PARTICIPATION IN PLANNING AND MANAGEMENT OF LOCAL AUTHORITY TRANSFER FUND (LATF)

THE CASE OF MAINA WARD SLUM DWELLERS

BY

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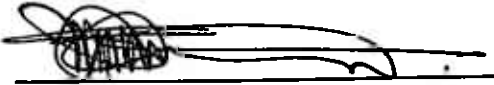
DECLARATION

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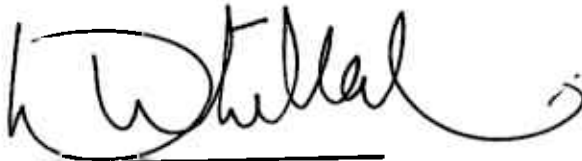
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DEDICATION

To the six greatest women in my life; Nuru, my adorable daughter, my light;

Muenl, my loving wife, my pillar; Kagure Nyutu, my only sister, my inspiration;

Sada, my mother, my foundation and my grandmothers Kagure Mingu and the

late Sidi Ngetsa, my rich legacies.

To one man I have greatly admired, my late father, Nyutu Mingu, for living the

example that all things are possible; the standards you upheld have brought us

this far.

AKNOWLEDGEMENT

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LIST OF ABBREVIATIONS

AIDS	: Acquired Immune Deficiency Syndrome
CBOs	: Community Based Organizations
CDA	: Community Development Assistant
CDF	: Constituency Development Fund
DFRD	: District Focus for Rural Development
FPE	: Free Primary Education
HIV	: Human Immunodeficiency Virus
ICT	: Information Communication Technology
IGAs	: Income Generating Activities
KIMSCA	: Kenya Inter-Municipality Sports and Cultural Association
KLGRP	: Kenya Local Government Reform Programme
LA	: Local Authority
LASDAP	: Local Authority Service Delivery Action Plan
LATF	: Local Authority Transfer Fund
NGO	: Non-Governmental Organization
NMC	: Nyahururu Municipal Council
PFP	: Partners for Progress
PRSP	: Poverty Reduction Strategy Paper
PTA	: Parents Teachers Association
REF	: Rural Electrification Fund
RMLF	: Roads Maintenance Levy Fund
SAPs	: Structural Adjustment Programmes
SMEs	: Small and Medium Enterprises
SMS	: Short Message Services
SPSS	: Statistical Package for Social Sciences
UNDP	: United Nations Development Programme

ABSTRACT

Participatory approaches have gained much importance in thinking and development practice. This is due to the premise that local people have a better capacity to understand and conduct their own affairs than can outsiders. This study focuses on a specific aspect of participatory development. This is with reference to one of the recently established devolved funds in use in realizing development in the country, the Local Authority Transfer Fund (LATF).

The main objective of the study was to examine the form and extent to which Maina slum residents were involved in the process of determining their development projects. More specifically, the study examined how the slum dwellers identified and prioritized LATF funded projects, the nature of their participation in the LATF projects and the relevance the implemented projects had to their needs. The study site was Maina, an informal settlement and also one of the wards within Nyahururu Municipal Council (NMC).

The methodology involved stratified sampling of household respondents within Maina. This is because Maina slum is divided into four sections. A sample of 40 slum households was obtained. Purposive sampling was done to obtain key respondents who comprised NMC officials, chairs of committees within NMC (councilors) and participants of LASDAP stakeholders' consensus forums. Primary data was collected through structured questionnaires on household respondents whereas a checklist of questions was used on key informants. Participant observation was also used. Secondary data was obtained from the Kenya Local Government Reform Programme (KLGRP) Library and from NMC.

Through the participatory framework that is Local Authority Service Delivery Action Plan (LASDAP), Maina residents participated in developing their ward. However, their development was hampered by low attendance at the public forums and limited information about the whole process. Only a small number of residents had knowledge of LASDAP/LATF. Poor communication channels and transfer of information by NMC added to the challenges of participation. As a result only a few people took part in the public forums. Ignorance and apathy among some residents also limited their participation. Despite this, the residents of Maina exhibited the ability to identify and

prioritize projects. This is regardless of the many problems that Maina faces as an informal settlement and hence may needs. At a higher level in the participatory process, the use of representatives was not efficiently arranged. In addition, feedback mechanisms did not exist between the representatives and the residents.

The projects that had been identified through this participatory process were closely linked to the needs of Maina. One can argue that because of the many needs in Maina, any project that is identified would somehow answer one of these needs. However, this may not necessarily be the case. What an external observer would think to be a very important need of Maina, the residents would see it differently.

The involvement of Maina slum residents can be made better if the residents are more enlightened on management of devolved funds, channels of communication are improved by NMC, better use of representatives is made, feedback mechanisms are created and the residents act responsibly.

CHAPTER 1: INTRODUCTION

1.1 Background Information

The importance of involving people in development especially in matters affecting them is of great benefit to any community in the long run. People's participation is of great importance due to their greater capacity to understand and conduct their own local affairs. They know their locality well, understand their needs better and are able to secure a close adaptation of public services to local needs than can outsiders, including the central government officials who enter the community with their own biases (Kulundu-Bitonye, 1988). This is what Akivaga (1985) referred to as participatory decentralization a major tool for nation building.

This study looks at the participation of people in determining their own development and the extent to which benefits accrue to them. Slum dwellers in Maina ward, Nyahururu and how they are involved in determining their own development through LATF, are the key concerns of this study. With slums becoming a development challenge for modern day cities and urban centers (UN-HABITAT, 2003), people's participation in planning and decision-making process is indispensable to handling complex urban affairs in a democratic fashion (Carrion, 2002).

According to Oyugi (2005) and Odhiambo et al (2005), LATF is one of the ways through which the central government has decentralized planning and budgeting to the Local Authorities (LAs). LATF, through its participatory tool, LASDAP, aims at involving people in determining the direction of their development (ECWD, 2005).

LATF was established in 1999 through LATF Act No. 8/98. It was a product of the Kenya Local Government Reform Programme (KLGRP). It was aimed at facilitating the disbursement of funds to LAs to supplement the financing of the services and the facilities they are required to provide under the Local Government Act (Republic of Kenya, 1998). LATF is structured to transfer 5 per cent of the national income tax to all LAs based on a simple, transparent and objective formula. LAs are required to use the LATF monies in combination with own revenue to pay for recurrent and capital expenses as well as debt resolution in accordance with the approved budget by the Ministry of Local Government (Republic of Kenya, 2001a).

The LATF process, it has been argued, provides opportunities for promoting greater community involvement in the local planning process and subsequent ownership of programmes and projects, which is necessary for effective project implementation and sustainability. Odhiambo et al (2005) contend that participation of local populations in the running of affairs of local authorities is an important check against mismanagement of resources. The involvement of the community also enhances transparency and accountability through subjecting to public scrutiny approved list of projects and available resources (Republic of Kenya, 2001).

Access to LATF funds by LAs is conditional on all LAs preparing a revenue enhancement plan, a debt resolution plan and a LASDAP i.e. how the local authorities and the community have resolved to spend the funds. It specifies prioritized projects and activities for which government and municipal funds should be disbursed (Republic of Kenya, 2001).

It should be noted that LATF funds are discretionary, "block grants", which are not earmarked for any specific expenditure within the local authority (Republic of Kenya, 2001a). Thus, the local authorities are given the discretion to allocate

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these funds, together with their own revenues through the annual budget process as stipulated in the Local Government Act (Cap. 265).

The allocation of LATF covers various service sectors. About 60 per cent of these funds go to improving service delivery to citizens including expansion of classrooms for primary education, water supply, sewerage, garbage collection, road improvement, street lighting, drainage improvements, construction, expansion or improvement of basic health care facilities. These are community services that are essential to national and economic development (Republic of Kenya, 2003, 2004).

The poverty reduction strategy paper (PRSP) recognizes the pivotal role of LATF in the fight against poverty. In partnership with the local communities, the LAs are expected to target those services and investments most needed at the local level. The benefits of these funds will greatly depend on the ability of LAs to mobilize their citizens to identify priority needs, implement the projects and services and monitor the use of these funds (Republic of Kenya, 2001a).

1.2 Problem Statement

Maina slum is similar to most other slum dwellings in Kenya. The settlement does not have adequate essential services like clean drinking water, reliable sanitation, functioning drainage and sewer systems and solid waste disposal (UN-HABITAT, 2003). Among these problems, inadequate clean drinking water and sewerage seem to be the most needed. Maina village lacks numerous basic needs and almost needs everything mentioned above, implying that it is not well served by Nyahururu Municipal Council in terms of service provision. Yet Nyahururu Municipal Council, alongside other 174 LAs in the country is a recipient of LATF since its establishment in 1999 (Republic of Kenya, 2000;

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2001a; 2002; 2003; 2004; 2005). This raises the broader question of whether the resources available to Nyahururu Municipal Council are being used for planned purposes and specifically the extent to which the situation in Maina is being addressed.

The level of participation of Maina dwellers in planning and management of LATF is an issue of particular concern in relation to the relevance of implemented projects to the numerous needs of Maina dwellers. The projects funded by LATF in Maina are two: Maina Village Polytechnic and a footbridge across a river that passes through the village. These projects raise a question regarding how essential services such as clean drinking water or a functioning sewer system are not included among the projects implemented in Maina ward. If indeed there is effective participation of the people, how do such services not feature in the projects preference list and therefore among projects implemented?

The participatory tool, LASDAP, provided for in LATF emphasizes participation of all people within the local authority. Since it is not possible to involve every person in the planning process, guidelines are provided on how to ensure participation (ECWD, 2005). Use of representatives in the planning forums makes this possible. The important consideration to note is that as a requirement of receiving the funds, a LA has to show proof of people's participation in the proposed projects (Republic of Kenya, 2001). The question arising in this connection is how the Nyahururu Municipal Council ensures that participation of Maina residents is adequately representative of these slum dwellers.

This study therefore seeks to establish the level of participation of Maina slum dwellers in the planning and actualisation of LATF funded projects, the form that participation has taken and to assess how the slum dwellers select and prioritise LATF projects within their ward.

1.3 Study Questions

The overall question this study raises is the extent to which the slum dwellers in Maina have been involved in the LATF projects. Specific questions include;

- How do the slum dwellers identify and prioritize projects given their various needs?
- What is the level of participation of this particular section of urban population?
- What is the relevance of the projects to the needs of Maina dwellers?

1.4 Study Objectives

The general objective of this study will be to examine form and extent to which Maina slum residents are involved in the process of determining their development projects. Specific objectives of the study include;

- Assess how slum dwellers identify and prioritize LATF funded projects.
- Analyze the nature of participation of the slum dwellers in Maina ward LATF projects.
- Analyze the relevance of implemented projects to the needs of the slum dwellers.

1.5 Justification of Study

Maina is a slum and virtually all the households within the settlement can be categorized as poor. Households fall within the low to lowest income bracket with most earning far less than the average [1]urban income of Ksh 12, 000 per month. A considerable proportion of the population is unemployed, uneducated and unskilled. They rely on casual work whenever available and often such jobs are non-existent. They thus earn less than US$ 1 per day. This therefore categorizes

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[1] According to UNDP (2002) average monthly income is the minimum income a Kenyan household would require to meet their basic needs in a given month. The basic needs here include food, housing, health and education. In rural areas, this average monthly income is Ksh. 4,000.

them as falling below the poverty line as postulated by the World Bank (UNDP, 2003). There is thus a considerable level of destitution and abject poverty within the slum area.

One other important thing is that there has been more emphasis on rural poverty and the notion of urban bias as postulated by Lipton than on urban poverty (Beal, 2000). Yet urban poverty is a challenge of particular significance due to the differences in livelihood systems than those in the rural area e.g. the urban poor pay more for their goods and services making them more vulnerable to changes in the market conditions, price increases and a decline in real wages. This is because they live in an almost entirely monetized economy. The urban poor also have a greater probability of living in informal settlements or slum dwellings characterized by many problems such as poor or absent sanitation and overcrowding. This makes them more vulnerable than the rural poor. This study with its focus on Maina, a slum in an urban area is therefore a contribution in the study of the urban poor.

The Millennium Declaration signed in 2000 by leaders and heads of state of 189 countries set a series of targets for global action against poverty by 2015. These targets are the Millennium Development Goals (MDGs) (Kaplinsky, 2000; Allen and Thomas, 2000). Though all the eight goals are of equal significance in poverty alleviation, goal number one is categorical on eradication of extreme poverty, one of the main reasons in development of informal and slum dwellings in urban areas. The high incidence of poverty in slum dwellings raises the concern on the involvement of the people living in slums and their involvement in addressing the challenges facing them.

It has often been pointed out in studies on people's participation that the poor do not have a voice. If anything, it is the 'able' within the community who decide for them and take action on their behalf. They are also assumed to be too ignorant

and uneducated to understand deliberations in any participatory processes. Reforms within local government have put major emphasis on participation of local residents, in particular through the LATF processes.

This study, therefore, focuses on participation of poor slum dwellers, aimed at shedding more light on their involvement in strategies of poverty alleviation and service provision within the urban set up. This is with the knowledge that LATF/LASDAP plays an important role both in the participation process and in poverty alleviation (Republic of Kenya, 2001a).

1.6 Scope of Study

This study focuses on the two LATF projects within Maina ward in order to examine the processes and methods that were used to involve the people.

1.7 Definition of Key Terms

1.7.1 Local Government
An elaborate system of public administration set up under the Local Government Act Cap. 265 of the Laws of Kenya. It is complementary to the central government with its capital in Nairobi. It is concerned with the administration of the whole country as a nation. Its main objectives are attaining national unity and development. It recognizes the need to administer local problems and needs in different parts of the country by establishing LAs (Akivaga, 1985).

1.7.2 Local Authorities (LAs)
These are one of the components that constitute the Local Government system which include: Metropolitan Councils, City Councils, Municipal Councils, Town Councils and County Councils. LAs are charged with administering local affairs and provision of services to a particular locality. Their powers are delegated by

the central government in accordance with the Local Government Act Cap. 265. They also draw their powers from other legal instruments which touch on their duties such as the Constitution of Kenya, other Acts of Parliament, ministerial orders and directives; and bylaws (Akivaga, 1985).

1.7.3 LATF

Local Authority Transfer Fund (LATF). It was established through the Kenya Local Government Reform Programme. It transfers 5 per cent of national income tax to all local authorities. LATF is one of the ways through which the central government has decentralized planning and budgeting to the local authorities. LATF aims at involving people in determining the direction of their development.

1.7.4 LASDAP

Local Authority Service Delivery Action Plan (LASDAP). It is a powerful tool that offers ordinary citizens opportunities to plan and manage resources, community facilities, regulate access to natural resources and coordinate social activities Thus, each local authority, in collaboration with the communities in respective wards, consults and develops their action plans. This entails identifying community needs and prioritizing programmes and activities that address these needs and costing them. It is through LASDAP that community participation in LATF comes in.

1.7.5 Block Grants

Grants from central government not earmarked for any specific expenditure, which can be spent on whatever a local authority and its people decide upon.

1.7.6 Resource Envelope

The actual amount of money that is directed to development projects. It is arrived at by adding all revenues of the local authority to the LATF monies received from the central government. All expenses incurred by the local authority are then subtracted from the sum of the two. What remains is the resource envelope that is devoted to development projects initiated by the people and respective Las.

1.7.7 Participation

According to the World Bank, people's participation is a process through which stakeholders from a diverse background influence and share control over development initiatives and the decisions and resources which affect them (Feeney, 1998). Besides being a process, participation can also be an approach. In this sense, participatory approaches aim at producing better results on the ground, improve development efforts and more effectively reach the poor

1.7.8 Consultative Meeting

The first forum of the LASDAP process where ordinary citizens at the ward level are given an opportunity to participate by identifying community needs and prioritizing programmes and activities that address theses needs and costing them. This forum is conducted right within the respective wards and is open to all the ward citizens.

1.7.9 Consensus Meeting

The second forum in the LASDA P process where ordinary citizens are involved at the inter-ward level. At this stage, only representatives from the respective wards participate including stakeholders from other sectors within the ward e.g. NGO representatives, religious leaders, representatives of business associations, women and youth group leaders etc. It is at this forum where the actual projects to be funded are determined depending on the size of the resource envelope. This forum is held within the premises of the LA.

CHAPTER 2: LITERATURE REVIEW

2.1 Literature Review

This section looks at various aspects of people's participation in development with bias to participation in urban planning within LAs. This will be done in view of the major reforms that have been experienced within Local Government in Kenya. However, before focusing on how participation has evolved in urban planning, attention will be on decentralization. It should be noted that local authorities are a form of decentralization in which some power is transferred to lower levels from the center.

