



**Decentralization and Community Participation:
The case of Constituency Development Fund (CDF)
Initiative in Kabuchai Constituency**

A Research Paper presented by:

By:

Rita Nanjala Chelungusi
(Kenya)

in partial fulfilment of the requirements for obtaining the degree of
MASTER OF ARTS IN DEVELOPMENT STUDIES

Major:

Major: Governance and Development Policy (GDP)

Supervisor:

SUNIL TANKHA

Second Reader:

MATTHIAS RIEGER

The Hague, The Netherlands

December 2021

Disclaimer:

This document represents part of the author's study programme while at the International Institute of Social Studies. The views stated therein are those of the author and not necessarily those of the Institute.

Inquiries:

International Institute of Social Studies
P.O. Box 29776
2502 LT The Hague
The Netherlands

t: +31 70 426 0460
e: info@iss.nl
w: www.iss.nl
fb: <http://www.facebook.com/iss.nl>
twitter: [@issnl](https://twitter.com/issnl)

Location:

Kortenaerkade 12
2518 AX The Hague
The Netherlands

Contents

List of Acronyms	iii
Acknowledgement	iv
Abstract	v
Relevance to Development Studies	vi
Chapter One: Introduction	1
1.1 Nature of the problem	1
1.2 Justification and relevance of the research	3
1.3 Background to the study	3
1.3.1 The Constituency Development Fund (CDF) Programme	3
Source: Miano (2016)	5
1.4 Research questions	5
1.5 Structure of the Study	6
Chapter Two: Conceptual and Theoretical Framework	7
2.1 Collaborative governance	7
Conceptualizing collaborative governance	7
Critique of collaborative governance	8
Collaborative governance in research	9
2.2 Conceptualizing Community Participation	9
What is community participation?	9
What are the forms and practices of community participation in governance?	10
Critique of community participation in collaborative governance	11
2.3 The Relationship of Collaborative Governance and Community Participation	12
What is the role of community participation in governance?	13
What benefits does community participation offer collaborative governance?	14
What limitations does community participation have in collaborative governance?	15
What factors promote community participation in collaborative governance?	17
What factors hinder community participation in collaborative governance?	19
2.5 Political Patronage and collaborative governance	22

2.6 Political Patronage and Community Participation in the Kabuchai Case Study	24
2.7 Theoretical Framework: The wicked problem concept and Complex adaptive system theory	25
Chapter Three: Methodology and Methods	29
3.1 Research Design	29
3.2 Tools used for data collection process	29
3.3 Sampling	29
The research participants	30
3.4 Working with the Research Assistant	31
3.5 Research Ethics	31
Chapter Four: Findings and Analysis	33
4.1 Introduction	33
4.2 A brief description of the respondents	33
4.3 The extent to which community members participate and influence the CDF's making process	35
4.3 Structural conditions that influence the engagement of community members in CDF's decision-making processes	41
4.4 Influence of social factors on the participation of community members in CDF's decision-making processes	48
Chapter Five: Conclusion	52
Chapter Six: References	55
Chapter Seven: Appendix	63
Appendix 1: Interview questions/guideline	63

List of Acronyms

ISS- International Institute of Social Studies

CDF- Community Development Fund

CDD- Community Driven Development

UNSDG- United Nations Sustainable Development Goals

Acknowledgement

First, I would like to thank the ISS for admission to study a subject I am passionate about, and be part of this prestigious institution and learn from both the faculty and the students from all over the world. Abi thank you to the NUFFIC for making it possible for me to pursue my studies under the OKP scholarship, I am grateful. I would like to thank my supervisor Sunil Tankha for making it possible for research and work on this topic and with his insightful comments, patience and feedback. Thank you to my second reader Matias Rieger for his comments and finally my friends and family for the moral support throughout the entire process.

Abstract

The research investigates the factors that hinder effective participation of members of the community in activities of CDF projects in the education sector in Kabuchai constituency, Kenya. The study conceptualizes collaborative governance as including the participation of public agencies and the community, which results into successful implementation of projects (CDF in this case). However, based on qualitative interviews of a focus group involving participants with experience and knowledge of CDF in the target area, the study established low levels of participation of the community in CDF decision-making processes. This is attributed to several individual specific (categorized as social) factors and institutional-based (categorized as structural) factors, which hinder the effective participation of the community in CDF decision-making processes. The structural factors include supporting resources, participation capacity, and transparency and integrity. The social factors include educational attainment, culture, income levels, age and gender. The low participation hinders the success of CDF projects, since similar to most public policies, CDF is a wicked problem, which requires solutions that are holistic and inclusive, by embracing coloration of stakeholders. According to the complex adaptive system theory, it is recommendable for the government (policy-makers) to create enabling conditions, which will enhance participation. Among the likely achievable solutions is increasing participation capacity for both the government institution and community. This should be coupled by increasing awareness of community members and clearly communicating the goals, objectives, and the roles, and expectations of the public in the participation process.

Relevance to Development Studies

This work is to try to point out to the stakeholder in development policy and devolved systems of government on the importance of community participation in governments' projects. The CDF fund was a government initiative to empower the community, and it is through public participation that the projects are sustainable and they achieve the intended goals. The study has also tried to bring to light the challenges of participation and the effects of these challenges in the excision of the CDF projects. This research will go long way in helping the Kabuchai constituency residents and the Kenyan citizen in general that they have a right to get involved in the CDF projects decision making and making sure they benefit fully from the project.

