget-making process in Kajiado West

The study established myriad of challenges facing participatory communication in budget making in Kajiado West. For instance, there is neither proper communication, follow up nor feedback and the views made by the citizens are rarely taken into consideration. There are also challenges related to lack of awareness, language barrier, short time notices, lack of transport and finances. The study also established that young people, women and persons living with disabilities' participation is further hindered by several structural, systemic and accessibility challenges.

5.3 Conclusion

The study concludes that the County Government of Kajiado does not use appropriate channels and medium of communication to sensitise the people when preparing their budgets. Similarly, the County Government of Kajiado does not make adequate efforts to communicate the goals and objectives of the proposed budget allocations and does not strive to simplify the budget information to make it more comprehensible and palatable to the general public, bearing in mind that a substantial number of them have not gone beyond primary school. The study also concludes that community forums, chief *barazas* or churches are the most preferred and trusted channels to communicate budget information. The study also concludes that the participation in budget making in Kajiado West is weak and ineffective. The County leadership does not seem to consider participatory communication as an integral element in the process and therefore cannot guarantee integration of the views from the public in the budget process. Residents seems to fail to

participate in budget forums for several reasons including lack of being involved, lack of awareness and the long distances to the venue. However, residents are eager to participate in order to know more about budget allocations especially in their local projects.

The study concludes that there are a myriad of challenges facing participatory communication in budgeting in Kajiado West. There are neither proper communication, follow ups nor feedbacks and the views made by the citizens are rarely taken into consideration. There is lack of awareness, language barrier, lack of transport and adequate finances.

5.4 Recommendations

The study recommends that government, residents and policy makers in Kajiado have an important role to play in making sure that participatory communication is indeed a crucial and innate part of Kajiado budget formulation, implementation as well as oversight at all levels.

5.4.1 County Government

The County government should make deliberate efforts to appropriately communicate information about Budget making process to the residents. They should also sensitise the residents about the budget making process and its importance to their County through proper channels and in a simple and comprehensible manner to be understood by Kajiado residents. Based on the findings, the study also recommends that Kajiado County and

partners allocate resources to ensure meaningful and structured engagement of members of the public in issues of budgets.

5.4.2 Residents

The study also recommends that residents take personal interest in the process by making enquiries and insisting to be enlisted in the process. Residents should make themselves available when budget making forums are prepared. The residents should question and seek for clarity from those in charge in case they note any anomalies in the budget. Residents should mobilise among themselves to make sure that all the stakeholders are aware of the budget making issues.

5.4.3 Policy Makers

The study further recognises the crucial role policy makers, politicians, the clergy and other leaders have to play in advancing participatory communication in the governance, policy making including the budget making process. The study recommends that they should support the effort of the County government in participatory communication through strengthening the capacity of the public to meaningfully engage, sensitising residents and duty bearers, through dissemination of information through available and relevant platforms and channels and hold government agencies accountable for citizen participation and advocate for strengthening citizen participation.

5.4 Suggestions for further Research

This study only focused on the Budget making process in Kajiado County. This is only one County considering that budget making process is done in other 47 Counties in Kenya. It would therefore be imperative for other studies to be carried out in a broader perspective in Kenya for the study to be acceptably generalised. Focus should also be on using other research approaches such as qualitative methods or mixed methods in order to triangulate the results. The following topics are therefore suggested for further research:

- a) Factors hindering participatory communication in the budget making process
- b) Role of Social media in communicating issues of budget making process
- c) Role of policy makers in communicating budget making process

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APPENDICES

Appendix 1: Interview Guide for the Study

Dear Participant,

My name is Robert Aseda, a student of the University of Nairobi.

The purpose of this interview is to gather relevant data in order to understand order to understand participatory communication in the budget making process in Kajiado West Sub County, Kajiado County.

Please share your honest experiences regarding this issue.

This information will be used for academic purposes and the findings will also be shared with other policy makers. Your personal details will not be revealed to anyone except if required by the University of Nairobi for verification purposes.

Information on Key Informant

Name:

Professional Role in Kajiado County:

What is your specific role in the budget making process in the county?

1. Through which channels and platforms are the public informed on opportunities for public participation in the budget making process?
2. Does the county communicate their reasons for accepting/rejecting submissions made by the public?
3. What are the guiding policies/guidelines/laws on the budget making process in Kajiado County that incorporate participatory communication?
4. Please describe the structure of public participation in the budget making process?

5. To what extent has the county involved marginalized groups such as women, young people and person living with disabilities involved in the budget making process?
6. Which is the lowest level of public participation in the budget making process?
7. What are the challenges in involving the public in the budget making process in Kajiado County?

Thanks for your time.

Appendix 2: Questionnaire

Dear Participant,

My name is Robert Aseda, a student of the University of Nairobi.

The purpose of this interview is to gather relevant data in order to understand participatory communication in the budget making process in Kajiado County. Please share your honest experiences regarding this issue.

This information will be used for academic purposes and the findings will be shared with other policy makers. Your personal details will not be revealed to anyone except if required by the University of Nairobi for verification purposes.