2.1.1 Decentralization and Local Authorities.

On attaining independence from colonial rule, the central government had dominance over most segments of governance. Government administrators were the ones who determined the policies and process of development. They determined the allocation and distribution of government resources as well as their management. Hyden (1983) categorically put it that the political mood in post-independent Africa highly favoured state control and comprehensive planning. Through this top-bottom approach to development, the people at the lower levels of the hierarchy had little influence over the policies.

As Hyden (1983) put it, excessive central control was seen as stifling operations and reducing public accountability. In support of this, Loka (1994) argued that the concept of top-bottom approach in planning in Kenya was not effective because most of the projects were imposed on the people. The projects were regarded as belonging to the government since the people did not participate from conceptualization, to implementation and monitoring of the projects. In this approach to development, the government or any development agency for that

matter was the expert in conceptualizing projects on behalf of the people. The government "knew best" what the people lacked and what they were in need of.

As a result of the development challenges experienced in centralized governance, a shift was proposed by donor agencies in the mid 1980s. This shift came in the form of Structural Adjustment Programmes (SAPs). Even though, SAPs were not effective in bringing the anticipated results (Mkandawire and Soludo, 1999). Further change was thus proposed through the donor agencies. This was in the form of modernization of government systems and structures. One of this new systems and structures of government was decentralization (Feeney, 1998).

World Bank (1991) in Loop (2002) describes decentralization as a means to ensure the participation of the public in the diverse affairs of their locality. It allows local governments to effectively attend to the tastes and needs of local residents in the provision of public services and ensures consistency of level and mix of public services.

In a much closer view, Feeney (1998) looks at decentralization as allied to accountability, efficiency and community participation. In terms of efficiency, it ensures that decision makers who live locally are likely to know more about local conditions, hence are able to match resources and needs more precisely. It creates more opportunities for local people to participate in planning and hence considered an appropriate mechanism for reforming the provision of public goods such as healthcare, education and targeted poverty-reduction programmes.

Decentralization as a result is a converse of the earlier approach that Hyden described where administration and development derived from the centre to the peripheries. This was now a bottom-up approach as opposed to the top-bottom approach. In this new approach, there is more use of local capacities from the

beneficiaries of development in terms of decision-making and in some cases the control of financial resource (Bennet, 1994).

Hyden (1983) identifies two distinct forms of decentralization, one that is based on territorial while the other on functional criteria. In the case of territorial decentralization is deconcentration and devolution. Deconcentration he says refers to the delegation of authority that is adequate for the discharge of specified functions by staff of a central government department who are situated outside the headquarters, e.g. the delegation of authority from a Permanent secretary in a ministry to his Provincial director. Devolution on the other hand means the legal conferment of powers upon formally constituted LAs to discharge specified or residual functions, for example, the powers given to a Constituency Development Committee to administer a development project.

The functional criteria of decentralization according to Hyden (1983) included the notion of 'hiving off' responsibilities from government departments to parastatal bodies. It also includes the delegation of authority within a given legal framework to established interest groups to make decisions affecting their members. However, most importantly, the motives for decentralization according to Hyden determine the kind of decentralization to be adopted. The two main motives are managerial and participatory motives. Managerial motives lead to the adoption of territorial deconcentration while participatory motives lead to adoption of devolution that has representation of interest groups.

Carino (1994) adds two other forms of decentralization where functions are performed by the business sector (privatization), and in the other, the actors are non-profit organizations. He describes privatization in a local authority set up as the takeover by individuals or firms of necessary metropolitan functions such as the mass transport system and garbage collection and management. Here, the private sector enters certain local and metro-wide services for profit. The task of

the government in this case changes from direct delivery of services to regulation whereby it sets rules to ensure that services reach not only those the private sector feels it can gain the most from in terms of profits.

In the non-profit form of decentralization, these are seen as non-governmental organizations (NGOs) engaged in development activities for society's disadvantaged sectors and in addition undertake social preparation and needs assessment of communities, negotiating with the government on behalf of target groups and providing direct links between citizens and policy makers. Their counter-elite value system makes them less tied to the status quo and better able to explore alternative ways of reaching the people (Quizon; Conyers, 1989 in Carino 1994).

A good example of initial attempts of devolved administration in Kenya was the District Focus for Rural Development (DFRD). Makokha (1991) did a substantive study on DFRD. In 1983, the government initiated the District Focus for Rural Development, commonly known as the District Focus as a form of devolving planning and management of development from the central government to lower levels of administration, mainly the districts.

Though the objective of this initiative was to involve people in their own development, the outcome was not as intended. The result was that the peasant farmer was to a large extent left out in the process of determining development. The effects were, for example the collapse of a water project in Mua Hills in Machakos District (Makokha, 1991). Even though the collapse of such projects was worsened by other challenges such as ineffective managers and too much red tape, the example above implies that lack of adequate or proper involvement of the local citizens in development may be disastrous in the end.

Another attempt on a form of devolution in Kenya, and which forms part of the focus of this study, is the Local Government. According to Kulundu-Bitonye (1988), local government is the breaking down of a country into small units or localities i.e. LAs for the purpose of administration, in which inhabitants of the different localities play a direct and full part through their elected representatives. The central authority devolves definite powers and obligations upon the LAs. These LAs represent the people locally and are responsible for their work to both the localities and the central government.

The importance and justification for LAs is that they are the institution of government closest to the everyday lives and problems of citizens hence have a better capacity to broaden and strengthen citizenship (Rodriguez and Winchester, 1996 in Carrion (2002)). By involving local people through LAs, their awareness on political and development issues is heightened. It ensures the legitimacy of undertaken projects thus making them sustainable, and also helps the people learn the art of self-governance and problem resolution (Kulundu-Bitonye, 1988).

In order to make local governance a reality, the decentralization process needed within LAs is one that distributes power, administrative autonomy, decisions and allocation of resources democratically and on a long-term basis (Carrion, 2002). However, in Kenya, the kind of decentralization that is operational is administrative decentralization without devolving power to local entities (Odhiambo et al, 2005).

The LAs derive their existence and power from the central government. This is through a legal framework provided for in the Local Government Act, Cap. 265. Thus, what LAs can legally carry out or do is only to the extent it is provided for in this act (Kulundu-Bitonye, 1988). However, in recent times, the Local Government has seen dramatic changes in its responsibility of providing services

to the citizenry. This was with the hope of bringing the local people on board in determining their development. There was also the hope of having the locals influencing ways in which services can best be provided to them. This has been through the KLGRP under the Ministry of Local Government.

2.1.2 Local Government Reforms

During the initial period of existence of Local government, power was mainly concentrated in the center. The LAs had less autonomy as a result. This made it difficult for the LAs to efficiently provide services to the communities under their jurisdiction. The situation was made worse with challenges such as insufficient capacity, corruption, poor revenue collection, inappropriate legal and institutional framework among others (Odhiambo et al 2005). It is therefore clear that during this earlier period, there was little or no involvement of local people in the running of the LAs.

As a result, the government under, the Ministry of Local Government, was made to undertake reforms to bring about positive change. According to the Republic of Kenya (1996), Local government reform is seen as a vital part of broad and on-going programmatic improvements to the national fiscal management system and civil service. This led to creation of the Omamo Commission of Inquiry into LAs in Kenya in the 1990s. Among other things, this commission proposed the devolution of appropriate powers and authority to Local Government, transfer of greater responsibilities for development and public service delivery, improvement of the efficiency of service delivery by LAs and enhancement of community involvement and participation in decision making (Republic of Kenya, 1995).

Recent reforms are seen through the Kenya Local Government Reform Programme (KLGRP). According to Odhiambo et al (2005), KLGRP provides an

excellent instrument for transforming local authorities into more efficient and accountable service delivery institutions.

KLGRP has two main objectives. One is improving service delivery and the second is improving economic governance. This is through increasing efficiency, accountability, transparency and citizen ownership. Emphasis on citizen ownership is through enhancing stakeholder participation in identifying developing and implementing local services or capital projects; strengthening local public and private sector capacity to deliver local services; and improving level of basic local services, infrastructure and administrative systems (Republic of Kenya, 2001b).

2.1.3 Participatory Approaches and Urban Development

The World Bank defines people's participation as a process through which stakeholders from diverse backgrounds influence and share control over development initiatives and the decisions and resources that affect them. According to the Bank, participatory approaches aim at producing better results on the ground, improve development efforts and more effectively reach the poor. It further argues that participation is a key component of good governance as it has an element of devolving financial power to local authorities (Feeney, 1998).

Participation of the people is also seen as an element of sustainable development as understood from the Brundtland Commission's statement, i.e. development that meets the needs of the present generation without comprising the ability of future generations to meet their own needs (Purvis and Grainger, 2005; Ferguson and Thomas, 2006). Since urban areas comprise the built environment, Brandon et al (1997) and Wates, (1998) in Lezama-Lopez (2006) argue that the principles of equity and public participation are central for

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achieving greater sustainability, improved planning and management of urban settlements.

Carrion (2004) in addition argues that popular participation must operate within a properly decentralized state if it is to contribute to democratic urban management. He argues that the mere decentralization of the state will not necessarily lead to enhanced urban management as recent experiences in Latin American show that local societies and cities often remain in the power of traditional local elites and national authorities even after some forms of decentralization have been implemented.

Berner and Phillips (2005) postulate three main assumptions on the need of making people participate in their own development. One is that beneficiaries have important and complementary information on their needs and capacities, second, that beneficiaries are competent and lastly, that beneficiaries are reliable. They lay much emphasis on effective participation and caution on risk of involving community representatives who may not eventually articulate the interests of the majority but forward their own interests. In support of this argument, Burke (1979) contends that citizens could serve several functions in participatory planning. An important role could be to act as a watchdog over one's own as well as other's rights in the design and delivery of policies. This could reduce the chances of the interests of the majority being overshadowed by those of a few people as Berner and Phillips had argued.

The task facing planners in recent times is that of determining who should be involved, how they should be involved, what functions citizens should serve, and how to adapt a planning method into a process involving a wide range of interests and groups. The planner has become both technical expert and organizer (Burke, 1979). The important thing is to ensure that in the long run no group of people is left out. And even in a situation where all groups have been

considered, the dynamics of power relations within the group should be factored in so that one group does not remain passive through out the whole process.

Susskind and Elliot (1984) outline the patterns in which public participation has evolved in planning urban centers. One of these patterns is co-production, which they argue has been used as a strategy for developing urban development plans. Government agents and neighbourhood residents' work together to define problems, devise plans, and carry out renewal actions. Long-term resident satisfaction is linked to high levels of cooperation between residents and government in the planning phases of redevelopment. Co-production in this sense is similar to co-management or stakeholder participation.

Stakeholder participation is evident in the LASDAP process in which municipal officials meet with the locals in various forums. The locals then identify their major needs, propose projects to address these needs and then prioritize what projects to be undertaken given the available funds from LATF. This way, the local residents get to have a say in deciding what projects to undertake. Such projects normally will be successful owing to the legitimacy with which they were developed.

Kiamba (1994) in his work *The Dynamics of Urbanization and Urban development Policy in Kenya*, takes a general look at how policies related to urban centers in Kenya have developed all through the years since the times of the colonial administration. His work focuses on how urban centers have grown in population mainly through rural urban migration. It is in this gradual growth of urban centers that he looks at the transition of urban policy in Kenya. The gaps existing in Kiamba's works is that little is mentioned in the way in which these policies involve the general public in determining the development of urban centers. This is a gap that this study aims to fill by taking a look at how people are involved in urban development.

Kayila (1984) in his work *Urban Management in Kenya* brings out the various challenges facing local authorities in the country. He places one such major problem as that of rapid population growth in urban centers leading to the mushrooming of unplanned settlements or slums. This he says further aggravates the delivery of essential services not only to the people living in the slum dwellings but also to the rest of the dwellers in the urban centers.

Other major challenges of service delivery according to Kayila (1984) are lack of skilled manpower within local authorities in development planning and management, insufficient funds to provide the services, poor structuring of local authorities and finally the lack of involvement of the general urban population in management of urban affairs. The extent to which the slum dwellers are involved, he suggests are only in issues relating to shelter improvement. But services provided by local authorities cover a wide spectrum besides shelter issues.

Kayila's work on urban dwellings including slums was done when LATF was not operational. With the introduction of LATF, one of its primary objectives was to improve service delivery within LAs with the requirement of people's participation in the same. This means all the services that LAs are mandated to provide under the Local Government Act Cap 265. These services include liquid and solid waste disposal, water, education, health, roads among many others. This study, therefore, intends to focus on participation of slum dwellers in provision of these services in view of LATF.

In effect, this study aims at filling those major gaps identified in the literature mentioned above in as far as participation of the local citizen (in this case the slum dweller) in LATF is concerned. It is hoped that the information gathered by this study will contribute to knowledge in the area of community participation in local development.

2.2 Conceptual Framework

This study borrows from three perspectives on participation. First, the democratic theory sees participation as a democratic process where there is increasing need to ensure involvement of people in decision making for development; secondly, the perspective of participation as being transformative is an attempt to show that participation is not just about being involved in any planning or democratic activity, it goes further to the participants having a say in the direction of events; and lastly is a paradigm that proposes the participation of people at the lower levels in society in development initiatives. It is along these lines that this study views participation, in terms not only of people being involved but also their views and perceptions being taken into account.

2.2.1 Democratic Theory Perspective

According to Thornley (1977), in its classical sense, the perspective can be seen through the ideas of Rousseau who viewed participation as a central and essential ingredient of democracy. He based his ideas on a view of human nature in which it is both possible and beneficial to develop each individual's potential. He believed that through participation, the individual gained enormous educational benefits and learnt to become a public as well as a private citizen. Thornley argues that according to Rousseau, participation can be said to have three functions: -the individual increases control over the course of his/her life and environment, it enables collective decisions to be more easily accepted by the individual, and thirdly it has an integrative function in increasing the individual's feeling of belonging to a community.

Additional perspectives of this theory are provided by scholars such as Williams (1961, in Thornley, 1977) who builds on this theory to call it participatory democracy. He argues that democracy is more than the definition of the "right to vote", "the right to free speech" and so on. Williams argues that the pressure now

in a wide area of our social life should be towards a participatory democracy, in which the ways and means of involving people in the process of self-government can be learned and extended.

Feeney (1998) adds by arguing that participation itself is more an essential component of the democratization process and less as a development tool. In this sense, she argues that the democratization process helps to improve the competence of individual citizens to exercise their right to participate in political life and also helps to increase the responsiveness and accountability of public administration and government to the public.

Another scholar, Pateman (1970, in Thornley, 1977) supports this view on participatory democracy. She argues that a participatory system is self-sustaining through the educative impact of the participatory process. This is because it has an integrative effect and aids the acceptance of collective decisions.

2.2.2 Transformative Participation Perspective
The view that participatory democracy is self-sustaining links us to the second perspective of participation as transformative. Transformative participation that leads to self-sustainability means that participation does not end with involving people in any process, but extends further to people taking full control of that process. At this level, the people have developed some sense and level of empowerment. When people can integrate differing views and perceptions on a given issue and experience change, then they are a transformed people.

Transformative participation therefore goes beyond the presence of people in the development process to the level where they have complete control of the situation at hand. Buchy (2005) argues that participation in the transformative sense should be seen in a much broader sense than communities just taking

development into their own hands. This means that the slum dwellers in our case should be seen to do more than just attending LASDAP meetings. They should in fact have a say in determining the allocation and appropriation of the LATF funds if this process is to have any meaning to them.

Berner and Phillips (2005) together with Bergdall (1993) agree with the above view and argue that participation goes beyond listening to the beneficiaries towards their active role in decision making. They advance this argument on participation on three grounds; as an end to itself i.e. as the essence of development; as a means to ensure the quality, appropriateness and durability of improvements; and finally as a means to increase efficiency and cut costs by mobilizing communities' own contributions in terms of time, effort and money.

Hickey and Mohan (2005), adding to this debate, argue that when locals (marginal and subordinate groups) are involved through participatory approaches then not only is their intended development improved but also development in its immanent sense is enhanced. In this way, the society itself gets transformed in a way through securing citizenship rights.

In the same vein, community participation that is transformative is one that Moser (1983 in Plummer, 2000) argues can be distinguished between participation as a means, and participation as an end. Participation as a means implies on the one hand that people are mobilized with the purpose of achieving a desired outcome. It is commonly evaluated in terms of outputs of the process. On the other hand, participation as an end is not measurable in terms of development goals but in terms of the transfer of power. It is a process where the outcome is itself increasingly meaningful participation in the development process; and where the real objective is to increase the control of marginalized groups over resources and regulative institutions.