Keywords

Decentralization, Participation, Devolution, Constituency Development Fund (CDF)

Chapter One: Introduction

1.1 Nature of the problem

Generally, centralization has been deemed by developing countries as both a norm and the ideal approach to economic, administrative, and political organization. For most of these countries, this approach was a direct legacy of their colonial rulers, which until recently has been largely left untouched (Cheeba, Nellis and Rondinelli, 1984). However, in the late 1970s and early 1980s, there was a growing interest in decentralization across several developing countries, especially in certain management and development planning functions (Rondinelli, 2017; Gow and Van Sant, 2019). According to Cheeba, Nellis and Rondinelli, 1984), such shifts were influenced by the dissatisfaction with the outcomes of administration and national planning, and due to the fundamental logic of international development strategies changing during the 1970s. By this era, development policies in majority of countries had a goal of distributing the benefits of economic growth in a manner that was more equitable in order to enhance productivity and the income of all sections of the society, and to also increase the living standards of the poor. However, since policymakers faced challenges in designing and implementing such strategies wholly from the center, they opted for new ways of producing greater participation in administration and development planning. Additionally, by end of 1970s, most of the developing countries were experiencing harsh financial challenges, dropping exports, increasing prices of imported goods and energy, and lessening foreign aide. As stated in the UN Sustainable Development Goals, the international donor community emphasizes the improvement of democratic tendencies in developing nations, with the explicit goal of constructing effective, accountable, and inclusive institutions at all levels. (U.N., 2015). Therefore, all these aspects pushed governments towards identifying ways of utilizing the limited resources more effectively; with decentralization being perceived as a partial solution (Cheeba, Nellis and Rondinelli, 1984). This was also propelled by the idea that decentral-

ization and increased participation of beneficiaries increased the chances of project's success (Gow and Van Sant, 2019). Proponents of the participatory, such as the World Bank, argue that well-formulated community-driven development programs tend to be inclusive of the vulnerable and the poor, create positive social capital, and offer them higher voice with the government and at the community level (Casey, 2018). However, until recently, the interest for community-driven development and other participatory approaches have exceeded the existing evidence on their effectiveness (Casey, 2018; Gow and Van Sant, 2019).

In the Africa, decentralization of development programs has gained momentum, seeing countries such as Burundi, Uganda, Rwanda, Tanzania, and Kenya adopting the approach of government decentralized funds. However, there has been mixed results on the efficiency of this approach (Kilewo and Frumence, 2015; Miano, 2016; Ouma, and Mburu, 2017). In Kenya, the Constituency Development Fund (CDF) represents a community-driven development approach, which was developed through the Constituency Development Fund Act of 2003, and one of the ingenious decentralization innovations of the Government of Kenya. The Central Government allocates a portion of its annual budget to each of the country's legislative jurisdictions, known as constituencies and this allocation is the CDF. While there are various laws that control how the CDF is used to guarantee openness and accountability, the residents are meant to make the majority of decisions about how the money are used. (Kimenyi, 2005). However, while in theory the constituents are supposed to be heavily involved in decision-making processes CDF use, this is not what often the case in reality as captured in several studies (Ouma, and Mburu, 2017: Kimenyi, 2005). For instance, Kimenyi (2005) notes that Beneficiaries regard the funds as "free," and are consequently unmotivated to track their use because they do not regard the project's costs. Similarly, Mwangi et al. (2015) point to the issue of political patronage also marring the decision making and implementation processes of CDF projects and consequently influencing community participation in the projects. Political leaders frequently see CDF as an investment in their political careers, with rewards spread out over electoral cycles, according to the author. As a result, even if voters prefer projects that improve welfare, a politician will fight for and support projects that maximize political returns. In terms of the extent

to which members of parliament play a vital role in project identification and enactment, Kairu and Ngugi, (2014) and Das and Ngacho (2017) mention that choices of which CDF projects that are to be pursued are influenced by politically-motivated decisions.

1.2 Justification and relevance of the research

Participation and decentralization are mutually beneficial. On the one hand, effective decentralization necessitates some local participation and on the other hand local participation is said to enhance decentralization outcomes. (Mohammed, 2016). A theoretical significance of this study is that it would help to further add to the evidence underpinning or the proposition that decentralization is envisaged to augment participation in all processes, and particularly at the local level.

There are evidences that CDF is assisting in the provision of services to populations that have not benefited much from government services for several years. The poor, in particular, have had significant difficulties in the past in obtaining essential services that are now made accessible by CDF. (Kimenyi, 2005; Das and Ngacho, 2017). Given the significance of the CDF program, a thorough examination of the institutional, design, and implementation elements that stifle community participation and, as a consequence, reduce the efficiency with which monies are spent is required. Hence, a social significance of this study is that it would create awareness of public participation issues and opportunities in CDF decision making processes among stakeholders involved in CDF projects.