Section A: Demographic Information

1. Gender:

Male

Female

2. Age

18-30 Years 31-40Years

41-50 Years Above 50 years

3. Occupation

Unemployed

Employed

Self Employed

4. Indicate the highest level of education

Informal Education

Primary Education

Secondary education

Tertiary Level

SECTION B: PARTICIPATORY COMMUNICATION STRATEGIES USED IN THE BUDGET MAKING PROCESS IN KAJIADO WEST SUB COUNTY

5) On a scale of 1-5, please rank the below statements in order of agreement or disagreement. You can only mark one box per statement. **1 MEANS STRONGLY DISAGREE, 2 MEANS DISAGREE, 3 MEANS NEUTRAL, 4 MEANS AGREE and 5 means STRONGLY AGREE.** Try to give an immediate answer and not think too long about your answer or its implications.

1 2 3 4 5

The County Uses Appropriate Channels and Mediums to reach the public on the budget making process

Information on the Budget Making Process Is Easily Available

The budget information includes clear goals, objectives of proposed allocations

Budget Information is Simple and Comprehensible

Information on Budget from the County is Reliable

Information on Budget from County is Relevant

Information on Budget from County is Accurate and Updated

Please answer the below questions to the best of your knowledge.

6) What is your source of information on the budget making process?

.....
.....

7) How does the Kajiado government inform the public of budget making process?

.....
.....

8) Please circle the medium you would most prefer to get information through about the

Budget and the budget Making Process

a) Radios

- b) Newspapers
- c) Television
- d) Social Media
- e) Community Forum/Chief's Barazas/ Church etc
- f) Other (Explain)

SECTION C: EXTENT OF PARTICIPATORY COMMUNICATION IN THE BUDGET MAKING PROCESS IN KAJIADO WEST SUB COUNTY

Please answer the below questions to the best of your knowledge.

9. Have you ever participated in the budget making process?

YES

NO

10. What was the reason for your choice above (Participation/Non-Participation)?

.....

.....

11) On a scale of 1-5, please rank the below statements in order of agreement or disagreement. You can only mark one box per statement. **1 MEANS STRONGLY DISAGREE, 2 MEANS DISAGREE, 3 MEANS NEUTRAL, 4 MEANS AGREE** and **5 means STRONGLY AGREE**. Try to give an immediate answer and not think too long about your answer or its implications.

	1	2	3	4	5
I understand the budget making process and the opportunities for public participation					
The county is committed to public participation in the budget making process					
Public participation is well structured and organized					
Participatory Communication is an integral element in the budget making process					

Please answer the below questions by ranking the below statement as either High, Moderate or Low

12. How likely is the county government likely to integrate the views from the public in the budget process?

A. High

B. Moderate

C. Low

SECTION D: CHALLENGES IN PARTICIPATORY COMMUNICATION IN THE BUDGET MAKING PROCESS IN KAJIADO WEST COUNTY

13) On a scale of 1-5, please rank the below statements in order of agreement or disagreement. You can only mark one box per statement. **1 MEANS STRONGLY DISAGREE, 2 MEANS DISAGREE, 3 MEANS NEUTRAL, 4 MEANS AGREE** and **5 means STRONGLY AGREE**. Try to give an immediate answer and not think too long about your answer or its implications.

1 2 3 4 5

There are opportunities for complaints regarding the budget making process

I can question the county government regarding the budget making process

Every resident of Kajiado County has an Equal Voice in the Budget Making Process

There are clear reasons why public proposals are accepted or rejected

14). What challenges have you experienced in participatory communication in the budget making process?

Thank You.

Appendix 3: Certificate of Fieldwork



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This is to certify that all corrections proposed at the Board of Examiners meeting held on 09/Aug/2019 in respect of M.A/PhD. Project/Thesis Proposal defence have been effected to my/our satisfaction and the project can be allowed to proceed for fieldwork.

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Name: Arada Robert Ouko

Title: Participatory Communication in the
Budget-Making process in Kiijido County.

Dr. LEAH MUCHEMI [Signature] 28/08/2019
SUPERVISOR SIGNATURE DATE

Dr Samuel Siringi [Signature] 30/8/2019
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Appendix 4: Certificate of Originality

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Appendix 5: Certificate of Corrections



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REF: CERTIFICATE OF CORRECTIONS

This is to certify that all corrections proposed at the Board of Examiners meeting held on 04/11/19 in respect of M.A/PhD. Project/Thesis Proposal defence have been effected to my/our satisfaction and the project/thesis can be allowed to proceed for binding.

Reg. No: K50 / 8068 / 2017

Name: ROBERT KSEDA

Title: PARTICIPATORY COMMUNICATION IN THE
BUDGET-MAKING PROCESS IN KAJIADO COUNTY

Dr Leah Mucheru
SUPERVISOR

[Signature]
SIGNATURE

13/11/2019
DATE

Dr Samuel Spring
PROGRAMME COORDINATOR

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28/11/2019
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Prof. Walter Ndeti
DIRECTOR

[Signature]
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02-12-2019
DATE