2.2.3 The New high Ground Perspective

Participation as an end where there is increased control by marginalized groups over resources and institutions is the paradigm shift that Chambers talks about. The paradigm suggests a shift such that people in the low socioeconomic stratum participate more and have a greater say in their own development. This is contrary to experts and professionals of development taking control and determining development priorities for the people at the bottom of the socioeconomic strata.

Chambers (1997) brings out this perspective in his work *Whose Reality Counts, Putting the Last First*. This was with the intention to bring in a new perspective in the light of the failure of top-down approaches to development. In this initial approach, the experts, that is, the technocrats in development 'possessed' everything it took to bring development to the community. They had the knowledge, the expertise, the priorities, the ideas and the vision for the community to be developed. In this sense, they occupied the high ground. The people at the lower levels of the community looked up to them for their hope to development.

However, in a different perspective, Chambers is proposing a new high ground. Only this time the ones occupying the high ground are not the technocrats, rather the local communities. These are the people that are seen to be backward, ignorant and illiterate. In this new high ground, the people take the centre stage of determining their own objectives and goals in development. The technocrats are however not completely out of the picture but only act as facilitators of the process. In this new paradigm, people's diverse perspectives are put on board, they are enhanced and celebrated, the realities of the 'lowers' count more, doubt, critical self-awareness and acknowledgement of errors are valued. Chambers calls this perspective the new high ground paradigm (Chambers, 1997).

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This perspective informs this study that by slum dwellers participating more in their own development, it will not only lead to establishment of projects that are of relevance and importance to them, but it will empower and transform them to do even greater things in their community.

Participation within LASDAP in this study is looked at in terms of municipal officials no longer determining development projects for the local residents. They only facilitate the process to ensure that the locals arrive at their own prioritized projects. In this perspective, there is greater participation of the local communities in planning of LATF. The locals are the ones seen in the past as occupying the low ground. However, their greater participation now means that they occupy the new high ground.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Site Description

This section gives a general description of Maina slum, within Maina ward, Nyahururu Municipality. This area forms the site of this study. It describes Maina's geographical, demographic, economic and social aspects. It also gives a description of coverage of the services provided by Nyahururu Municipal Council.

This ward hosts the biggest slum dwellings in the Municipality namely Maina slum. Maina slum is approximately 2.5 kilometers in the outskirts of Nyahururu town along the Nyahururu-Maralal road. Nyahururu Municipality falls within Laikipia West district, which is in the Rift Valley province.

Geographically, the area is situated within a marsh or swampy area surrounded by hilly forested areas. This means that the water table is quite high. The implication of this especially during the wet season is that all pit latrines in the area flood with water and spill over their wastes. This poses a health hazard to the residents. Another implication is the high cost of putting up strong foundations for permanent stone houses hence discouraging local potential investments in putting up decent dwelling structures.

The economic situation of most of these slum dwellers is characterized by high unemployment or low-income levels with most people doing casual jobs within and around Nyahururu town. Most of these slum dwellers are landless and their economic situation was made worse when forestlands bordering the slum were closed to human activity in 2003. This is where they used to do some farming in order to supplement their income. As a result social difficulties such as brewing

and sale of illicit liquor, crime, street and destitute children and prostitution have increased.

The demographic pattern of Maina mainly comprises a young population. This is evident from the large proportion of youths in the slum, many of whom are out of school and unemployed. Many youths can be seen hanging out certain locations within the slum during the day and evening hours. The fact that they are idle predisposes them to antisocial activities and behaviour mentioned above. For the female youths, most end up as single mothers and often at risk of having more children than they can look after, in addition to exposure to HIV/AIDS. However, to some youths, Small and Medium Enterprises (SMEs) offer livelihood opportunities in form of *boda boda* (bicycle taxis), video show kiosks and roadside kiosks within the slum.

In terms of service provision by the Local Authority, Maina slum is not adequately provided for. There are sections within the slum that have no access to tapped clean tap water, proper garbage disposal and collection, almost the whole slum has no sewage system and is served by poor roads, which are impassable during wet seasons. This situation is aggravated by the high population density that makes service provision even more difficult.

3.2 Sampling Design and Procedure

A sample design is a definite plan for obtaining a sample from given population and it determines which items and in what quantity are to be selected in the sample (Kothari, 2004). The reason for undertaking a sampling design is because it may not be practicable to survey a whole population especially when it is very large. For instance, doing a survey of the whole of Maina slum for this particular study is unrealistic given the limitations of finances, human resource

and time. Therefore, only a representative part of the slum would be sampled with the presumption that it will be a representation of the entire population of Maina.

A sample of the households was obtained through the assistance of the Chief of Maina. His help was sought due to the relatively large size of the slum area. From his administrative chart in his office, Maina is subdivided into four main zones. These are Old Maina, Ukweli (which is further subdivided into Ukweli A, Ukweli B and Ukweli C), Siberia and Huruma. The sizes of these four zones are almost equal. From each zone, a sample of 10 households was picked to make a total of 40 sampled households.

Since each zone had an equally large number of households, the 10 samples from each zone were picked by estimating the two extreme ends and the middle region of each zone. Thus, each zone was further subdivided into three. From each of these three subdivisions, three samples were picked. One of the three subdivisions would have an extra sample picked at random to make the number 10. For the Ukweli zone, it was much easier since Ukweli is subdivided into A, B and C.

Purposive sampling was done on the key respondents since their role was to build on the information obtained from the household surveys. As a technique, purposive sampling is a non-probability type of sampling in that, it does not afford any basis of estimating the probability that each item in the population has of being included in the sample. Here, the researcher deliberately chooses the particular units of the universe to constitute a sample. This is also with the presumption that this small sample will be representative of the whole (Kothari, 2004).

Purposive sampling was thus used to select only the key respondents with the required information. Three officials from Nyahururu Municipal Council were interviewed. These were the Treasurer to the Council, the Co-ordinator of LASDAP desk and the Community Development Assistant (CDA) who is also the Social Welfare Officer. These officials are key in the planning and execution of the LASDAP process. The treasurer to the council receives and releases the funds that implement the selected projects and useful information was obtained from him. Two councilors who chair the Finance and Education and Social Services Committees were interviewed. However, the chairperson of the Finance Committee was a new first-time councilor who came in following the recent general elections of 2007. For this reason, the researcher located the immediate former councilor who chaired the committee. As heads of these committees, these respondents provided important information to the study.

The researcher identified one participant of the Stakeholders' Consensus forums. This was from a Stakeholders Consensus forum that the researcher attended in the course of the research study in October 2007. This participant in turn identified two other participants. The three participants interviewed had taken part in the consensus forums for more than 3 years. Viewed as 'outsiders' to the council information received from them provided a different perspective, from that of the council officials, on how things run in LASDAP and Nyahururu Municipal Council. In Maina, the chief identified three community leaders. These were village elders from three of the zones in Maina; Old Maina, Ukweli and Siberia. In total, there were 11 key informants.

3.3 Data Collection Methods

Data collected was both primary and secondary. Primary data are those which are collected first hand from the source or rather for the first time, hence original in character. Secondary data in comparison are those which have already been collected by someone else and which have already been passed through the statistical process (Kothari, 2004). It is on the basis of these two types of data that methods of data collection were determined.

Primary data was obtained from two main categories of respondents. These were key informants and households within Maina slum. From these respondents, data collection was done through personal interviews where the researcher asked questions generally by face-to-face contact with the respondents. Personal interviews are in form of direct personal investigation where the researcher has to collect the information personally from the respondent. Here, the researcher has to be on the spot and meet people face to face (Kothari, 2004).

For the households in Maina, a structured questionnaire was used (Appendix 1). A structured questionnaire has a set of predetermined questions. A standardized technique of asking questions is then used with rigid laid down procedures (Kothari, 2004). The researcher filled in the questionnaire as the respondents answered the questions. Unique observations not found in the questionnaires for the households were noted down. The residents of Maina provided information on how they are involved in LASDAP, how they select and prioritize projects and the relevance of the implemented projects to their needs.

For the key informants, a checklist of questions designed for each category of key informants was used (Appendices 2, 3 and 4). The responses of the key informants were recorded or written down in form of notes in a small notebook.

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Unique issues that arose from the interviews but were not of immediate necessity for this study were noted down.

Key informants from the Municipal council provided information on how the LASDAP process is conducted, how they involve local residents from every ward in the selection and identification of projects and also how the projects are funded and implemented.

Key informants from participants in the stakeholders forums provided information on gaps that exist within the council that hinder effective participation of residents and other anomalies that exist within the Municipal Council that failed to be mentioned by the council officials.

Key informants from Maina gave information on how they are involved as local leaders through LASDAP and the roles they play. They also gave information on the various needs of Maina and how other actors of development e.g. NGOs involve them. They also mentioned the challenges that people of Maina face in as far as getting involved in the development process is concerned.

Participant observation method was also used for collection of primary data. This is a data collection method in which the researcher establishes and sustains a situation-appropriate relationship with the subject of study for the purpose of developing a social scientific understanding of the subject of study (Lofland et al, 2006). The researcher in this case therefore inserts him/herself into the situation under study as any other participant. In this study, the researcher took part in a Stakeholders' Consensus Forum that took place at the time this study was being conducted. Observations about the proceedings of the forum were noted down. Experiences obtained through interacting with respondents and observations made while moving about Maina slum from one household to another provided additional information which was also noted down.

LATF annual reports of Nyahururu Municipal Council as secondary sources data were also used. These were obtained from the Kenya Local Government Reform Programme library as well as Nyahururu Municipal offices. These provided further insights in issues related to LATF funds and the LASDAP process, for example the projects undertaken and those still under implementation. Scholarly works on LATF as well as those on Local Government were used to obtain further information on the LATF/LASDAP processes, and related issues of focus.

3.4 Data Processing and Analysis

This is the process that takes place once data has been collected and it occurs according to the outline laid down at the time of developing the research plan. Data processing involves editing, coding, classification and tabulation of the collected data so that they are amenable to analysis. Data analysis involves computation of certain measures along with searching for patterns of relationship that exist among data groups (Kothari, 2004).

Data processing and analysis was done in three main stages as advocated by Miles and Huberman (1994), namely: data reduction, data presentation and conclusion drawing. This is an indication that data analysis and data processing are mutually inclusive with no major distinction between them. Data reduction involved selecting, simplifying, abstracting and transforming the data from written-up field notes and questionnaires. The data was also sorted out to identify similar phrases, relationship between variables. Common sequences between the variables were also noted.

The data collected using the questionnaires were then coded before being entered in a computer for analysis. Consequently, a codebook was developed to

ease entry of the codes into the computer. The computer software, Statistical Package for Social Scientists (SPSS) was used for this process.

Once, the data entry process was complete, the computer package was used to run the analysis. Each variable was analyzed in accordance to the codebook that was developed. The codebook had 119 variables. From the computer analysis, a print out of frequency tables and cross tabulations was produced.

Out of the frequency tables and cross tabulations, the second stage of analysis according to Miles and Huberman (1994) was done. A descriptive report was developed from interpretations and inferences out of the frequency tables and cross tabulations. This descriptive report was further informed by the data collected from key informants.

Data from key informants was recorded in the form of field notes. These field notes were compiled into a form of report capturing all the information arising from the checklists of questions. Information arising outside the sphere of the questions asked was also recorded. This compiled report from key informants contributed in creating the descriptive report of all the findings from the study. It also assisted in beefing up and strengthening the findings from Maina household survey. This was because some questions asked to the key informants could not be directed to the respondents in the household survey. Data from key informants thus helped getting more insights as during the process of data analysis.

Data presentation was complemented by use of pie charts and tables showing percentages and frequencies e.g. on how the slum dwellers participate in planning forums, the projects they consider the most important. This descriptive report indicates in a general way how slum dwellers have been involved in planning for their own projects by Nyahururu Municipal Council, how they identify

and prioritize projects and other ways that they have been involved by other development partners working within the slum.

The final stage of data analysis was conclusion drawing. This was done from the consistencies observed in the data and then conclusions were drawn. At the same time, recommendations were made with the guidance of the conclusions drawn. Elaborate professional counsel from the supervisors of this research project was primary in this particular stage.

CHAPTER 4: SLUM DWELLERS ON THE HIGH GROUND

This chapter discusses the findings of the field study. It does this by elaborating the extent to which Maina slum dwellers are on the high ground taking control of their development as well as extent to which the Nyahururu Municipal Council and other development partners play the facilitative role. The section begins with describing the characteristics of the respondents. Following this, and in line with the broad objectives of the field study, is a discussion of the level of participation of Maina ward residents in LASDAP/LATF projects. This is followed by selection and prioritization of projects by Maina Ward residents. Finally, a discussion on the relevance of implemented projects to Maina Ward residents is made.

4.1 Getting to the High Ground

A person moving from a low-lying area to a higher one, for instance, going up a high mountain, requires certain characteristics that enable him/her to make the climb. For example, they need to be physically fit, know the terrain well and have the basic knowledge of reading signs and changes in weather. These characteristics coupled with their own determination will propel them to their target. Similarly, certain characteristics were identifiable in determining the level of participation of Maina slum dwellers in development. This sub-section lists some of these characteristics.

4.1.1 Gender and Socio-economic Characteristics
Among the respondents in the households that were covered, 47.5 per cent were men while 52.5 per cent were women. This means that an almost equal proportion of either gender was covered. Though a difference existed between the numbers of men and women covered, this difference was not so significant. This small difference in numbers between the two genders therefore means that

there was no gender bias. Just about the same number of women as men gave their responses to this study as illustrated in Figure 1 below.

Figure 1: Pie chart showing gender of respondents covered.
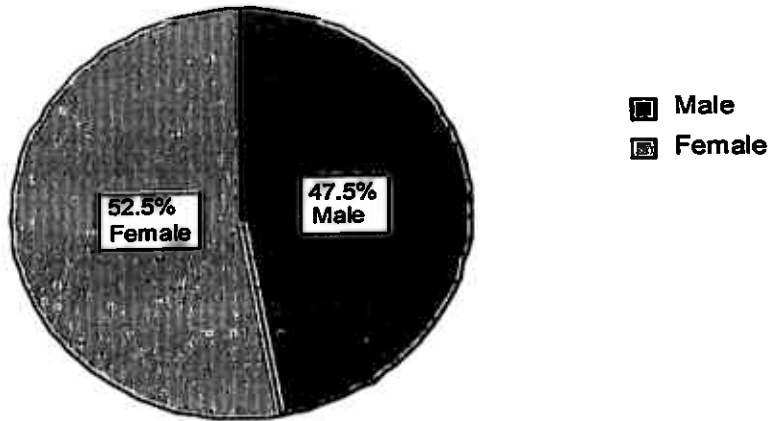
Source: Field data, 2007

The age of the household respondents that were interviewed fell between the age ranges of 20-30 years and 61-70 years as indicated in Figure 2. However, a greater proportion of those interviewed fell within the age range of 31-40 years, which accounted for 37.5 per cent. The other relatively larger age ranges that were interviewed were those within 41-50 years accounting for 27.5 per cent and 20-30 years accounting for 25 per cent. These three age categories make an accumulative percentage of 90 per cent.