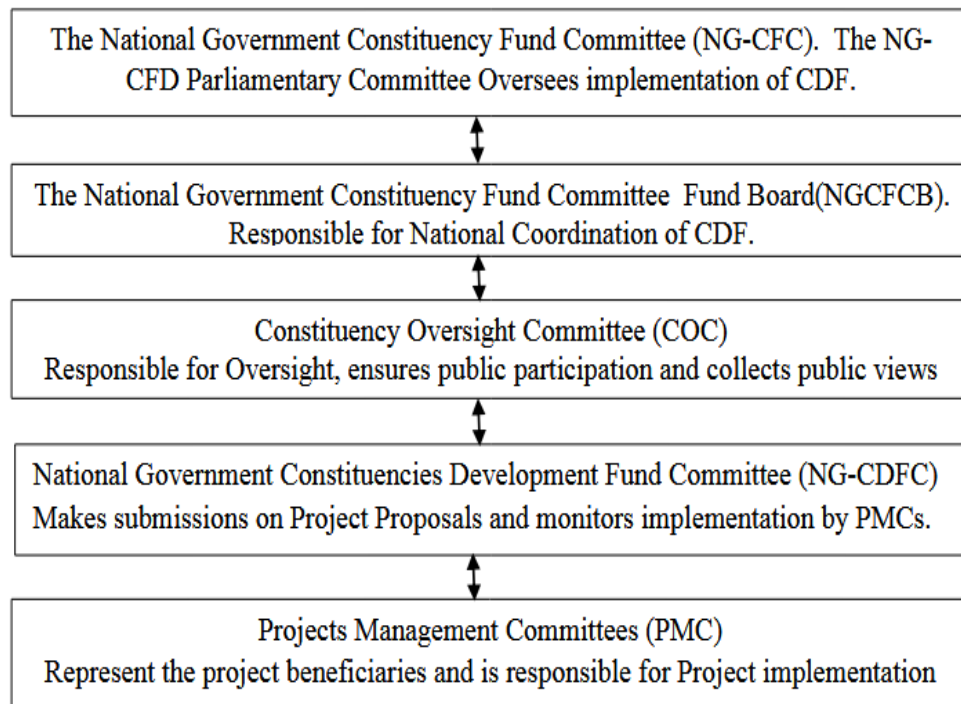
1.3 Background to the study

1.3.1 The Constituency Development Fund (CDF) Programme

Far from other development funds, which pass through numerous levels of administrative units and bureaucracies before reaching the local level, CDF funding flows straight to the local level. In essence, the CDF enables citizens at the grassroots to make spending decisions that maximize their well-being based on the community's particular needs and preferences. The decisions taken should

be more linked to the challenges and conditions of the local community to the extent that they are better informed about their priorities (Kairu and Ngugi, 2014). As a result, the CDF can be viewed as a decentralization system that allows communities to make funding decisions that optimize social welfare. The CDF is a model of Community Driven Development (CDD) projects, which empower local communities by distributing fungible cash from a variety of sources, including the federal government and donor sources. Management of the CDF was guided by all the CDF Acts 2003, 2007 and 2013; section 23 and 1 which stipulate that 'The local MP is required to form a fifteen-member committee whose purpose is to guarantee responsible financial management and to recommend community-based projects for funding (Wamugu and Ogollah, 2017). More recently, the National Government Constituencies Development Fund Act 2015 substituted the CDF Act 2013, due to realization of the weaknesses of the CDF Act 2013 in meeting the requirements of the constitution, as determined by the High Court of Kenya. This new Act establishes 5 institutions (committees) for effective management of CDF, which includes the Constituency Oversight Committee and the Projects Management Committees at the local (community) level (as shown in Figure 1). The Constituency Oversight Committee is chaired by the Member of Parliament and has the responsibility to oversee, collect, and act on feedback from the public, while the Projects Management Committee comprises of the project implementation team that acts on behalf of the beneficiaries of the CDF projects (Miano, 2016).

Figure 1.1: Committees and Institutions in charge of managing CDF



Source: Miano (2016)

1.4 Research questions

The main research question of the study is; what are the factors that influence community participation in decentralization of development projects in Community Development fund Project in Kabuchai Constituency, Kenya?

Sub questions

1. To what extent do community members participate and influence the CDF decision making processes?

This will help to determine the level/nature of participation of members of the community, and whether this has influence on the CDF decision-making processes.

2. What are the structural conditions that influence engagement of community members in CDF's decision-making processes?

This involves institutional-based factor, and by addressing this question, the study will contribute to literature on institutional-related factors, and specifically how they influence the participation of community members in CDF decision-making.

3. How do social factors in the community affect the participation of community members in CDF's decision-making processes?

By addressing this question, the study hopes to contribute towards literature on individual-relate factors and how they influence on the participation of the community in CDF decision-making processes.

1.5 Structure of the Study

The structure of this study is structured into five chapters. The first chapter presents the background of the study, study objectives, statement of research problem, and justification of the study. Chapter two reviews the existing literature that discuss concepts identified and used in the study. The review of literature covers broad areas such as conceptual framework, and findings of past studies with regard to the research topic. Chapter three examines the methodology adopted for the study in terms of research designs, sampling techniques and sample size, and data collection instrument. Chapter four presents the data analysis, interpretation and discussion of research findings. Chapter five encompasses a summary of the study in form of the main conclusions of the study as well as suggestions for future research.

Chapter Two: Conceptual and Theoretical Framework

2.1 Collaborative governance

Conceptualizing collaborative governance

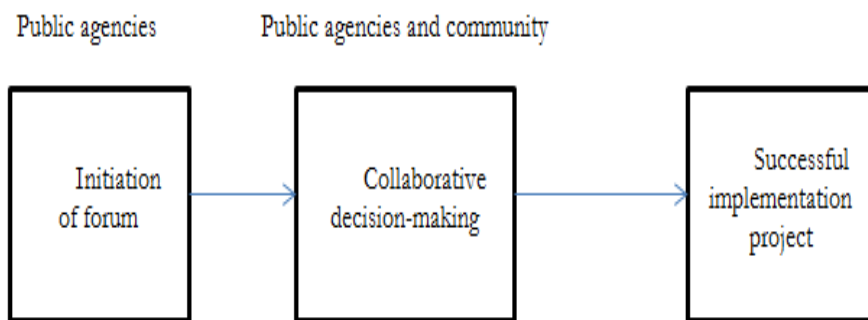
Collaborative governance is defined as a governing arrangement in which one or several public agencies in a direct manner engage with non-state stakeholders in a cooperative process of decision making that is formal, based on consensus and that it focuses on making or implementing policy or managing public assets and programs (Sun, 2017). This definition places emphasis on six critical criteria. The first one is that public agencies and institutions initiate the forum. Secondly those taking part in the forum include non-state actors. Thirdly, those taking part engage in a direct manner in decision making and they are not only consulted by public agencies (Zadek, 2008). Fourthly the forum is officially organized and it meets in a collective manner. Fifth, the aim of the forum is to make decisions based on consensus although consensus may not be practically achievable. Sixth, cooperation focuses on public management and public policy (Zadek, 2008).

This definition is more restrictive than is at times stated in the literature. Nevertheless, the broad-ranging use of the term is an impediment to the building of theories. Collaborative governance is inclusive of government, the private sector and government maintaining communication with each other and working collaboratively to attain more than what any single sector can attain alone. Ansell and Gash (2008) examined the conditions needed for collaborative governance. They state that the eventual goal is the development of a contingency approach of cooperation that may emphasise conditions within which collaborative governance can be an effective to public management and the making of policies (Ansell and Gash, 2008).

Collaborative governance encompasses both the formal and informal relationships in making decisions and solving problems (Emerson and Gerlak, 2014). Conventional government policy processes may be entrenched within wider policy processes through the facilitation of collaboration between the community, private and public sectors (Aung and Lim, 2021). For collaborative

governance to function there must be forum, leadership and support. The support helps to identify the policy problem that needs to be fixed. The leadership collects the sectors to form a forum and the members of the forum then work together for purposes of developing policies, answers and solutions (Booher, 2004).

Figure 2.1: Conceptual Framework: Collaborative governance



Critique of collaborative governance

The limitations of collaborative governance are that it consumes a lot of time, sometimes it fails to reach consensus on solutions and the responsible government agencies can fail to implement the solutions agreed upon (Emerson and Gerlak, 2014). In complex structures where there are several entities working in collaboration, individual roles tend to be confusing and unclear. Some people only act in a personal capacity whereas others act on behalf of organizations and agencies (Kirk et al., 2012). It is also possible that some influential stakeholder groups can try to manipulate the process. Stakeholder fatigue can affect stakeholders especially when they are consulted severally by various agencies on the same issues. Collaborative governance fails to provide the institutional stability and consistency needed leading to deterred progress (Gerlak et al., 2012).

Collaborative governance facilitates an improved and common understanding of intricate problems that involve several stakeholders and the stakeholders are allowed to work together and agree on solutions (Kirk et al., 2012). It may help policy makers to recognize and target challenges and act more efficiently. Those stakeholders involved in the development of a solution have a

greater inclination to accept directions provided or the decisions taken. Therefore, it may help in the identification of policy solutions which have a higher significance in the community (Bianchi et al., 2021). In addition, it may lead to novel perspectives on policy solutions and issues and therefore create better ways of implementing strategies for change. For public officials working in administration and management it can genuinely allow a broader range of ideas and suggestions within the policy process. It can also help in testing ideas and analysing responses prior to implementation (Ansell and Gash, 2008).

Collaborative governance in research

Collaborative governance theoretical propositions can be used in research to investigate how governments in different parts of the world engage with stakeholders who are out of government in planning and implementing government programs and projects (Douglas et al., 2020). Researchers interested in understanding the dynamics of governance where non-state stakeholders are involved use the concept to support their studies. Collaborative governance theory may be applied in research studies. At the theoretical level of application, the application of collaborative governance has been done widely in geography, humanities, resources and environment as well as other fields including the management of sustainable water resources (Batory and Svensson, 2019). It is also applied in public health research, national sports organizations, land ecological protection, citizen participation and the European and American power system reform among other fields. In future, with the increase in intensity of research about collaborative governance theory, there can be expansion of the specific scope application which helps to further integrate and creation of collaborative governance (Emerson and Gerlak, 2014).

2.2 Conceptualizing Community Participation

What is community participation?

The concept of community participation is defined in different ways depending on the context. Community participation is described as an active process in

which communities are organized to get involved in political and socio-economic activities of their neighbourhoods and this makes them efficient participants and beneficiaries of joint decisions which are made and implemented (Ishii, 2017). The concept may also be defined as the process in which local stakeholders including local institutions, members of the community, local businesses, NGOs and community-based organizations collaborate in making decisions that affect development within municipal jurisdictions (Howard-Grabman et al., 2017). The essence of community participation is to provide a mechanism by which local stakeholders and communities may be included in local governance issues so that they can express their views concerning development projects (Rolfe, 2017).

What are the forms and practices of community participation in governance?

There are various perspectives of looking at community participation and they include:

Passive participation or Compliance

In this form of participation, communities get involved by being informed about the decisions made or what has happened. It involves one-sided statements given by project management or administration but they do not listen to the opinions of the people (Ansell and Gash, 2008).

Participation by consultation

Communities are allowed to participate when they are consulted or required to answer certain questions. External agents describe the problems and processes needed for collecting information and through that they are in charge of analysis (Douglas et al., 2020). Professionals are not obliged to solicit views from people.

Participation for material incentives

Community participation is based on the contribution of resources for example labour in exchange for material incentives such as money and food (Mohammed, 2016). The people participating do not have any stake in extending practices after the end of the incentives.

Functional participation (Cooperation)

External agencies look at community participation as an avenue for achieving the goals of their projects. The participation of people is based on the formation of groups that will meet predetermined project goals (Nyaguthii and Oyugi, 2013).

Interactive participation (Co-learning)

People take part in joint analysis, developing action plans and forming or reinforcing local institutions. Participation is considered a right and not only a way of achieving the objectives of a project (Offenbacher, 2004). The process is inclusive of interdisciplinary methods seek numerous viewpoints and utilise systemic and organised processes of learning.

Self-mobilisation (Collective action)

The participation of people involves the taking of initiatives that are autonomous from external institutions to alter systems (Ishii, 2017). They establish contacts with outside institutions for the resources and the needed technical counsel but they maintain control of the manner in which resources are utilized.

Critique of community participation in collaborative governance

Benefits of community participation in governance

Community participation has been found to be having several advantages. It allows the poor people in the community to have their voices heard through novel forms of inclusion and mobilisation and consultation that is meant to affect longer policies and institutions (Ahmad and Talib, 2011).

Community participation also supports community association for delivering social services in situations where the government is weak (Rolfe, 2017). The inclusion of the concerns and voices of beneficiaries into developmental projects counters the top down approach to development.

Incorporation of marginalized communities helps in expanding and deepening citizenship and it allows decisions to be made more sustainably and that broadens the means of delivery of services (Haldane *et al.*, 2019). Community engagement makes it possible to have community empowerment.