Figure 2: Bar graph showing age of respondents
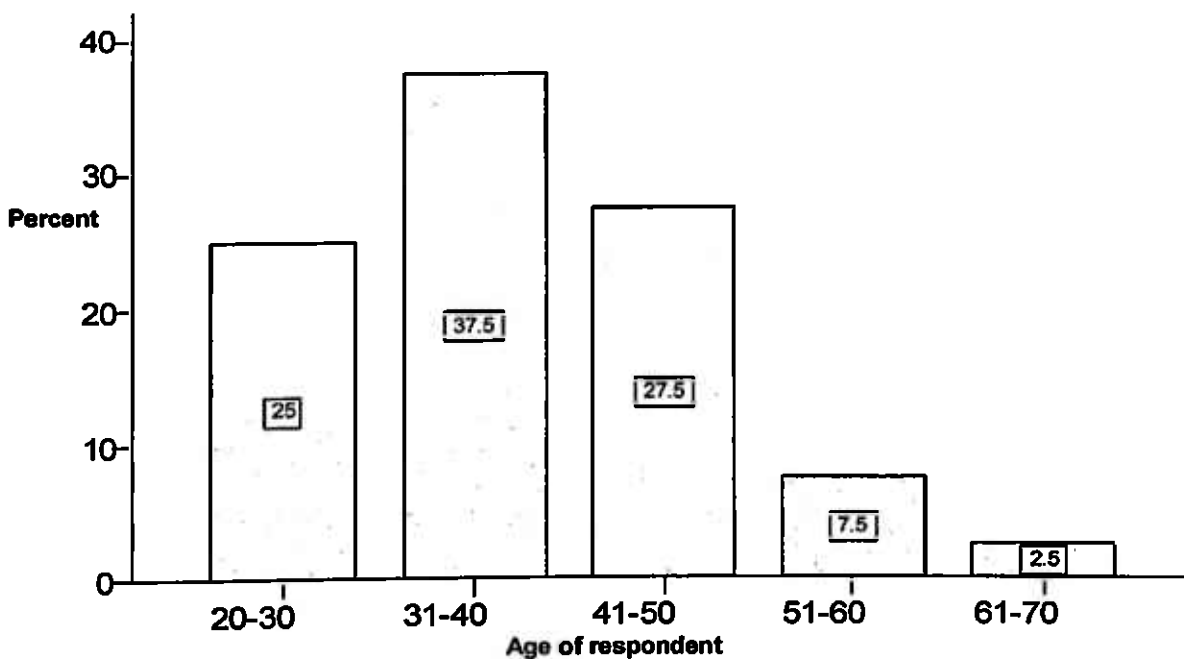
Source: Field data, 2007

Looking at the various age groups of respondents covered, 62.5 percent of respondents were of youthful age of 20-40 years. Respondents of ages above 40 but less than 50 years of age were relatively less. There is a further reduction in numbers of respondents as the age rises above 50 years and still a further reduction in numbers for ages above 60 years. This affirms the demographic characteristic of most African countries that takes the shape of a pyramid with more youthful ages at the bottom and a smaller ageing population at the top. It is also an indication that more young people find themselves living in informal settlements, strengthening even further the justification for increased and better service provision in these areas.

In terms of levels of education, 52.5 per cent of the household respondents had a primary school education level. Respondents who had a secondary level

education accounted for 35 per cent of all those interviewed as indicated in Table 1.

Table 1: Education level of respondents

Education level attained	Frequency	Percent
No formal education	4	10.0
Primary level	21	52.5
Secondary level	14	35.0
College level	1	2.5
Total	40	100.0

Source: Field data, 2007

This is an indication that a large proportion of Maina residents have attained only a primary education. The relatively smaller proportions of those with secondary education and above may be linked to the low levels of income of most households. Such that after primary education, only a few can afford to proceed to secondary school and still a further few can afford to proceed to college level. This perpetuates the vicious cycle of poverty among Maina households. However, it is evident that literacy levels among the respondents were substantially high at 90 per cent cumulative percentage. Only 10 per cent of the household respondents had no formal education an indication that illiteracy levels among the respondents was substantially low.

Despite the relatively higher literacy levels among the respondents as indicated above, their respective levels of education influenced not only their participation in the public forums but also their quality of participation. (This is explained in

more detail later under the subheading *Level of Participation in LASDAP/LATF Projects* with a tabular presentation in Table 7).

4.1.2 Origin of Maina Residents

Among the household respondents, 82.5 per cent of them started living in Maina in between 1980-2000. This means that they have lived in Maina long enough to understand the place including the social challenges facing the community. Only 17.5 per cent of the respondents came to Maina much recently. This is an indication that considerable numbers of people are settling in slum settlements for one reason or another. This may imply that formal forms of settlements are still not an attainable option for some segments of the population, especially those with lower levels of education and income.

The largest proportion of the respondents covered in Maina slum (57.5%), was either born in Maina or came from within Laikipia District before settling in the slum. Most of them squatted in the expansive Marmanet forest, within the vicinity of the slum, and were evicted as a result of extensive degradation of the forest. This is an indication that this category of respondents is knowledgeable on the problems of Maina as well as their origins. This could also mean that not all who are born within Maina slum get the opportunity to get out and settle elsewhere, perhaps in better forms of settlement, an indication of a continuous vicious cycle of being stuck in the slum from one generation to the next. But still, others could be living in Maina out of choice perhaps due to the conveniences they find present in the slum area e.g. cheap housing and the benefits of the social networks they have established over time within the settlements.

4.1.3 Occupation

The household respondents work in a wide spectrum of occupational activities. However, 35 per cent, the largest proportion was involved in the regular informal

sector comprising saloon/beauty shops, carpentry shops, retail kiosks or market stalls. Formal employment, mostly in the teaching profession absorbed 17.5 per cent of the respondents. Another 17.5 per cent undertook farming activities while casual labourers constituted another relatively significant category (15%). The other respondents combined comprised retired civil servants, housewives, those waiting to join college and the unemployed (15%). From this, there is an indication that more people are engaged in the small business enterprises as a livelihood alternative in the Maina slum.

4.2 Awareness of LATF/LASDAP and Projects

For there to be a meaningful process of participation, the people involved need to have some knowledge and information on the process. No one can take charge of a process that they are not informed about. It is on the basis of this knowledge that they can take responsibility and initiative to play their part. This, however, does not mean that people will never fail to take responsibility if they are informed. Some will still fail to take responsibility even with full knowledge of the process given one reason or another. This is with reference to knowledge of LATF/LASDAP and the projects involved. The presumption however is that the more people are aware of the process, the greater level of responsibility they take in the participation process.

Among the household respondents, 47.5 per cent have knowledge of LATF/LASDAP against 52.5 per cent who have no knowledge of what LATF/LASDAP is as illustrated in Table 2.

Table 2: Knowledge of LASDAP/LATF

Knowledge of LASDAP/LATF	Frequency	Percent
Yes	19	47.5
No	21	52.5
Total	40	100.0

Source: Field data, 2007

Those who have knowledge of LATF mentioned that these are funds related to the Local Authorities or that it is money meant for development. For others, either they heard about it from friends and neighbours or through the mass media or have been involved in the LASDAP process before.

However, only 30 per cent of household respondents were aware of LATF funded projects within Maina Ward. This means that 70 per cent of the household respondents had no knowledge of LATF funded projects within their ward. A study on five LAs by Odhiambo et al (2005) made a similar observation whereby a larger proportion of the respondents were not aware of not only LATF funded projects, but all general projects undertaken by the LAs in their respective areas. This is an indication that there is a considerable level of lack of knowledge among many citizens of the various LA programmes. It is also an indication that LAs are not doing enough to inform their residents of the on-going programmes, including the sharing of their strategic plans and work plans.

Cross tabulating gender of respondents with their knowledge of LATF/LASDAP, even though there were almost similar numbers of both men and women interviewed, there were more men than women who had knowledge of

LATF/LASDAP as illustrated in Table 3. Women had less knowledge of LATF/LASDAP compared to men.

Table 3: Cross tabulation of Gender and knowledge of LASDAP/LATF

Gender	Knowledge of LASDAP/LATF		Total
	Yes	No	
Male	12	7	19
Female	7	14	21
Total	19	21	40

Source: Field data, 2007

At the same time, a cross tabulation between gender and knowledge of LATF/LASDAP funded projects still indicated that men were more aware of the projects and were able to mention more than one funded project. Their female counterparts only managed to list one funded project. This illustration is shown in Tables 4, 5 and 6.

Table 4: Cross tabulation of Gender and 1st LATF project mentioned

Gender	1st LATF project mentioned				Total
	Polytechnic	Bridge	Others (water/road)	Can't list any/Don't know	
Male	5	4	0	10	19
Female	0	1	2	18	21
Total	5	5	2	28	40

Source: Field data, 2007

Table 5: Cross tabulation of Gender and 2nd LATF project mentioned

| Gender | 2nd LATF project mentioned | | | | |
	Polytechnic	Bridge	Others (water/road)	Can't list any/Don't know	Total
Male	4	1	1	13	19
Female	0	0	0	21	21
Total	4	1	1	34	40

Source: Field data, 2007

Table 6: Cross tabulation of Gender and 3rd LATF project mentioned

| Gender | 3rd LATF project mentioned | | |
	Can't list any/Don't know	None other	Total
Male	17	2	19
Female	21	0	21
Total	38	2	40

Source: Field data, 2007

From the above tables, there is an indication that men are more exposed to issues of the LA than women, thus the better knowledge of LATF projects. This could be from the fact that men recorded higher attendance of forums organized by the LA than the women as will be seen in Table 8. Similar information was obtained from community leaders of Maina when they indicated that little presence of women in the consultative forums brought difficulties in ensuring gender balance of representatives to proceed to the consensus forum. As a result, there were more men than women representatives from Maina ward. The limited presence of women in the consultative forums may partly explain their limited knowledge of the projects.

When cross tabulating the level of education of the respondents with their knowledge of LATF/LASDAP, even though the largest proportion of those interviewed had primary education level, those with secondary education knew LATF than those with a lesser education as illustrated in Table 7.

Table 7: Cross tabulation of Education levels and knowledge of LASDAP/LATF

Education levels	Knowledge of LASDAP/LATF		Total
	Yes	No	
No formal education	3	1	4
Primary level	6	15	21
Secondary level	10	4	14
College level	0	1	1
Total	19	21	40

Source: Field data, 2007

Provision of information, knowledge and awareness cannot be more enhanced without proper education of the people. People with an education have a better and higher chance of internalizing and conceptualizing issues. The higher the level of education, the more this factor is enhanced. Education has the advantage of influencing other spheres of life within society. It opens individuals to different perspectives of looking at life. As a result people with education will tend to be more informed on participatory processes and other issues than those without or with a lower education.

Yet, even those with a lesser education and lesser knowledge of the participatory process of development that is LASDAP need to be involved all the same. This

lack of knowledge and information may create a challenge to what Berner and Phillips (2005) emphasized, in the participation process, that is, effective participation. Without proper information among the population, the participation process as well as its outcomes may not be effective and efficient.

4.3 Taking Part in the LASDAP Projects

4.3.1 Communication About the Consultative Forums

The attendance of any meeting is subject to a person having received information about its arrangement. Failure to this, one cannot have the opportunity to take part or participate in the same. The study shows that there is no dominant channel of communication for LASDAP meetings and therefore residents get information from a variety of channels. The reliability of such channels cannot be guaranteed for it is hard to lay responsibility on any particular channel.

A total of 25 per cent of household respondents obtained information from various quarters about the local level forums. This proportion comprises neighbours and friends as a channel of this information (2.5%) while the chief's baraza, as a channel comprised 10 per cent. Posters pasted in certain locations in the slum constituted 7.5 per cent of the sources of information, and the area councilor constituted 5 per as a source of information on LASDAP meetings. As earlier indicated there is lack of a clear communication flow on the presence of local level forums in Maina ward. This may be the reason why 75 per cent of respondents did not receive any information about the forums. It therefore implies that there lacks an effective way of passing information to the people. This consequently affects their attendance of the forums.

Odhiambo et al (2005) in a similar study of management of resources by LAs noted that communication has not been made reliable in most local authorities and is limited to posting notices in public places and writing letters. Similar information from key informants from NMC affirmed this by indicating that information on LASDAP local level forums is posted in certain public locations in each respective ward. With respect to Maina ward, this is done at the chief's office in Maina, Maina Health Center and at Maina Bus Park.

However, the risk of posting these notices in public places does not guarantee that the intended people will get to read them. Information from key informants indicated that on some occasions these notices had been vandalized by being ripped off. On other occasions, they got covered by other notices or posters passing on some other information. In some instances, the posters had also been defaced by weather. The use of these notices for communication may be contributing to a poor turn up in the local forums as discussed.

4.3.2 Attendance in Consultative Forums

The above not withstanding, the study shows that there was a low turn out in the consultative forums. Key informants indicated that to some extent the community does not identify with the LA. This is indicated by the minimal contact between the residents and the LA (as shall be seen in later in Table 13). This, key informants argued, could be due to inadequate and poor services received from the LA. The community therefore has some level of dissatisfaction. This, they added, could be the contributing factor to the low commitment among the members of the community, such that even if they get to hear about the forums, they still fail to attend. Key informants also indicated that some residents would rather not lose a day's earnings, especially for those engaged in casual labour and operators of SMEs. They would prefer to earn an income from a day's earning than delayed benefits from participating in the forum.

Among the household respondents, only 17.5 per cent and 15 per cent had attended forums at the local level called by NMC and/or Maina ward councilor, respectively. This therefore means that 82.5 per cent and 85 per cent of respondents did not attend the forums called by NMC and/or Maina ward councilor respectively. Thus, there were considerably low levels of participation by the respondents given that these forums are the first level of involvement of the residents in the LASDAP process. These local level forums according to key informants from NMC are referred to as consultative forums. Consultative forums are therefore points of consultation between the LA and its respective residents. This is where the residents present, discuss and determine their own development plan.

Out of the 17.5 per cent of respondents who had attended the forums called by NMC, two reasons led to their involvement. There were those who had interest in development issues of Maina (2.5%) whereas there were those who knew for sure that they were attending a consultative meeting (15%). However, information obtained from key informants from NMC indicated that there is no difference between the consultative meetings called by NMC or by the ward councilor. It is the NMC through the LASDAP desk that organizes these forums.

The councillors of the respective wards, who are informed of these forums in advance, support NMC in mobilizing people from their wards in participating in the forums. The presence of the councilors in these forums is of great importance given their status as the people's representative in the ward. This participation of residents as well as through their representatives, in this case the councillor, in their development, supports the definition of decentralization as explained by World Bank (1991) in Loop (2002) and Feeney (1998). Given that the participants in these forums have an understanding of why they are being involved, the LA is thus able to attend to the demands and needs of the local residents in provision

of public services. This participation also allows for accountability and efficiency in provision of services.

Despite the importance of people's participation in the forums, there was however a considerably high level of inattendance by Maina residents in the same (82.5%). The reasons for this high level of inattendance in the consultative forums were that 50 per cent had never heard such meetings being called for, while 15 per cent were occupied by or were attending to their personal business, 10 per cent came to Maina slum only recently, and 7.5 per cent of respondents had no idea that such forums exist.

The existence of structures for people's participation would not have an impact if the people it is meant for do not make use of it. The indications seen above for this high level of absence of residents in the consultative forums works against the motives and intent of decentralization or participatory approaches. The residents cannot be completely absolved from blame for their lack of participation. It cannot be denied that there is a level of non-commitment among the residents of Maina to warrant a high level of inattendance in the forums as indicated. Perhaps this could be as a result of lower levels of education indicated by 62.5 per cent of respondents with primary education and below. An indication that education plays a big role in participatory processes as earlier explained.

The fact that 15 per cent of the respondents knew about the meeting but were attending to personal businesses may be from the fact the there was poor timing as well as poor communication of the forums. According to key informants, communication on the existence of the forums reaches the residents late such that it is not easy to adjust ones commitments in order to attend. This may be the reason why people could have received information about the forums but still failed to attend them. The respondents who settled in Maina recently (10%) may have an excuse to give in that their understanding of issues in Maina may not be

sufficient to make reliable contributions at the forums. In spite of this, it does not necessarily mean that they could not participate in the forums, since these are open forums that do not close out any resident in the ward.

The low attendance in the forums by the respondents may also be an indication of lack of understanding of the people's role in LASDAP/LATF. People's participation, which is the essence of LASDAP, is not taken with the weight it deserves. Thus, in as much as the people may be the experts in directing their own development, they may fail to utilize this potential within them. As a result, the same people who are beneficiaries of these projects miss out on their roles and responsibilities. Key informants indicated a gap in education of the public relating to issues such as LATF, Constituency Development Fund (CDF) and other devolved funds. The people are thus not well informed of their roles and responsibilities towards such funds. They indicated that there is much to be done in terms of civic education of the residents within the wards.

Odhiambo et al (2005) made a similar observation stating that only 14 per cent of the respondents had participated in development projects initiated by their respective Local Authorities. The rest 86 per cent had never participated in any development project. The reasons for this lack of participation were poor communication by the Local Authorities to their citizens, disillusionment among the public with performance of Local Authorities and lack of feedback mechanisms to the public on progress of projects.

Nevertheless, the small proportion of household respondents that attended the consultative forum did their best in bringing out issues for consideration in the LASDAP process. Of those respondents who attended the forum, 12.5 per cent participated by giving opinions/comments while 5 per cent only sat and listened through the whole discussions. 82.5 per cent did not attend the forum at all.

Among the respondents who attended the consultative forums, 7.5 per cent said that the key contributors in those forums were the community leaders, followed by local residents (5%), business community (5%) and the local councilor (5%). The rest, 77.5 percent, never attended the consultative forum. This therefore means that the community leaders have an upper hand in making contributions within the consultative forums in the wards. However, the people's contribution also took an equally substantial role with the business community and the local councilor in the LASDAP process. The reason why community leaders took an important role is perhaps because they constitute community "gate keepers" whose input is valued due to their authority in understanding community issues.

4.3.3 Outcomes of Participating in Consultative Forum

All the respondents who attended the consultative forum indicated that their participation in the forum had made a difference in the manner in which development is determined in Maina. This difference is seen in terms of them getting a forum to air their grievances and prescribe possible solutions. They also get a chance to direct their own development and some benefit out of the whole process by getting employment opportunities. These are mostly casual jobs from projects that are under implementation. For instance, the construction of a classroom or improvement of a road would always require manual labour. The local residents are given first priority in getting these opportunities. For those endowed with specialized skills and the necessary resources, opportunities are created to tender for contracts to put up the funded projects.

Concerning taking up of people's views by the NMC, 71 per cent of the respondents who attended the consultative forum commented that the LA took up their views. This was done through writing of minutes by council officials. This is an indication that indeed the views of the people were acknowledged and taken in writing. The rest (29%) who did not have their views taken up was

because they did not talk in the forum. Key informants indicated that attendance of the consultative forums does not necessarily mean that participation has occurred especially when people do not air their views. Given the different capabilities of different people, some may not have the ability to articulate issues and speak out in a public forum. This they said is the reason why some people attend only to listen or just be present in the forum.

4.3.4 Participation and Gender

Cross tabulating the variable on attendance of consultative forums called by NMC with that of gender brings out striking observations. As shown in Table 8, even though there were more women than men interviewed, men attended the consultative forums more than their female counterparts.

Table 8: Cross tabulation of Gender and participation in forums

Gender	Participation in forums		Total
	Yes	No	
Male	6	13	19
Female	1	20	21
Total	7	33	40

Source: Field data, 2007

This is an indication that women face some impediments that make them not attend the meetings regularly. According to key informants, there was no proper timing of the consultative forums, which coupled with the multiple responsibilities that women play, limit them from taking part in the forums. Such responsibilities as housekeeping and taking care of their children and other dependants may stand in their way to participation if the forums are not well timed. For single

women who in addition are mothers and the only income earners in the family, then their chances for participation are much lower.

According to key informants, there were more men than women in the forums because the men were more available compared to the women. This may be explained by the patriarchal nature of the Kenyan society. The men, even at the family level occupy positions of leadership as heads of families. Even though they are the breadwinners, they have less constraining domestic responsibilities that limit them to participate in the forums.

4.3.5 Participation and Age Factor

It was also interesting to note that there was low attendance and hence low participation of youths in the consultative forums. Given that the youth bracket falls within the ages of 18-35 years, even though they constituted the largest proportion of the respondents, their attendance and participation in the consultative forums was considerably low (Table 9). The consultative forums appeared to be a favourite for much older persons between the ages of 41-50 years.

Table 9: Cross tabulation of Age and participation in forums

| Age categories in years | Participation in forums | | Total |
	Yes	No	
20-30	0	10	10
31-40	1	14	15
41-50	5	6	11
51-60	1	2	3
61-70	0	1	1
Total	7	33	40

Source: Field data, 2007

As indicated by key informants, the manner of invitations to the forums may be a hindrance in allowing participation by the youth. Though the notices are posted in public places and the youths may get to read them, they still fail to attend the meetings. For the youths who fail to see the notices in the public places where they are posted, chances are that they get informed about the forums by their friends, neighbours or parents who get the information. However, lack of commitment on their part may lead to their inattendance. As indicated in the table above, the age difference may be a discouraging factor for the youths who may feel out of place with much older persons.

Key informants also indicated that even though the forums are open, they do not provide any forms of incentives to attract special categories of people, for instance the youth or people with special needs. Thus, the forums to the youths may seem "unfriendly" hence the low attendance. Another indication by key informants on the low level participation by the youths is lack of awareness in civic matters. Most youths in Maina, they said are targeted for awareness on HIV/AIDS, life skills empowerment, non-violent conflict resolution and less on awareness on public funds such as LATF and CDF.

4.3.6 Participation and Education Levels

In terms of level of education, the respondents who had attained a secondary education marked the highest level of attendance and participation in the consultative forum. Those with a lower level of education marked a relatively lower level of attendance and participation in the consultative forum. This is illustrated in Table 10.

Table10: Cross tabulation of Education and levels participation in forums

Education level	Participation in forums		Total
	Yes	No	
No formal education	0	4	4
Primary level	2	19	21
Secondary level	5	9	14
College level	0	1	1
Total	7	33	40

Source: Field data, 2007

The level of participation therefore increases with the level of education. The respondents with secondary education who marked high levels of attendance in the consultative forum were also those aged 40 years and above. As compared to youths who are 18-35 years, the age category of 40-50 years seems to have more touch with issues affecting Maina. One reason for this as indicated by key informants is in the sense that the future of the older generation is pegged more to Maina. This is because most of them are married, have families and are settled. They therefore have a greater reason to be involved in issues of Maina and make a change for the better for themselves and their families.

In contrast, the youth who are just starting out in life, their future may not necessarily be pegged to Maina. The key informants indicated that the youth nature hopes of getting out of Maina and settle in better surroundings where there are better prospects. They therefore do not see themselves living in Maina for long unlike their parents and elders. This may explain their lack of touch and involvement with issues concerning Maina.

4.3.7 Participation by Other Residents

Even though there was low attendance in the consultative forum, among those who attended, they said that the forum was an open one. This means that all those present had the chance to air their views or put across their opinions and suggestions. Thus, there was considerable contribution by other participants present in the forums. This is an indication that there was room and opportunity given for all persons in the consultative forum to give their views as illustrated in Table 11.

Table 11: Participation by other residents

How they participated	Frequency	Percent
Every one had a chance to speak	7	17.5
Not aware/didn't attend	33	82.5
Total	40	100.0

Source: Field data 2007

One other indication of the people's participation having a significant role in the consultative stage of the LASDAP process is that the views of other participants at the ward level were taken up by the organizers. All the respondents who had attended the consultative forum reported that minutes of the consultative deliberations were recorded. The respondents indicated that there was assurance from the Nyahururu Municipal Council that what they had discussed in the forum would be taken into consideration.

4.3.8 Outcomes of Other Residents' Participation

All 40 household respondents covered commented on whether the participation of other people who attended the consultative forum had made a difference in the

development of Maina. A large proportion represented by 80 per cent of the respondents, felt that when other people participate in the consultative forums, they make a difference in the development scene of Maina as illustrated in Table 12.

Table 12: Impact of participation by other residents

Impact felt when others participate	Frequency	Percent
Yes	32	80
No	8	20
Total	40	100

Source: Field data, 2007

The residents were of the opinion that even though they never attended the consultative forum, those who did made positive contributions in bringing out development in Maina. In addition, they felt that those who attended the consultative meetings in a way did it on behalf of those who never attended. In saying so, they had confidence and trust that those present at the consultative meetings would endorse their suggestions and propositions. They also felt that projects that get proposed by those present at the forums get implemented, meaning that those present brought some level of change. They felt that those who attended the forums shared the same vision with them most probably because the shared similar challenges in Maina.

Given the above opinions by the respondents, the concern that arises is whether they would have the motivation to personally attend similar forums in future. Given that Maina residents face similar challenges, for instance poor roads and absence of a sewage system, chances are some residents may fail to attend the forums certainly because their neighbours who would, would raise issues to benefit the entire ward.

Other household respondents (20%) felt that the participation of other people in the consultative forums did not make a difference in the development of Maina. The reasons they attribute to this is that some feel that there is no transparency on the part of the NMC in the whole process of selecting and funding projects for Maina. This is in relation to utilization and management of LATF. The other reason is that those present in consultative forums only represent personal interests. These personal interests, they argued, come as a result of selective invitation to the forums, influence by the local councilor in the participatory process and alleged mismanagement of funds. However, it was noticeable that some of the respondents were opposed to their councilor and were hoping to vote in a different candidate in the next round of general elections.

However, similar information obtained from key informants who had attended stakeholders' consensus forums indicated that cases of low levels of transparency exist. These manifest themselves most at the consensus forums when the NMC officials table the LATF budget of the previous year showing how the funds were utilized against funded projects. This they say is done in such a hurried manner with little room to raise comments or questions. Again, these budgets of previous years are never given before hand for the public to scrutinize them and later raise issues at the consultative forum.

Key informants mentioned another reason that creates the feeling among some respondents that there is no adequate representation in the consultative forums. They argued that at the time of inviting the public to consultative forums, there is poor communication about the forums. This creates a bias in the level of attendance of the consultative forums. This is because it means that only those close to the ward councilor and a few other persons attend these forums. People close to the ward councilor are never seen as a true representative of the people of Maina. They are taken as people who advance the political interests of the councilor.

The political set up that surrounds the councilor's position may explain why some people in the ward would not identify with the opinion he holds. They would want to be in opposition with him and may agree with the opinions of his political rival. This of course does not refute that fact that political leaders may have their own biases in making invitations to participatory forums to ensure that the majority are those on his side.

As a participant observer, the researcher made an observation in relation to the above during the field study. This was in a session at the Stakeholders' Consensus Forum. There occurred a fierce disagreement over the prioritization of project for funding. This was between the ward councilor and a representative from Maina ward. While the representative proposed vetting of the project ranked highest in the list of priorities for funding, the councilor proposed vetting of a project ranked lower. Yet at the consultative forum in Maina, the participants left having decided what project was of priority for funding. Even though the representative wanted to protect the interests of Maina ward residents, it was also a clear manifestation of political rivalry with the councilor.

4.4 Involvement Beyond LASDAP

The NMC through the LASDAP desk acts as one of the agencies of development in Maina ward. Through LASDAP, Maina residents determine their development priorities which then get funded and implemented from LATF. However, there is an indication among the residents of Maina that the NMC does not involve them adequately in development issues. To them, the LA is seen to be concerned with collection of rates and other payments made to it. The development agenda of the LA is just a secondary issue to them. Instead, the residents feel that they identify more with other agencies of development. These are other state and

non-state agencies such as the provincial administration through the chief's office, public and private schools, churches, CBOs and NGOs.

Only 5 per cent of Maina household respondents indicated that they are involved in other ways besides LASDAP by the Nyahururu Municipal Council. This involvement is in the form of food donations to children's homes, for example through the annual mayoral Christmas tree event. The other reason attesting to this is that the council holds occasional meetings in Maina ward. There was no corroboration of this information however from the key informants.

Most household respondents (95%) indicated that the Nyahururu Municipal Council does not involve them in any other way in development issues of Maina. In any case, officials of the council are hardly seen within Maina. Except on rare occasions such as when the NMC officials come to collect rates. Some members attested that the NMC never calls meetings while others have never heard of meetings called by them. A few other respondents were not aware whether they should be involved by the NMC in any other way as illustrated in Table 13.

Table 13: Non-involvement of residents by NMC

Reasons for non-involvement	Frequency	Percent
Only follow-up on rate collection	10	25.0
Don't see them often in Maina	4	10.0
They never call for meetings	6	15.0
Never heard any forum called by them	11	27.5
Not aware	7	17.5
Involved by NMC	2	5.0
Total	40	100.0

Source: Field data, 2007

The above is an indication that there does not exist a close relationship or contact between the NMC and the residents of Maina ward. Perhaps this

explains this high level of apathy among Maina residents. This was also indicated earlier in this study under participation of residents in the consultative forum. Similar observations were made by the study of Odhiambo et al (2005) among five LAs in Kenya.

The councilor of Maina Ward also hardly involves the residents of Maina in other areas of development besides LASDAP. Out of the household respondents, 95 per cent of the indicated that the councilor did not involve them in other development issues. On the contrary, only 5 per cent of the respondents indicated that the councilor indeed involved them in development issues. This is as illustrated in Table 14.

Table 14: Non-involvement by ward councilor

Reasons for non-involvement	Frequency	Percent
Only comes during political campaigns	14	35.0
Never involves us	7	17.5
Never heard of a meeting by him	8	20.0
Don't even know the councilor	2	5.0
Not aware	7	17.5
Involved by councilor	2	5.0
Total	40	100.0

Source: Field data, 2007

The reasons given by respondents in view of not being involved by the councilor was that they were certain that he never involves them and in addition, others

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have never heard of meetings called by their councilor. The only meeting some were sure the councilor calls for, are meetings during political campaigns at the end of every five years seeking for votes for the civic seat. Another category of respondents did not even know who their councilor was while others were not aware whether they should be involved by their councilor in other ways.

The household respondents who indicated that they were involved in other ways by their councilor said that this was only through convening of meetings on various issues. These were such as provision of water, improvement of roads and waste management. However, these issues are more of key responsibilities of the LA. One probable observation in relation to this is that in such meetings, the councilor was reassuring his residents of the influence he would use to have such services brought to them by the LA.

The area chief who represents the Provincial Administration has a relatively higher level of involving Maina ward residents in other areas of development. Among the household respondents, 60 per cent indicated that the chief does involve them in development matters concerning Maina. The main areas of this involvement are security issues, addressing the elephant menace, addressing issues of manufacture and consumption of illicit brews, addressing forest issues, addressing youth issues and issues concerning land and agriculture. This is as illustrated in Table 15.

Table 15: Involvement by area chief

Ways of Involvement	Frequency	Percent
In security Issues	18	45.0
In addressing the elephant menace	1	2.5
In issues concerning illicit brews	1	2.5
In addressing forest issues	1	2.5
In addressing youth issues	2	5.0
In land/agricultural issues	1	2.5
Not involved by chief	16	40.0
Total	40	100.0

Source: Field data 2007

This is probably because the chief's office is situated right within the slum. Unlike the situation with the councilor and/or the NMC, where for any transaction of business, one has to travel the distance to the council offices within Nyahururu town. Key informants indicated that the chief also has numerous [2]*barazas* within any given period. This is unlike the NMC, which according to this field study only comes once every year during LASDAP forums. There is therefore more touch with the chief's office than with the council authorities.

Another reason that may explain this is that the chief's office, which is under the Provincial Administration, is a de-concentrated part of the central government. All

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[2] These are public forums organized by the chief mainly to communicate policy issues from the government to the local people (CKRC, 2002). The barazas also serve as avenues for involving communities in various issues such as security and training of farmers mainly from agricultural extension officers.

the power however, still remains at the center embedded in the presidency and related ministries. The chief is thus a representative of a greater authority that trickles down through the Provincial Commissioner, to the District Commissioner and the District Officer. At the local level, the chief is more accessible and hence residents easily identify with this office (CKRC, 2002). Thus the chief's office being a part of the central government, exercises greater influence within its area of jurisdiction. As a result, the people to some extent do not have a choice but to get involved in issues raised through the chief's office.

As indicated above, the chief's office tackles day-to-day problems such as insecurity, illicit brews e.t.c affecting the community. These issues have an impact on development for instance according to the PRSP security is an important impetus for development. The protection of private property is what any investor at any particular level would want guaranteed. The chief thus plays an important role in ensuring security within the location. There is thus more recognition of the chief's office among the population of Maina especially because of the extent to which they are involved in security issues. A similar observation was made by Odhiambo et al (2005) where both the colonial and post-colonial governments preferred reliance on the provincial administration to Local Authorities as the main organ for political and economic development.

The other 40 per cent of the household respondents indicated that the chief does not involve them in other matters of development. These respondents said that they had never heard of meetings called by the chief, while others did not even know who the chief was. Still others did not realize that the chief should involve them in development issues. This is an indication that there exists apathy among some residents not only in matters involving the LA but the chief's office as well. It may also explain why some residents apportion blame to the NMC or the chief's office for failures such as poor service delivery or insecurity. In as much as these institutions have their responsibilities and incapacities, the residents do

not realize the crucial role they play in making things happen within their community.

Churches also play a key role in involvement of Maina ward residents in matters of development. Among the household respondents, 60 per cent indicated that the church involves them in issues of development. This is done in fundraisers for needy persons within respective churches. Areas for fundraising include HIV/AIDS and education. Other areas of focus in churches include information dissemination in matters of health, church development and environmental issues such as garbage collection. This is shown in Table 16.