Limitations of community participation in governance

The community participation method of making decisions and governance can be affected by conflicts, tensions, contradictions and struggles not just based on

political power relations but the economic and ideological issues at local levels. Through such rhetoric the idea of community participation has become a difficult ritual (Ahmad and Talib, 2011).

Community participation often fails to bear desirable or tangible results because it is commonly reduced to only the ceremonial appearance of participants within the local institution.

Community participation can consume a lot of time and it is often very costly. For it to be effective, organizations need to engage in staff training and capacity building (Kilewo and Frumence, 2015). Poor handling of public of the participation process may lead to loss of faith by the public in the agency. Negative experiences can cause participants to harbour negative perceptions of the result and they may refuse to take part in future similar processes.

2.3 The Relationship of Collaborative Governance and Community Participation

Decentralization is expected to improve public engagement in all procedures, particularly local decision-making (Agrawal and Gupta, 2005). According to the findings of Mohammed (2016)'s study, contra to proposition that decentralization enhances public participation, official and informal public involvement processes in local government initiatives may be insufficient and irregular and hence fail to promote public participation. Furthermore, despite the fact that places for participation have been created and expanded, they are still controlled by educated and professional males, as well as the wealthy and powerful with access to authority at the center. Marginalized groups such as women, the poor, and the disabled, as well as persons living in rural areas, are left out of the process (Mohammed, 2016). Gender-insensitive decentralization policies, a lack of socioeconomic resources, low educational attainment, cultural norms, and patronage politics also contribute to exclusion of some citizens from local development initiatives. (Nganga, 2011). Mohammed (2016) believes that decentralization would not achieve the expected degree of participation until the structural circumstances that prevent marginalized people from engaging and being empowered are addressed.

What is the role of community participation in governance?

Within matters of governance, community participation is important for building and sustaining cohesion in communities. According to Madzivhandila and Caswell, (2014) community engagement is crucial since it is basically part of a debate through which communities and organizations may make decisions for the creation of social capital.

Community participation enhances outcomes

Community participation improves outcomes whenever government agencies and decision-making entities obtains the aspirations, the values and concerns that community members have as shared by them (Newman et al., 2004). When included into decision making processes, public decision makers have better information and capacity for meeting the needs of the community. Rolfe (2017) states that the establishment of long standing and efficient partnerships between the communities and government institutions create more sense of ownership and an enhanced uptake of services because they are customized to the specific needs of the members of the community.

Project success

Community participation increases the chances of project success because communities are given an opportunity to take part and own those projects and that creates interest and the willingness to support the projects (Madzivhandila and Caswell, 2014).

Support of sustainable decisions by local governments

Through community engagement governments are able to enhance effectiveness, transparency and validity for their decision-making processes (Berardo et al., 2020). It fosters sustainable decisions through the recognition and communication of the needs and concerns of participants with decision-makers included (Offenbacher, 2004). This makes it possible to increase acceptance of decisions and the dedication of the community to outcomes because local knowledge obtained from different groups generates effective and inclusive solutions.

Community participation drives social transformation

With emphasis placed on collaboration, and the expectation of influence on the making of decisions the significance of community engagement is clear because it drives social transformation (Bianchi et al., 2021). It works to promote advocacy that not just operates to raise awareness but it becomes possible to hear passionate and locally informed voices mostly during the time of election.

Community participation helps to deepen democracies

Depending on the forms of community participation and the influence level, that communities receive in a process of public decision-making community participation moves towards deliberative that supports collaborative exchange about a set of actions and policies (Newman et al., 2004). Since the 90s there has been an increased expansion in organized government-based efforts for facilitating public participation in the making of decisions where members of communities are called in to engage in matters apart from voting (Howard-Grabman et al., 2017). The loss of faith and the mistrust of attendants in the government and information about public policy via conventional and social news channels go together with the shift from top-down governance to governance that is more horizontally organized (Ishii, 2017). All the stakeholders in public policy projects such as the local government and organizations, communities, residents and businesses are included into the process of decision making, cultivating the democratic idea of community involvement that members of the community need to have a say in the decisions impacting their daily lives.

What benefits does community participation offer collaborative governance?

Community participation has various benefits to governance. It improves governance such as more democratic legitimacy for various institutions due to the close connections with citizens, better reputations for public bodies, more opportunities for active citizenship and bigger accountability of public bodies due to more efficient information distribution and enhanced dialogue (Madzvhandila and Caswell, 2014). Community engagement also causes improvement in the quality of services, programs and projects.

Through community engagement local governments are able to make sustainable decisions. Community participation makes it possible for the government to enhance effectiveness in the decisions they make (Mohamed, 2016). Through increased participation, policy makers are able to make decisions that are more informed when they engage with and in a careful way map out the needs and aspirations that local communities have on different matters that are of interest to them (Nyaguthii and Oyugi, 2013). Sustainable decisions are promoted through the recognition of and communication of the needs and interests that those participating have and those making decisions are included in this (Berardo et al., 2020). This means that decisions and the dedication of the community to outcomes are more accepted because knowledge from different groups shapes and develops inclusive powerful solutions (Offenbacker, 2004). There can be increased trust within organizations as well as in governance to arrive at improved public decisions. This is important considering the falling trust in governments around the world which together with the smart city idea avails an opportunity for the community to be engaged in delivering a transformative type of ongoing engagement between governments and citizens.

What limitations does community participation have in collaborative governance?

Awareness on community participation

Community participation may become ineffective in some instances especially when the level of awareness among the members of the community is low. Low levels of awareness reduce the extent to which communities take part in collaborative governance (Sun, 2017). Many community members may be unaware of their role in collaborative governance. Those involved in running governance and economic projects and programs may fail to raise sufficient levels of awareness within communities (Ouma *et al.*, 2017). When awareness is low, there is low participation of the members of the community in the development and implementation of different projects.