Table 16: Involvement by churches

Ways of involvement	Frequency	Percent
In fundraising for needy persons in churches	12	30.0
In HIV/AIDS and other general education and information	3	7.5
In church development	5	12.5
In environmental issues like garbage collection	4	10.0
Not involved by churches	16	40.0
Total	40	100.0

Source: Field data, 2007

The reason for this greater involvement is due to the close relationship between churches and the communities as well as individuals. This is an indication that people are compelled to involve themselves with institutions that they feel they have a close contact with.

In as much as churches play a key role in involving Maina residents in development issues, 40 per cent of household representatives said that the church did not involve them. This proportion of respondents had the perspective that the church is more of a spiritual base than a development agent. Key informants indicated that there was influence depending with the church a respondent belonged to. Small upcoming churches, according to key informants, had limited resources and thus had little chances of involving their congregations in issues of development. This is unlike mainstream churches such as the Catholic, Anglican or Presbyterian that undertook various projects such as health, education and emergency relief. Key informants also indicated that there are those residents who do not attend or belong to any church for one reason or another. These may not have had the opportunity to be involved in development matters arising from the church.

The school (both public and private) as an institution marked the highest level of involvement of Maina ward residents in development matters. This as shown in Table 17.

Table 17: Involvement by schools in development

Ways of involvement	Frequency	Percent
Through PTA meetings	9	22.5
In guidance and counselling of children	3	7.5
In school development	15	37.5
In mobilizing support for needy children	2	5.0
In administering the school feeding programme	3	7.5
Not involved by schools	8	20.0
Total	40	100.0

Source: Field data, 2007

Among the household respondents, 80 per cent indicated that respective schools had involved them in issues of development. Significant ways of involvement were through the Parents and Teachers Association (PTA) meetings and in school development. Other ways were in counselling of children, in administering the school-feeding programme in public primary schools and in mobilizing support for needy children within the schools.

Key informants indicated that the reason for this greater involvement by the schools arises from the fact that the respondents most likely had school going children. Therefore as parents, they were primary stakeholders with the respective schools and could not fail to attend meetings or get involved in their activities. There is also the other reason that most schools impose stiff penalties for lack of attendance of these meetings by parents. The parents are in other words coerced into participating in all school activities for the best interest of their children. There is therefore limited room for non-attendance in school activities. This therefore explains the effectiveness seen in participation seen in school development activities.

However, 20 per cent of household respondents indicated that schools did not involve them in development issues. An explanation for this could be that these respondents did not have school going children or older children. Thus they lacked the motivation of getting involved in school matters. Another reason for this could be that there might have been no proper understanding among these respondents that attending to school matters was a way of participating or getting involved in development in the field of education. As a result, their attendance to the same would not have qualified as participating in development activities.

Non-governmental Organizations equally involved Maina residents as the chief (Provincial Administration) and the church. Among the household respondents, 60 per cent indicated that NGOs involved them in development issues. This was

in areas like HIV/AIDS, income-generating activities (IGAs) for youths, in building classrooms for public primary schools, in women's issues, in rehabilitation of street children and in community rehabilitation of children with disabilities. Table 18 gives this illustration.

Table 18: Involvement by NGOs/CBOs

Ways of involvement	Frequency	Percent
In women's issues	3	7.5
In HIV/AIDS issues	9	22.5
In supporting youths through IGAs	7	17.5
In rehabilitation of street children	1	2.5
In building classrooms for public schools	3	7.5
In supporting children with disabilities	1	2.5
Not involved by NGOs/CBOs	16	40.0
Total	40	100.0

Source: Field data, 2007

From the field study, the household representatives identified two main NGOs that usually involved them on a regular basis. These were PFP (Partners for Progress) and St. Martin Catholic Social Apostolate. From the respondents, there was close contact between them and these two organizations.

HIV/AIDS and youths issues featured among the main areas of involvement by NGOs. Given the informal settlement status of Maina and its socioeconomic

level, as earlier described, the impact of HIV/AIDS is no doubt severe. These same features also put the residents of Maina in a greater risk of contracting HIV. Heightened HIV/AIDS awareness campaigns at the national level have put more people aware of the scourge. For this reason, there is a feeling of personal responsibility among many to fight HIV/AIDS. As a result, there is more involvement by the people since they are primary stakeholders in fighting the pandemic. The same may apply for greater involvement in youth issues. There are many youths in Maina who are either in or out of school. They face various difficulties such as pursuing further studies or securing gainful employment. They also risk engaging in vices such as drug abuse and risky sexual behaviour. Thus they find it better to improve their prospects through initiatives for the youths organized through NGOs or CBOs.

Some of the household respondents (40%) indicated that NGOs did not involve them in development matters within Maina. Among these are those who were not aware of any NGO/CBO operating within Maina. This is because they may not have been members of an association e.g. for market stall owners or a self-help group (SHG) that belongs to men or women and that works with existing NGOs/CBOs in Maina. There is thus no interest or motivation for them to know the NGOs/CBOs around them. Even for those who may have been aware of these organizations, their non-membership status to any association or SHG would have made them feel that the NGOs/CBOs do not assist them in development. This could also explain why other respondents were not aware that these organizations should work with them or assist them to address their development objectives.

4.5 Representation

This happens at a different level of the participation continuum that is the LASDAP process. This is in the consensus forum. As indicated by key informants, this forum is called the Stakeholders' Consensus Forum. The purpose for this forum is for the participants, who are representing the various wards, to reach a consensus on which projects in the various lists of priorities should be funded. This is because the resource envelope (funds available for development projects) is never enough for all the listed projects in all the wards. Funding is therefore given for those projects that are of highest priority for every given ward. Each ward is given slots for at least four representatives who forward the interests of their respective wards to the consensus forum.

However, this method of using representatives was only adopted recently and indications at the time of data collection were that this was the second time representatives were being used. What happened before, according to key informants from the NMC, the Local Authority had the prerogative of inviting participants to the forum. These participants were called stakeholders as they represented different sectors within the municipality e.g. jua kali, market stall owners, business community, religious leaders, NGOs, CBOs e.t.c. Residents of the municipality had no stake in selecting and inviting these participants to the stakeholders' forum.

The consensus forum is thus a higher level of participation than the consultative forum for the residents of Maina in the LASDAP process. The consensus forum can be likened to the New High Ground perspective by Chambers (1997). Through this platform, the residents of Maina ward, through their representatives are brought to a much higher level where they get to direct their development. It does not mean however that the representatives will take full control of the process in the absence of the Local Authority personnel. The latter will only get to

facilitate the process and not direct it. Thus, the people decide what development priorities would be funded by LATF and those they would put aside given the limited available resources.

Among all the household respondents, only 17.5 per cent had knowledge of the stakeholders' consensus forum. They knew for sure that it is the forum that comes after the consultative meeting at the ward level in Maina and that it is held at the Nyahururu Municipal Council offices. The rest, 82.5 per cent had no knowledge of what happens after the consultative forum at Maina ward. This was mainly because there was little understanding of the LASDAP process among 32.5 per cent of household respondents. Another 22.5 per cent of respondents got to learn of LATF/LASDAP at the time of interview with the researcher. While 22.5 per cent were not aware or sure about the same issue, 5 per cent had never bothered to find out what goes on.

As indicated by key informants, partly, the LA bears the responsibility of disseminating information on the same to the public. However, the LA is not adequately capacitated in doing so. They further indicated that there is no Civil Society Organization (CSO) within Nyahururu that builds community capacity on the same. As a result, only few people are informed about LASDAP and it is mostly through personal initiative. Despite relatively few respondents having knowledge of the stakeholders' consensus forum, much lesser respondents had knowledge of the procedures that take place to fund prioritized projects. Only 7.5 per cent of all respondents interviewed knew with certainty the procedures that are used to fund selected projects. These select few who knew the procedures indicated that the available resource envelope (funds for development) determines which selected projects will be funded.

Key informants confirmed that the resource envelope is the main determinant of projects to be funded at the consensus forum. The same applies to the LATF

regulations. However, even before committing funds to any project, the LATF regulations insist that the projects should have been initiated with the involvement of the local people through LASDAP (Republic of Kenya, 2005). Another way of selecting the projects for funding as mentioned by key informants depends on how long the project would take to implement. LATF regulations and guidelines allow a maximum of three years within which a project should be implemented. These are called rolling projects. Thus, a project can roll for a maximum three of years whereby in each financial year, funds are allocated to it to ensure its continuity and completion. Further, the

Among all the household respondents, 25 per cent had knowledge of their representatives, that is, those that take forward their interests to the stakeholders' consensus forum. Still, 22.5 per cent of the respondents had knowledge of how these representatives were selected. Two major ways were mentioned on how these representatives were selected as shown in Table 19. One is that they were elected by the people (many of whom referred to their councillor) or secondly they were proposed and seconded by those present in the consultative forum.

Table 19: Selection of representatives

Methods of selection	Frequency	Percent
Elected by the people	4	10.0
Proposed and seconded by all those present	5	12.5
Not aware	31	77.5
Total	40	100.0

Source: Field data, 2007

information from key informants indicated that each ward is allowed to have five representatives including the area councillor. The other four representatives are selected among those present at the consultative meeting at the ward level. The method of selection is that one participant proposes a person and the rest who are present second the one proposed. Another way of selecting a representative is through election by the people. This method allows the selection of the area councilor who is the people's representative. This is however done through the secret ballot every five years during the general and civic elections. The councilor by virtue of being the elected leader automatically qualifies.

One contention about the use of representatives by some key informants is the lack of true representativeness of these persons. This they said is done deliberately at times. This is through the skewed way in which people get informed and invited to the consultative forums, only people close to the ward councilor get to attend the forums. Therefore, when selecting representatives, most often than not, it is these people who are allied to the councillor that get to be identified as the ward representatives. Thus at the end of it all, it is the agenda of the political class that is pushed forward.

One other contention is that the use of representatives always brings new "faces" to the stakeholders' consensus forums. These new persons at times have little understanding of the LASDAP/LATF processes and procedures. They lack the ability to raise concerns whenever the reports and minutes of the previous consensus forums are presented. This is usually part of the agenda of every consensus forum and those present are given a chance to put across any questions or suggestions. The lack the ability to raise concerns on important issues that need scrutiny may mean that some anomalies concerning projects and their funding pass unnoticed.

Once the stakeholders' consensus forums are through, feedback by representatives is very low as indicated by 95 per cent of household respondents who indicated that the representatives did not give them any feedback. The respondents further indicated that they got to learn of projects that were to be implemented or were already under implementation through their neighbours and friends. They were also certain that they had never heard of any forum to give them feed back on LASDAP projects and that no such forums exist. Mitullah (2004) similarly argues that this is one of the challenges to the representative approach to participation. Key informants gave a similar observation that there does not exist a feedback mechanism to the ward residents on outcomes of the stakeholders' consensus forums.

Contrary to the above scenario, Odhiambo et al (2005) contend that effective stakeholder participation through representation requires forums where the representatives consult with those they represent. However, as indicated by the observations made above, this is not the case and those represented are not even aware that they are represented in the LASDAP process. Moreover, the representatives would make key decisions at the consensus forum without consulting those they represent as indicated earlier through the participant observations made by the researcher.

In addition to this, the researcher, through participant observation, noted that at the sites of the projects that form the scope of this study, there existed not a sign to describe the projects to the citizens. A signboard for instance, could be a way of providing feedback to members of the public. In some government projects like the construction of a road, one would usually observe along the road, a big signboard describing the project, listing the name(s) of the contractor(s), the supervisor(s) and the financier(s) among other details. This was missing in the LASDAP projects in Maina. However, key informants from NMC indicated that

such signboards had been planned for. From observation, the reason why these boards were not put up was tactfully evaded at the time of interview.

4.6 Selection of Projects

The situation with most LAs is such that many basic amenities and services are either inadequate or missing. For example, not all houses are connected to clean tap water, roads are in poor condition, waste disposal and management is poor to mention but a few. The people as a result have various needs in their respective wards. From the household respondents and key informants, there was an indication that Maina ward residents were able to select and identify needs that they considered important. These included water, education from primary to tertiary level, health, security, roads and drainage.

Among the household respondents who attended the consultative forum, 17.5 per cent indicated with certainty that the consultative forum was able to identify the needs of Maina ward. Information from key informants indicated that the residents who attend the consultative forums list all the needs they considered urgent in their ward. The people were free to speak their minds and to mention those needs they consider need to be addressed. According to the field study, and as mentioned earlier, community leaders played a key role in bringing out these needs in the consultative forum.

The researcher listed several needs and the seven household respondents who attended the consultative forum were asked to mention whether or not these needs were addressed. Their responses on the various projects are listed as shown in Table 20. They are in a descending order from the project that was mentioned by the most to least of the respondents. However, this is not the order

in which the projects were selected during the consultative forum according to the minutes that were written (NMC LASDAP, 2007/2008).

Table 20: Selection of projects.

Selected project	Frequency	Percentage
Roads	7	100
Primary education	6	85
Water	5	71
Secondary education	5	71
Tertiary education	5	71
Health	4	57
Drainage	4	57
Garbage collection	1	14
Others	1	14
Security	0	0
Sewage	0	0
Nursery	0	0

Source: Field data, 2007

All the respondents in the forum (100%) mentioned roads as one of the selected projects. The main reason for having the discussion on roads was the need for grading and murraming of the earth roads. More specifically, the minutes of Maina ward consultative meeting (NMC LASDAP, 2007/2008) indicate that this was to be done on one particular road that leads to the zone/viliage called Siberia. According to key informants from Maina, the roads were in poor condition and the situation got worse every wet season. This as a result restricted movement within and without the slum. As a result it negatively affected farming and business because transport by road was almost impossible during the rainy season.

The main purpose for primary education, which was mentioned by 85 per cent of the respondents, was either constructing extra classrooms in the public primary

schools within the slum or creating a special unit in one of the primary schools that would cater for the needs of children with disabilities. Key informants from Maina indicated that the main purpose for having a project on primary education was mainly to put up a special unit in one of the primary schools to cater for special needs of children. They observed that many children with special needs such as learning disabilities, physical disabilities and mental retardation were left at home and thus denied the right to education. Though there was one special unit within a public primary school in Nyahururu town, distance was a hindrance to such children. Besides, the special unit in question only catered for children with hearing impairment.

Among the respondents in the forum, 71 per cent mentioned water as one of the selected projects. The reason for this was that there was need to make water more accessible to the residents of Maina and creating more collection points for those without water. However, according to the minutes of the consultative forum (NMC LASDAP, 2007/2008), water was not listed as a selected project. Neither did key informants mention water as a selected project.

Secondary education was mentioned by 71 per cent of the respondents as a selected project. According to their explanations, they indicated that the specific needs were to put up extra classrooms in the only day secondary school within the ward and an administration block. On the contrary, the explanations according to the minutes of the consultative meeting (NMC LASDAP, 2007/2008), the actual need was to put a laboratory in the day secondary school. The key informants indicated that this school was relatively new and lacking in basic amenities like a science laboratory, a library facility and a dining hall.

Among the respondents, 71 per cent indicated that tertiary education was one of the needs that were mentioned and selected. Their explanation was that there was a need to put up a youth polytechnic. This they said would address the many

cases of youths out of school. These were mainly primary school graduates who could not proceed to secondary education and "O" level graduates who could not advance to higher education. This same information was obtained from the minutes of the consultative forum (NMC LASDAP, 2007/2008). The key informants added that the ward faced a big challenge of many youths out of school who could not acquire a gainful skill due to the high cost of tertiary level education. They expressed concern that if this issue were not addressed, then many of the youths would face a difficult future.

In relation to health, which was mentioned by 57 per cent of the respondents, the need was to expand the new dispensary within the slum to include a maternity wing. Minutes from the consultative meeting corroborated this information (NMC LASDAP, 2007/2008). The key informants from Maina as well, indicated that this was the focus for selecting a project on health issues. This they said arose from the challenges faced by expectant women from Maina. Many, they said, delivered within their homes due to inability to afford the maternity fee at the Nyahururu District Hospital. Many women as a result got detained at the hospital with their newborn babies when they failed to meet the costs. They added that such women would benefit from free maternity services enjoyed by government health centers and dispensaries.

The main reason for drainage, which was mentioned by 57 per cent of the respondents, was the need to put drainage tunnels beneath the roads to clear surface runoffs especially during the wet season. However, according to the NMC LASDAP (2007/2008), drainage was not indicated as one of the projects that were selected by the consultative forum. The respondents could have mentioned drainage as a need because of its close relation with roads. The tunnels put underneath roads help drain surface runoff and make roads more accessible even during the wet weather. This is especially so for sections where streams cut across the road. Information from key respondents from Maina did

not also indicate this as one of the needs that were identified in the consultative forum.