Poor communication and insufficient sharing of information

Lack of sufficient communication and inadequate sharing of information between the members of the community and those involved in running government programs and projects (Wamugu and Ogollah, 2017). Lack of information sharing and effective communication can result in little involvement of the members of communities taking part in collaborative governance. Evidence shows that after improvement in information sharing between the staff deployed by the government and the members of the community, there was an increase in the community members' involvement in decision making for monitoring of the service delivery process (Newman et al., 2004). Similar findings were reported in another study conducted in Canada (Howard-Grabman et al., 2017). It emphasized that in order for community members to speak in matters of decision making there should be crucial factors in place such as the sharing of experiences between the members of the community and the providers of the services.

Achieving a common understanding of approach and goals

One of the main problems of community participation in governance is reaching a shared understanding on the goals and approach to be taken. The context may include certain overlapping commitments, goals, and values but certain broadly disparate ones as well. When the partners are many, it becomes difficult to attain common ground. The key challenge is to turn antagonistic conflicts into useful conflict that widens the objectives of the participants and enhances solutions (Howard-Grabman et al., 2017). Apart from findings, common ground about objectives collaborators should get fundamental trust in each other. The failure of those involved in governance to achieve a common ground on goals and approach with the communities participating can jeopardize the process of collaboration leading to stalling of projects and programs (Kilewo and Frumence, 2015). Considering the often-arbitrary nature of the manner in which collaborative efforts come about and the likely prejudices about the manner in which other collaborators work, this procedure of trust building is crucial for creating efficient partnerships (Waardenburg et al., 2020) but it can be very complex and therefore present difficult challenges to collaborative governance.

What factors promote community participation in collaborative governance?

To establish and have efficient public participation, there is need for sponsoring organizations and makers of decisions to take precaution on how they support the process (Madzivhandila and Caswell, 2014). Some crucial elements to effective public participation may include the ones below. Adequate resources for conducting the process make funds and staff available for supporting every aspect of the process (Ishii, 2017). Included here is the assessment of the situation, acquiring and including public input, outreach activities with resources devoted to the involvement of vulnerable populations and portions of the community that are excessively burdened. Community participation is also promoted by the participative capacity among the staff and the participants. This capacity is for conducting training for communication, outreach, and required skills for problem solving (Howard-Grabman et al., 2017). There is need to have integrity. The government must have credibility and trust in order to support public participation. Public participation does not succeed where the agencies of the government or the makers of decisions are corrupt or dishonest about considering public output (Gerlak et al., 2012).

A belief in the importance of public output is also necessary and this is the understanding that public input will end in improved decision making and that community participation brings about better governance. In public governance community participation is also promoted by the capacity for engagement (Aum et al., 2021). This is to ensure that agencies understand how public participation processes are designed and implemented and that the community and agencies possess the knowledge and skills of communication to take efficiently participate in the process.

Complete transparency also helps in promoting public participation. Information should be shared with the public in a timely and easy way to educate them about the available problems and issues (Newman et al., 2004). Community participation must also have a clear purpose and goals. There should be a well-defined purpose for the role of the public in the project which is realistic, practical, and common for all stakeholders. Sponsoring agencies ought to determine the right degree for community participation for the present decision and

to set the expectation of the public in the right way (Kilewo and Frumence, 2015). There is nobody who gets the benefit whenever organizations make huge promises in the form of public participation more than what they are willing to devote themselves to and deliver. The making of promises that are not honored have the effect of undermining the confidence of the public in the process of public participation (Ahmad and Talib, 2011). Another factor is actual opportunity for influence, which is the actual opportunity for public contribution to be included in decision-making.

Public participation in matters of governance is also promoted by commitment to the entire process (Newman et al., 2004). The staff and the management should portray commitment to all the activities needed for making public participation to work and have the willingness to get and consider community input in decision-making. Finally, community participation is promoted by inclusive and proper representation (Howard-Grabman et al., 2017). This involves connecting with the representatives of the interests of stakeholders their colour, race, income nationality or sexual orientation notwithstanding.

Table 2.1: Summary of factors that promote community participation

Factors that promote community participation	Description
Adequate resources	To support every aspect of the participation process, including staff and funds(Ishii, 2017)
Participation capacity	The capacity for both staff and community/participants, such as required skills for problem solving, training, and outreach programs, and understanding of the public participation process, design, and implementation(Howard-Grabman et al., 2017).
Integrity and transparency	-Involves no corrupt practices, but credibility and trust across government agencies/institutions and among decision-makers

	-Also involves clarity of the goals and objectives, and the guidelines on how the community should participate (Gerlak et al., 2012).
Believe and commitment to the whole process	-Drives efforts towards supporting community participation (Aum et al., 2021). -Involves proper representation (Newman et al., 2004)

What factors hinder community participation in collaborative governance?

Within collaborative governance community participation is hindered by several factors.

Perceptual barriers

These are barriers that can be dealt with using the individual efforts of stakeholders or via change in the community's cultural climate. Personal values can also prove to be a hindrance because some stakeholders can place value on community participation but other may refuse to do that (Ishii, 2017). Some stakeholders may also bring their negative experiences and attitudes to these dialogues during their participation which can be frustrating to the community participants. According to Herzig's theory of Patterns of Polarization these people are polarized partisans (Haldane et al., 2019). Polarized partisans normally express total certainty about their personal views, dismiss other people's views and they go on to investigate for logical and moral flaws. It is also possible for media to strengthen the old conversations. People who are not polarized are afraid of speaking up because they are concerned that they can be seen to be muddle headed, traitors or apathetic (Berardo et al., 2020). According to Herzig, these people may consider themselves as having nothing to offer and they consider themselves to be disengaging from a tiring battle.

Media coverage may dishearten public involvement

Through the generation and perpetuation of battles and stereotypes using print, broadcast and online media, the subtext of the discussion in the community can

turn into an ‘us against them discussion vs. a productive and selfless process (Offenbacker, 2004). The conflicts generated can work against community participation by discouraging the involvement of the members of the public in decision making and dialogues that concern them.

Political barriers

Political barriers are the hindrances necessitating larger societal changes in order to deal with them (Ansell and Gash, 2008). Out of these, the biggest challenges to efficient community processes come from electoral and political cycles and this constrains public dialogue and limits the effectiveness of the process of decision making (Aung and Lim, 2021). Pandering, grandstanding and unwillingness to take tough decisions by elected officials normally affects proposals more so the controversial ones that are being deemed to be near or in the course of election cycles.

Logistical barriers

Logistical barriers can be dealt with via a properly conceived and an effectively implemented public participation strategy. While the regulatory or legal and political desire can be extensive participation. Practitioners designing and implementing the P2 process need to carefully design the process so that the largest number possible of stakeholders is involved and the process is made as representative as possible. According to Lenny Siegel from the Center for Public Environmental Oversight, there are a number of fundamental shortcomings in community participation processes (Offenbacker, 2004). They are the overwhelming nature of the process of cleaning up, because generally environmental technology together with the government deters participation. The second factor is that public participation is sought after too late in the process of decision making and this presents a dilemma to site neighbours whether to interfere or agree to the plan developed by the owners of the process (Berardo et al., 2020).

2.4 Collaborative governance and community participation in the Kabuchai Case Study.

Kabuchai is one of nine constituencies in Bungoma County that has three major county assembly wards with a total of 141,113 people as of 2020. The wards are Kabuchai/Chwele Ward, Bwake/Luuya Ward and Mukuyuni Ward- Fig 2.

Figure 2.2: Map of Kabuchai Ward



The topic of study is decentralization and Community Participation in matters of CDF in Kabuchai Constituency. Collaborative governance is an arrangement where public agencies work with non-state stakeholders collaboratively in decision making by way of agreement to implement policies and manage public assets and programs (Booher, 2004). The Constituency Development Fund is all about the management of public assets for projects that benefit the citizens. These citizens are the non-state stakeholders. The government provides money to citizens at the grassroots through the Constituency Development

Fund and this money is used to fund various programs and projects such as schools and bursaries (Damano, 2014). Therefore, the CDF and its implementation are a perfect example of collaborative governance. The CDF committee is made up of non-state stakeholders with whom the government engages to achieve the goal of development at the constituency level in the country. The committee is charged with the responsibility of making decisions on how the funds released by the government through CDF are spent (Mwenzwa, 2015). The government of Kenya exercises collaborative governance through the Constituency Development Fund in Kabuchai constituency. The CDF therefore acts as a way through which the Kenyan government decentralizes and its funds and projects and the fund helps to facilitate the participation of the community in Kabuchai in development matters (Damano, 2014).

In the present study, the concept of collaborative governance will be used to investigate how the Kenyan government using CDF incorporates the citizens and the CDF committee who are the non-state stakeholders in matters of governance. It will help to examine how the government can collaborate with those who are not in government to achieve the goals of development (Douglas et al., 2020). Collaborative governance itself denotes the decentralization of governance to the lower levels of administration.

2.5 Political Patronage and collaborative governance

Political patronage is the dispensation of the resources of the state as a way of rewarding electoral and political support. Political patronage is a situation where an individual is rewarded for providing support to a particular politician in the way of voting and campaigning and voting for them or otherwise (Ennser-Jedenastik, 2014). Political patronage may at times involve the receiving of money in order to give political support in return. State resources are among others, lucrative public sector contracts and plum jobs in the civil service (Bearfield, 2009).

Political patronage requires the existence of two parties. The first one is the patron who uses his or her influence to protect, help, or even extent benefit to another person who receives gain from the patron and in exchange provides allegiance to the politician or other services (Panizza et al., 2018).

In some countries a political spoils system is followed so that political patronage becomes normal and it is expected that the party that wins the elections provides civil service jobs to its supporters, relatives and friends. Those countries that have tougher anti-corruption controls and standards may adopt a merit-based system that requires civil servants to go through a process of fair hiring whereby they show genuine competency to do the duties expected of them (Kopecky et al., 2016).

It is assumed that political patronage is rampant in places that have a legacy of tribalism and power structures that are more localized. It also comes with other corrupt actions such as cronyism and nepotism. In the developing countries patronage, which is the political appointment of bureaucrats is common (Arriola, 2009).

Patronage in the form of political appointments and connections can boost the upward movement of bureaucrats which avails various governance resources such as monitoring technology, increase in trust and the alignment of incentives and priorities (Mueller, 2015). Patronage enhances governance in contexts where easy substitutes for the benefits of upward embeddedness do not exist. Through political appointments and connections, bureaucrats get upward embeddedness or the political and social connections they establish with politicians which creates accountability and effectiveness among politicians (Toral, 2021).

Recent studies (e.g. Panizza et al., 2018; Toral, 2021) show that political patronage has the capacity of distorting the allocation of public appointments and lead to the disincentivizing of bureaucratic performance. Patronage can result in the appointment of bureaucrats who do not have sufficient education and experience (Kopecky et al., 2016). Patronage underappreciates benefits for bureaucratic efficiency and responsibility and in different contexts it is possible to leverage it for the delivery of services. From this point of view, patronage impedes development via the wrong allocation of public jobs and the suppression of bureaucratic efforts (Mueller, 2015).

The concept of political patronage can be used in research studies to explain the behaviour of politicians who support their supporters, friends and relatives by use of resources belonging to the state especially in exchange for

political support given such as campaigning and voting for them (Panizza et al., 2018). Studies focusing on the formation of governments and decentralization of governance such as this one can use the concept to explain the relationships between politicians and their supporters in relation to matters of resource use. Political patronage as a concept may be the basis of studying the ills of governance such as corruption, graft and misappropriation of public resources (Bearfield, 2009). In the present world, existing research about distributive politics majorly touches on the influence of contests between political parties but little is known concerning non-electoral devices of allocating resources within a dominant party (Enns-Jedenastik, 2014). In new studies, the concept may be used to understand the use of state resources to facilitate competition within a single political party.