In relation to garbage collection and waste disposal, 14 per cent of the respondents indicated that this was one of the selected projects. They argued that the main reason for this need was because of poor garbage management in Maina ward. Garbage is littered all over and is hardly collected making the slum filthy. With the popularity of plastic bags as the packing material choice of, there has been poor disposal of the same, which makes the slum look like one big garbage dump, they said. They also indicated that the drainage trenches are clogged up with solid waste most of which is waste from polythene bags. Similar observations were made by the researcher at the time of this study through participant observation. However, there was no indication in the minutes of the consultative meeting that waste disposal was one of the needs identified (NMC LASDAP, 2007/2008). Key informants from Maina did not indicate the same information either.

Under others, a slot given for the respondents to list other projects that may have been discussed, 14 per indicated that land issues, the elephant menace and collecting wood fuel from the forest were discussed. However, these projects did not appear in the minutes of the consultative forum (NMC LASDAP, 2007/2008). The Maina community leaders did not mention these either as projects that were selected in the forum.

No respondent mentioned three of the listed projects as having been selected at the consultative forum. These were security, sewage and nursery school education. Similarly, the Maina community leaders did not mention these projects. According to the consultative minutes (NMC LASDAP, 2007/2008), no mention was made on projects concerning sewage and nursery school education. However, street lighting was one of the projects that were selected.

This project is closely related to security in that, dark streets and corners within the slum would be lit up hence reducing chances of petty thieves and muggers waylaying their victims in the shadows. This subsequently would check cases of insecurity within the slum.

Information from Maina community leaders and minutes from the Maina ward consultative forum indicated that besides the above-mentioned needs that the researcher listed, there were two other needs that were mentioned and discussed. These were construction of an open-air market and the construction of a community hall within Maina ward (NMC LASDAP, 2007/2008). The argument for having an open-air market was to have vendors who sell by roadsides within the slum located at a central place and thus ease congestion along the roads. The key informants said it would also improve hygiene since it would avoid the traders from displaying their goods, mostly foodstuffs along the roads next to open trenches that pass filthy water. The construction of a social hall would bring benefit since most public gatherings like the chief's or trainings for farmers and SHGs are done in the open with great limitations during unfavorable weather conditions.

4.7 Prioritization of Needs

The reality within many LAs is that people's needs always surpass the available resources, in this case, the resource envelope. For this reason, not all identified needs and projects get to be financed and implemented. As a result, the people have to prioritize those projects they feel are of paramount importance. Within the NMC, most often that not, among the various projects that may be prioritized, only one gets to be financed within any given ward. This is done to ensure that at least each ward receives a proportion of the resource envelope to implement a

project of choice. From the field study, there was an indication that Maina residents were able to prioritize their projects.

All the respondents who attended the consultative forum indicated that the forum was able to prioritize the needs that were identified. The researcher asked the respondents to mention the needs that were prioritized in accordance to their order of priority from the first to the third. According to 42 per cent of the respondents roads received priority number one. Priority number two was a special unit for children with disabilities to be established in one of the public primary schools. This was according to 42 per cent of the respondents. The third prioritized need was a youth polytechnic or a vocational training center according to 28 per cent of the respondents.

Making a comparison with the minutes of the consultative forum in Maina ward, the following was the order of priorities for the ward (NMC LASDAP, 2007/2008); construction of a vocational training center; roads murraming and grading; construction of a maternity ward; construction of an open–air market; construction of two classrooms in Thama Primary school; construction of a laboratory at Munyaka Secondary school; construction of a community hall; construction of a special unit and street lighting in Maina slum.

There was no big discrepancy among two of the top three priorities in the two instances except for the one on special unit. The respondents felt that roads and the polytechnic were of greater importance. Roads as they had indicated were in a poor state and thus needed attention if their business and farming were to improve. The problem of many youths out of school without a skill to secure gainful employment, they said, would be addressed through the youth polytechnic. Whereas the respondents prioritized the special unit number two, in the consultative minutes, it was prioritized number eight. As indicated by the

respondents and Maina community leaders, children with special needs did not enjoy their right to education. This was because there were no suitable facilities in place for them. However this project featured not even in the top five as indicated in the minutes. The open-air market and the social hall for example received much higher prioritization. The maternity ward however received a higher priority at number three. This is an indication of the significant attention given to expectant mothers the challenges they faced as explained by key informants from Maina.

Besides asking the respondents how needs were prioritized at the consultative forum, the respondents were also asked to rank, in their own way, the needs that the felt required the most urgent attention. Respondents were required to rank as number one, the need they felt required the most urgent attention and number five, the need they felt required the least attention. With this understanding, no projects were pre-listed for them from where they could choose to rank but the respondents were left at liberty to decide on their own which projects to list from the first to the fifth rank. Interesting observations were made from this exercise showing the different needs and perspectives among the respondents.

In the first rank, the household respondents listed at least nine different needs. Out of the nine, roads had the highest frequency of 15 with a percentage of 37.5. Roads still featured as the need that needed utmost attention in the second rank. It had the highest frequency of 9 among all 10 projects mentioned, a representation of 22.5 per cent. Water, in the third rank, obtained the highest frequency of 8 among the 13 needs that were mentioned, representing 20 per cent of respondents. In the fourth rank, health received the highest frequency of 10 among the 13 needs that were mentioned. This was a representation of 25 per cent of respondents. Education received the highest frequency of 6 in the fifth

rank among the 12 needs that were mentioned by respondents. This was a representation of 15 per cent of the respondents.

Thus, the most urgent five needs in order of priority according to the opinions of Maina ward residents were roads, water, health and education. Roads took the first two positions, an expression of just how roads are such an urgent need in Maina. All household respondents indicated that the roads in Maina are totally impassable in the rainy season and this greatly affects mobility, business and farming activities undertaken within the ward. The need was to have the earth roads murramed or graded to improve their accessibility.

The main reason behind ranking water was the fact that most respondents did not have this resource in their houses. They thus had to buy water from vendors or worse still, if they lacked money to buy water, they would seek an alternative from a seasonal stream that passes through Maina slum but also greatly polluted due to lack of proper waste management in the slum. The other reason for giving water a relatively higher rank was that installation costs were too high and for those with little or no income, accessing this resource from their homes was difficult.

Health was ranked because of the need to expand the dispensary in Maina to include a maternity and in-patient wing. Other reasons for its mention was the need to include night services in the dispensary as these were not available, lack of adequate medical staff and lack of adequate drugs in the dispensary.

Education got the fifth rank because of the need to expand classrooms especially in public primary schools in Maina. This was due to the large number of children enrolled in these schools following the free primary education policy by the

government. Other reasons mentioned were increasing facilities like desks due to the large number of pupils enrolled and lack of adequate bursary support for children in secondary schools hence the need to increase this allocation. Still another reason was to start an extra secondary school in the slum, as there was only one day school that serves all the secondary education needs of Maina children.

Through participant observation by the researcher, a trip through the slum during the field study, especially during the rainy season as it were, brought out other needs besides the above mentioned. These were drainage and sewage. As indicated earlier in this study, the soil type in Maina does not allow easy drainage of water. This is because the area itself is marshy which means that the water table is quite high. The implication this has is that due to the absence of a sewage system, pit latrines, which are the most common, during the rainy season, flood and spill their contents into open trenches. Though some respondents made these observations when they made their rankings, none of these needs featured among the five most urgent ones. In addition, explanations of ranking health in the fourth position did not capture the health risks posed by the absence of a sewage system.

This is an indication that different stakeholders view issues in different ways. In each of the five ranks, an average 13 needs were mentioned and in each rank different respondents ranked needs differently. For some who almost made similar ranks, different explanations were given. For instance, on water, some respondents were of the opinion that piped water needs to be extended to areas not served whereas for some, the connection cost was the limiting factor even if the pipes were only a few meters away.

Despite the diverse priorities indicated by the respondents, a convergence is seen in the top urgent needs that were ranked. The respondents agree on these

most basic needs, which are roads, water, health and education. Making comparisons with the actual top five priorities listed in the consultative meeting (NMC LASDAP, 2007/2008), a close similarity is observed. This is among three needs, i.e. roads, education and health. The only small divergence is in the open-air market, which was listed in the minutes but was not mentioned by the respondents, and the absence of water in the minutes as ranked by the respondents. In conclusion, this is an indication that the respondents have the capacity to determine what they want. This shows that Maina slum residents are indeed occupying the new high ground.

4.8 The Consensus Forum

Information from key informants indicated that once the consultative meeting is over, all the deliberations in which needs were identified, listed and prioritized are forwarded in agreement with all in attendance to the stakeholders' consensus forum. It is at this forum that the projects get to receive one last prioritization. Since the funds are not always available for all the listed projects from all the wards, only perhaps one project of highest priority in every ward gets to be funded.

The key informants named this stage; the Stakeholders' Consensus Forum. They indicated that it is very rare for the stakeholders' consensus meeting not to take up the deliberations from the consultative forums in each ward and go against them. However, it occurred once in the NMC in the financial year 2004/2005, as they indicated. This was when the council, through the stakeholders' consensus forum, did not take any single project from the wards but instead chose to fund one overall project under the municipal council using all the funds available for development i.e. the resource envelope.

This was at the time that the NMC was hosting the Kenya Inter-Municipality Sports and Cultural Association (KIMSCA) games, an annual sports and cultural event that involves all the 175 local authorities in Kenya. During the stakeholders' consensus forum held at that time, they all agreed unanimously to forego the prioritized projects from the wards and instead fund the rehabilitation of the Nyahururu Social Hall, to be used during this sports event, and repair one of the roads in town that was such an eye sore, to give the town a better look.

According to key informants, foregoing of projects within the respective wards and undertaking a joint project for the entire LA may be seen in two perspectives. The first view is that it would be more effective to consolidate the scarce resources available and commit them to one project that is for greater good of the LA. The completion of such a project would be faster since all effort is being put to one central place. The faster the project is completed, the sooner it gets to serve its intended purpose and people feel its benefits almost immediately. This is the converse of what happens when scarce resources have to be split among several wards to implement projects that would have otherwise required bigger allocations. Key respondents indicated that in such situations, projects would have to roll for more than a year and at most to three mandatory years due to meager allocation of funds. There is thus delayed benefit of the intended projects. The worst that could happen is if rolling projects fail to receive subsequent allocations and end up being forgotten.

The second view is that respective wards would have pressing needs that could hardly wait. If all the funds were allocated to a particular project, even if it were to one ward at a time, it would take so many years for some wards to receive their turn. Any LA with more that three wards would face this challenge. The bigger challenge for the NMC, in the example with KIMSCA games given above, was to have invited residents in the respective wards, but end up taking a different direction. The question to ask is whether it was justified for this course of action

to be taken. Even though the decision to redirect the funds was unanimously passed by the stakeholders' consensus forum, key informants indicated that the representatives never went back to their respective wards for consultations.

It was interesting to note from the key informants that just like the various wards, the NMC has its own consultative forum too. The council gets to forward its proposed and prioritized projects for funding. Then during the stakeholders' consensus forum, the council also gets to put across one need or project of priority that gets funded just like the ones coming up from the various wards.

4.9 Relevance of Implemented Projects.

The essence for people's involvement in development is for them to select projects that are of relevance and benefit to them. This principle would be obvious for any development agency that boasts deep concern for its target population. Making assumptions on the needs of a people on their behalf could end up in futility. This is because projects may be developed that do not match the actual needs of the target people. In the case of this study, the respondents indicated that projects developed through LASDAP had relevance to their needs.

All the 40 respondents interviewed, including those who did not participate in the forum, commented on the relevance of the implemented projects as Maina ward residents. Out of these, 87.5 per cent of the household respondents indicated that the LASDAP projects had relevance to their needs. Only 12.5 per cent indicated otherwise. This was with response to the youth polytechnic project and that of the construction of a bridge across a seasonal stream. Those who saw relevance in the projects argued that the youths out of school would benefit from the polytechnic and that it would reduce the number idling about in the slum. This was despite the fact that the youth polytechnic was still under construction. This

is an indication that the slum dwellers have faith in this particular project and believe that it will indeed assist the youths out of school.

Another argument in favour of relevance of the projects was that they would at least reduce their problems and in a way better their lives. For example, the bridge across the seasonal stream would reduce the problem of having to go a longer distance to circumvent the river to get to the opposite side to Siberia village. The household respondents also argued that when they saw the projects that have been implemented or were still under implementation, they felt motivated to learn that they could positively influence their own development. They thus felt inspired to take part in many more processes that involved them in development. This is an indication that transformative participation is taking place within the slum. That is, participation goes beyond just being present in a forum, to making decisions, feeling their impact and taking initiative to have full control of the participatory process.

The other household respondents (12.5%) who indicated that they saw no relevance in the projects did so based on three reasons. First is that the projects are too few hence their impact was limited given the many needs of Maina. Secondly, little information existed about the projects thus few people were informed about them. Hence, only a few knew about their importance. Thirdly, they argued that political influence by the politicians shifted attention from people's interest to the interest of a small number of people. As a result, the majority ended up getting projects that were not relevant to them.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion

From the research findings indicated in the previous chapter, several conclusions can be made on how residents of Maina ward participate in LATF/LASDAP. These conclusions closely follow from the objectives of this research study. Though the point of reference is Maina ward, they can also apply to the larger Nyahururu Municipality. However, it would be of paramount importance to note two areas that excelled in reference to people's participation in development. These are selection and prioritization of projects and the relevance of the projects to people's needs.

Though Maina residents participated less in the consultative forum, there was clear indication that people understood their problems and needs better. They also displayed a good ability to relate their needs with projects to respond to them. Despite minimal participation, the selected projects were of relevance to the residents. As it was earlier indicated, Maina slum has many needs in terms of service provision by the LA such as clean water, waste management, sewage, education and health. The situation is such that provision of any one of these services is one problem solved. It also means that even though only a few residents participated in the forums and consequently implemented a project that answered any one of the needs, then even those who did not participate benefited all the same.

5.1.1 Identification and Prioritization of Projects
The residents showed good understanding of their surroundings and what it is they lack in their ward. This was displayed by their ability in not only identification of needs but also in prioritizing them. This was with the understanding that

resources are limited and therefore only urgent needs were given priority over others. When asked to prioritize in their own way five needs they considered most important, roads took the first two positions. An indication that this was a project of priority over water, health and education which took the third, fourth and fifth positions respectively. Roads took the highest rank because in their poor state, they hampered movement thereby affecting farming and business which are the main sources of their livelihood.

A visitor to Maina slum would therefore be mistaken to think that housing, waste management, sewage or drainage would be issues of priority given their deplorable state. In as much as these are areas of concern, the people's priorities are important. As the NMC fulfills these priorities through the LATF funds, much effort would still be needed from the LA to follow up on improving these other services.

Projects prioritized by the ward residents were funded. This had the advantage of boosting the morale of ward residents when they saw their efforts of participation bear fruits. The people felt that they had a hand in directing their own development. The LA thus never determined development projects for the local residents. They only facilitated the process to ensure that the locals arrived at their own prioritized projects. The locals who once were seen as occupying the low ground now occupy the high ground.

However, on one occasion, the people's priorities were ignored even after being taken through the participatory process. This was when the consensus forum agreed to adopt a common project that was for the greater good of the LA. This was when one of the roads and the social hall in Nyahururu town were funded for renovation in preparation of the KIMSCA games. The aim was to give the town a better look and improve the venue where some of the sporting events would take place. KIMSCA games are sports events which attract participants from all LAs in

the country. The hosting LAs take opportunity to show case excellence in every way possible.

5.1.2 Participation

From the study, it came out that there is relatively less information and knowledge of LATF/LASDAP among the citizens. Only 47.5 per cent of the population knew what LASDAP/LATF was of which 63 per cent were men and 37 per cent were women. This is an indication that access to information on devolved funds is lower among the public. With similar observations being made by Odhiambo et al (2005) in other five LAs in the country, the average Kenyan citizen has less information on this kind of devolved funds.

This brings to question the potential of the proposed devolved system of governance in the country (CKRC, 2002) if the very people at the grass root that are being targeted have no clear information of the systems at play. This creates the risk of the establishment of cliques at the grass roots around which power will be concentrated thus denying the rest of the citizens an opportunity to share this power (CKRC, 2002).

Despite limited information, the ward residents were involved in the LASDAP process. This happened both at the consultative and the stakeholders' consensus forums. The consultative forum had greater physical presence of the residents. This was because it took place within the ward and it was open to all. Within the consultative forum, community leaders played a big role in the deliberation of issues. However, individual persons also had the chance to air their views and comment on issues of focus. In the stakeholders' consensus forum, only a few selected representatives participated. Of course, this was with the understanding that they attended the forum on behalf of their fellow residents since they were selected to represent them.

The findings indicate that there was less involvement of youths (14%) and women (14%) in the public in the public forums. Whereas the youths formed the largest proportion of the household respondents (62.5%), they had little presence in the public forums. The public forums were attended to a large extent by people who were over 40 years old (86%). Taking a gender perspective in the participation of residents, whereas more women than men were interviewed, there was less representation by women in the public forums. If the participatory objective of LASDAP has to be achieved, these two categories of the population need to be fully incorporated.

Those who participated did so based on information they received. The study however, brought out the fact that there is poor flow of communication about the forums for participation. Between the LA and the ward residents, there are no properly defined channels of communication. The people do not receive communication on participatory forums on time. The trend by the LA is to post notices in certain public places where people are expected to read. However, it is never a guarantee that every person will frequent the chosen public places or even read the posted information. People are therefore left at the mercy of neighbours and friends to get the communication of up coming public forums, that is, if the friends and neighbours were lucky to read the posters. There is therefore no assurance that those who read the posters will pass the information to others.

This raises the challenge of poor attendance in the forums hence low levels of participation by the people who matter. Half (50%) of those who did not attend the consultative forum was as a result of not receiving information of such meetings. However, not all blame can be apportioned to NMC for lack of attendance in the public forums. The residents too have their shortcomings. It could mean that the ward residents find it difficult to split their time between attending the forums and attending to their own personal matters. For example,

15 per cent of those who did not attend the forum did so because they were attending to their own personal matters. Personal commitment in attending these forums therefore lacks among the residents.

5.1.3 Engagement with Other Actors

The study revealed that LAs do not adequately involve their residents in issues that concern them. Yet as indicated by Rodriguez and Winchester, (1996) in Carrion (2002)), LAs are the institutions closest to the people. Besides the once in a year LASDAP forums, there are no other clear avenues where the LA meets with the public. Out of the household respondents, 95% indicated that the only other encounters with the council mainly involved its core responsibilities such as collection of rates and other charges levied the LAs. This is besides that fact that the levies and rates collected do not translate to adequate and efficient services to the residents.

From the study, there was a clear indication that participation of local people is happening in other spheres besides the Local Government. Other institutions like the church, NGOs and learning institutions involved the residents of Maina in quite a significant way. In each of these three institutions, at least 60 per cent of household respondents indicated that they had been involved in development issues. Learning institutions involved the residents the most (80%). This strengthens the fact that the residents are primary stakeholders in their own development.

5.1.4 Representation

Representation as an aspect of participation does not happen as would have been expected. Odhiambo et al (2005) clearly state that effective stakeholder participation through representation requires forums where the representatives consult with those they represent. This, however does not happen as revealed by

the study. In the first place, only few people are involved in selecting these representatives hence they are known by a select few. Secondly, there are no clear feedback mechanisms between the people and their representatives. Information is relayed through neighbours and friends leaving many other people in the dark on the going on of development activities.

Incidentally, the introduction and use of ward representatives in recent times has somehow craftily kept off 'inquisitive' persons. New representatives every consecutive year get to attend the consensus forum on behalf of their ward. Some of these new representatives are not well acquainted with LATF/LASDAP issues. They thus attend the meeting passively. In some other instances, even if the new persons are acquainted with LASDAP issues, they may not fully know the deliberations of the previous consensus forums knowing well that minutes of the previous consensus meeting are never sent in advance to would be participants. They thus are not in a position to follow up on issues of completion of projects and accountability of funds. A good example of this was given by a key informant. A project on the rehabilitation of a certain road within the Municipality had never been implemented two financial years prior to this study. Yet funds had already been allocated.

5.1.5 Relevance of Projects

Even though there was a marked low level of participation among Maina ward residents in the LASDAP process, there was a feeling among most respondents that the projects funded by LATF were and would be of good benefit to their community. A good proportion of the respondents expressed confidence and identified with the choices made by those who attended the LASDAP forums. This is as explained earlier in the beginning of this section that even though few participated in the public forums, the needs of Maina are numerous and if the

forum brought about some change, then the whole community benefited as well. It did not matter whether all the residents were involved.

5.2 Recommendations

Given the conclusions made herein preceding this section, several recommendations arise. Even though there were areas of excellence noted in the study outcome, some other areas need improvement to make LASDAP more effective and better. These recommendations follow the objectives of this study. These areas of improvement can also apply to other participatory development structures besides LASDAP e.g. CDF. Notable areas of improvement are such as civic education on devolved funds, greater involvement of youths and women, eliminating communication flows between the LA and the citizens, enhancing attendance of residents in the participatory forums, greater involvement of citizens by LAs besides LASDAP, improving representation in the participatory forums and developing functional feedback mechanisms.

There is great need for extensive civic education to make citizens more enlightened especially on issues of devolved funds such as LATF, CDF, Roads Maintenance Levy Fund (RMLF), Bursary Fund, Rural Electrification Fund (REF) and many others. This education should also focus on the participatory framework of each devolved fund including the roles of citizens. As a result, the war on ignorance of these funds will gladly be won. This will in turn increase levels of participation by the residents as well as make the participation more effective. It will also ensure that people will identify with the projects and this will greatly contribute to their sustainability.

The little presence of youths and Women in LASDAP forums is an indication that these two categories of citizens need to be fully integrated in the participation

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process. This will ensure that the LASDAP is an all inclusive process like it ought to be. One of the important issues to consider in any participatory process is the factor of inclusion. As much as possible, all various categories of stakeholders should be involved. Anything less than that results in the exclusion of one or more categories. As much as this may be difficult, this should be the aspiration of any participatory development approach. The outcome of development initiatives that exclude certain categories will thus be biased against them.

Communication flows between NMC and its residents need to be eliminated. There is need therefore for the LA to come up with better and innovative ways of communicating with the residents. Information on upcoming forums and on other issues in general should reach the people in an effective way. At the same time, local residents should show commitment in attending these forums just as they would their own businesses. An element of good citizenship as a value should be upheld by all persons. In as much as Kenyans lobby and advocate for devolution of powers from the centre, they should equally respond by taking the responsibility of attending participatory forums. They should also engage their local leaders on their development needs.

The NMC needs to improve its working relations with its residents. The residents also need to stop associating the LA with the collection of rates and taxes only. It should come as a wake up call to the LA when a large number of its residents are not conversant with LATF/LASDAP and cannot identify with on-going projects. Effort needs to be put to build public confidence with the institution in order to foster good working relations. As a decentralized unit, residents ought to identify with this institution more than any other. After all, this is one of the areas that many Kenyans have agitated for with much zeal. The LA should go out of its way to find out other avenues with which it can engage its residents more besides LASDAP. The LA for instance, could take advantage the Information

Communication Technology (ICT) sector by using of short message services (SMS) to receive views from its residents as well as communicate with them.

The use of representatives should be made in such a way that there is greater involvement of the local people to make the process legitimate. If possible, the nature of their recruitment should be such that the representatives shall have tenure of about five years. This continuity will ensure that cases of lack of familiarity with LASDAP processes among the representatives will not arise.

Feedback mechanisms need to be established within LASDAP as these do not exist. The representatives, including the ward councillor or the LAs should be mandated with the task of giving feedback to the people they represent. This feedback will of course be two-way so that the representatives and those they represent can have effective consultation and thus foster stronger foundations for participatory structures. This way, participatory democracy will be enhanced.

Feedback can also be established by erecting signboards next to projects under implementation. These signboards should include the description of the project such as project name, the supervisor, the funding, in this case LATF and the process under which it was established, in this case LASDAP. This would go a long way in informing the people of what is going on. Should there be any matters to raise, then the residents would know the relevant authority to follow. Use of ICT could also be relevant as a channel for providing feedback. Use of mobile phone SMS technology can provide an easier way of doing this.

5.3 Other Areas of Research.

This study paves the way for further research in issues of participation and other areas of related interest. Areas that would warrant further research, to mention but a few, entail the following;

1. Factors for low attendance of residents in LASDAP forums.
2. Influence of gender on selection and prioritization of projects.
3. Selection of residents' representatives.

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ANNEXES

ANNEX 1: Survey Questionnaire for Household Respondents

QUESTIONAIRE TO BE ADMINISTERD TO MAINA SLUM DWELLERS

I am Samuel Mingu Nyutu, a student at the Institute for Development Studies (IDS), University of Nairobi. I am undertaking the above-mentioned research in partial fulfillment of a Masters of Arts Degree in Development Studies. The overall objective of the research is to assess the extent to which people from Maina Ward are involved in the process of determining their development projects as far as LATF is concerned. I appreciate your cooperation in this exercise. Information gathered herein is confidential and strictly for research purposes only.

Respondents Bio-data

1. Name...

2. Gender: i. Male ☐

   ii. Female ☐

3. Age...

4. Education level...

5. Year started living in Maina...

6. Previous residence...

7. Zone/Section...

8. Occupation...

SECTION A: KNOWLEDGE OF LATF/LASDAP

9. Do you know of LATF/LASDAP?

    i. Yes ☐

    ii. No ☐

10. If yes, please explain your answer

....

....

11. Do you know any project in Maina ward which has been implemented using LATF?

    i. Yes ☐

    ii. No ☐

12. If Yes, please list the projects that have been implemented using LATF

    i. ....

    ii. ....

    iii. ....

13. When did you first learn of LATF?

....

SECTION B: PARTICIPATION IN WARD LEVEL FORUMS

14. Have you attended any forum in your ward organized by the Nyahururu Municipal Council or by your councillor to seek your opinion on the needs of Maina community?

Organizer	Tick appropriately		Comment
	Yes	No	
Nyahururu Municipal Council			
Maina Ward councillor			

15. If Yes, how did you get information about the forum?

....

....

....

16. How did you participate in the forum?

   i. Asked questions   ☐

   ii. Answered questions   ☐

   iii. Gave opinion/comments   ☐

   iv. Made recommendation(s)   ☐

   v. Made Suggestions contrary to what others proposed   ☐

   vi. Attended the forum and sat listening   ☐

   vii. Tried but there was no chance or opportunity offered for me to speak   ☐

   viii. Other (specify)...

17. Was there an opportunity given to other participants at the ward-level forum for people to air their views?

   i.   Yes   ☐

   ii.   No   ☐

18. Please explain your answer

a) Yes..

....

b) No..

....

19. Who were the key contributors in the ward-level forum?

   i. The chief   ☐
   ii. The councilor   ☐
   iii. The community elders/leaders   ☐
   iv. CBOs/NGOs   ☐

v. Business community
vi. The people ☐
vii. Others (specify)...

20. Were your views and those of others taken further up by the councillor after the ward-level meeting?

	Tick appropriately		Comment
	Yes	No	
Your views			
Other people's views			

21. Was the forum able to identify the needs of the community in Maina?

i. Yes ☐

ii. No ☐

22. If Yes, which needs were identified (see table below)

	ISSUES	Tick appropriately			COMMENT
		Yes	No	Can't remember	
1	Water				
2	Nursery education				
3	Primary education				
4	Secondary education				
5	Tertiary education				
6	Health				

7	Security				
8	Roads				
9	Drainage				
10	Sewage				
11	Garbage disposal				
12	Others (Specify)..				

23. Did the ward-level forum prioritize the identified needs?

   i. Yes   ☐

   ii. No   ☐

24. If Yes, which needs were prioritized?

   i. ....
   ii. ....
   iii. ....

25. Identify five needs you personally consider most urgent in your community? (Rank 1-5, from the most urgent to the least urgent)

RANK	NEED	RATIONALE
1		
2		
3		

4		
5		

26. Do you think your participation together with other ward residents in forums has made a difference in the manner in which implemented projects are being identified?

	Tick appropriately		Comment
	Yes	No	
Your participation			
Other people's participation			

27. Is there any other way or contact to involve you in planning for Maina?

Involvement	Tick appropriately		Comment
	Yes	No	
Nyahururu Municipal Council			
Maina Ward councilor			
Chief			
Churches			
Schools			
Others (e.g. CBOs/NGOs)			

SECTION C: REPRESENTATION IN STAKEHOLDERS' FORUMS

28. Once the projects have been selected in the ward-level forum, do you know what happens thereafter regarding implementation?

   i. Yes ☐

   ii. No ☐

29. Please explain your answer

   a) Yes...

   ....

   b) No..

   ....

30. If yes in question 25, do you know the procedures that are used in selecting the projects in the LASDAP forums?

   i. Yes ☐
   ii. No ☐

31. If Yes, please explain

   ....

   ....

32. Do you know who represents your community in LASDAP stakeholders' forums?

   iii. Yes ☐

   iv. No ☐

33. If Yes, do you know how the representatives are selected?

   i. Yes ☐

   ii. No ☐

34. If yes, specify how this is done

   i. Elected by the people   ☐
                       ☐
   ii. Nominated by the people

                       ☐

iii. Nominated by the community leaders

iv. Appointed by the CDA ☐

v. Appointed by community leaders ☐

vi. Handpicked by councilor ☐

vii. Others (specify)..

35. Do the representatives provide feedback on the deliberations in the stakeholders' forums?

i. Yes ☐

ii. No ☐

36. Please explain your answer

a) Yes...

....

b) No...

....

37. If Yes, what channels are used in giving this feedback?

i. ward level forums by the councilor ☐

ii. Chief's baraza ☐

iii. Announcements (in churches, schools etc) ☐

iv. Posters ☐

v. Group meetings (women/youth etc) ☐

vi. Others (specify)...

SECTION D: IMPACT OF LATF/LASDAP PROJECTS TO THE PEOPLE

38. Do the projects implemented address the needs of Maina community?

i. Yes ☐

ii. No ☐

39. Please explain your answer

  a) Yes...

  ....

  b) No...

  ....

40. What suggestions would you make to enhance participation of residents in planning and management of services?

  ....

  ....

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ANNEX 2: Checklist for Participants in LASDAP Stakeholders' Forums

Process of participation
1. Level of involvement while attending LASDAP forums.
2. Nature of participation in this forum.
3. Procedures followed in conducting the forum.
4. Personal assessment of the participation process in LASDAP.

Determination of priorities for funding.
5. Prioritization of needs by ward residents
6. Selection of projects in the wards.
7. Link between what residents prioritize at the ward and what gets funded by the consensus forum.

Representation
8. Identification of representatives who take part in the consensus forum.
9. Process of giving feedback to ward residents after the consensus forum.
10. Challenges of representation at the consensus forum.

Impact of LASDAP process
11. Relevance of funded projects to the needs of people in the wards.
12. Suggestions to improve the participation of people in planning for LATF within the wards.

ANNEX 3: Checklist for Community Leaders in Maina.

Projects under LATF/LASDAP

1. Projects funded by LATF in Maina ward.

Process of participation

2. Initiation and organization of LASDAP consultative forums within Maina ward.
3. Level of involvement of Maina Ward residents in LASDAP consultative forums.
4. Assessment of participation of Maina ward residents in the LASDAP process.
5. Challenges in the effective participation of Maina ward residents in the LASDAP process.
6. Other areas of involvement of Maina ward residents in development besides LASDAP.
7. Suggestions to improve the participation of Maina residents in planning for their development.

Identification and prioritization of needs

8. Prioritization of needs by Maina residents
9. Selection of projects by Maina residents.
10. Link between projects that get funded by LATF and those that were prioritized by the residents of Maina ward.

Representation

11. Identification of representatives of Maina residents in the consensus forum.
12. Process by which representatives give feedback to Maina residents.

Impact of LASDAP process

13. Relevance of funded projects to the needs of residents of Maina.
14. Suggestions to improve the participation of Maina residents in planning for LATF.

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ANNEX 4: Checklist for NMC Officials.

Experience of LATF/LASDAP

1. Period within which you have handled issues of LATF/LASDAP in NMC.
2. Major lessons learnt.

Process of participation

3. Procedures of involvement of ward residents in the LASDAP process.
4. Extent to which ward residents are involved in the participatory forums.
5. Challenges encountered in the process of participation by ward residents.
6. Other forums/areas the NMC involves ward residents in development besides LASDAP.
7. Suggestions to improve the participation of ward residents in LASDAP.

Identification of needs and prioritization

8. Link between the projects ward residents prioritize and those that get financed through LATF.

Representation

9. Selection of representatives of the consensus forum by ward residents and procedures followed in the same.
10. Procedures of giving feedback to residents by representatives of the consensus forum.

Impact of LASDAP process

11. Relevance of funded projects to the needs of ward residents.