2.6 Political Patronage and Community Participation in the Kabuchai Case Study

Political patronage applies to the case being studied about CDF decentralization and Community Participation in matters of CDF in Kabuchai Constituency because the patron of the CDF is a member of parliament who is also a politician (Damano, 2014). The Member of Parliament may apply political patronage in the running of the CDF by rewarding his supporters, friends and relatives with positions in the committee that runs the CDF. Apart from the CDF committee, the Member of Parliament may also reward such people through his or her influence with appointments to lead and manage various projects and programs that are funded through the Constituency Development Fund (Mwenzwa, 2015). These appointments and other related assignments given by the politician to his or her cronies, relatives and supporters constitutes political patronage albeit at the constituency level.

In Kenya, politicians have the habit of rewarding individuals who campaign and vote for them. For some politicians who have access to state resources such people are rewarded for their effort and sacrifice to put the politician in office (Damano, 2014). This behaviour is common with members of parliament although other politicians such as governors and presidential candidates practice

it as well. There has been the misuse of the Constituency Development Fund in Kenya by members of parliament who have been accused of misappropriating the funds, corruption and theft which are motivated by the need to amass wealth for campaigning by bribing voters and giving out money to staunch supporters, campaign organizers and campaigners (Mwenzwa, 2015).

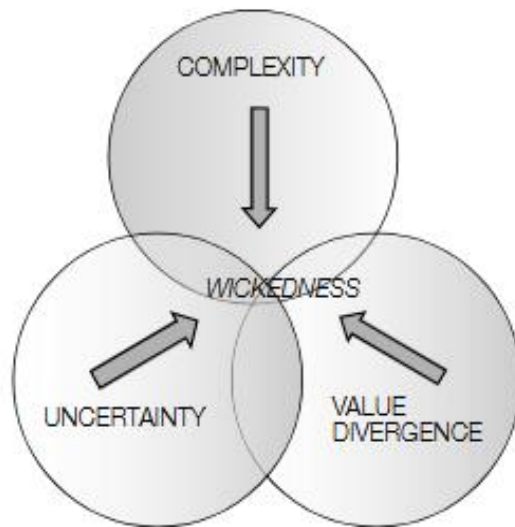
The concept of political patronage will be used to understand how politicians who have oversight for or are patrons of the Constituency Development Fund reward their supporters, friends and relatives with state resources such as money and positions meant for the public and the development of the constituency. Political patronage will be instrumental in examining the effectiveness of the decentralization process of the CDF and community participation in the implementation of the fund in Kabuchai Constituency.

2.7 Theoretical Framework: The wicked problem concept and Complex adaptive system theory

According to Rittel and Webber (1973), almost all public policy issues are wicked problems. Moreover, they are normally unstable since the problem and context of the problem evolves with the attempts to resolve them; and are socially complex, normally shifting their behaviours that requires coordination of stakeholders' approaches (Zivkovic, 2013). According to Head (2008), the wicked problem concept has been used to offer deeper insight into why majority of public policies and programs trigger controversy. Most studies deem these characteristics of wicked problems meaningful in comprehending the challenges revolving around certain aspects of social policy, environmental and natural resource policy, and urban planning (Freeman, 2000; Campbell, 2003; Head, 2008). Therefore, since CDF project exists as a government problem it can qualify as a wicked problem, and hence this study will attempt to apply the solutions proposed for wicked problems to assess how community participation in CDF project's decision-making processes. According to Head (2008), there are several complex social and economic issues that are hard to determine precisely, but which are not obviously wicked. Similarly, simple disagreements among stakeholders do not qualify a problem as wicked, but when severe disagreements are coupled with

uncertainty and complexity the threshold has been crossed. The relationship, representing an amplification of wickedness is illustrated in Figure 2.3. Despite lack of clarity on whether regarding a problem as “wicked” help in easily addressing it, still this approach seem helpful in producing broader understanding of the available strategies for managing and coping with complex issues.

Figure 2.3: ‘Wicked as a blend of uncertainty, complexity, and divergence



Source: Head (2008)

Wicked, complex, and adaptive problems cannot be suitably addressed as if they were simple or complicated problems since such approach would not only fail (Venton, 2011), but the wicked problem could risk worsening, since outward solutions to wicked problems normally tend to trigger undesirable consequences (Westley et al., 2007), plus other problems (Zivkovic, 2013). As argued by the Australian Public Service Commission (2007), wicked problems require collaborative and holistic problem-solving approaches. The Australian Public Service Commission (2007) suggests that stakeholders (such as citizens), should be involved in order to ensure the understanding of the complexity and interconnectedness of wicked problem (Zivkovic, 2013). This will help ensure that the likely solution is collectively made, and any needed behavioural changes are understood, deliberated, and owned by the people whose behaviour needs to be changed (Australian Public Service, 2018). In this sense, Grint (2005) argues that the role of traditional leaders in resolving wicked problems is not offering

proper answers, but instead asking proper questions. Asking such questions helps to focus communities on establishing collaborative strategies for addressing wicked problems that are precise to their distinctive needs, and which uses their available resources and collective intelligence (Grint, 2005). According to Head (2008), in certain cases, major projects may be regarded as deeply featured with complexities and uncertainties, but yet, the challenges are recognized as aspects of technical experts, based on original discussion with some stakeholders. This will be useful in assessing the value of community participation in CDF decision-making processes.

Complex adaptive system theory has been increasingly used as a tool for understanding and addressing complex issues (Christakis and Fowler, 2007; Norman, 2009; Ellis and Herbert, 2010; Van Beurden et al., 2013). The theory has been argued to be useful tools for assisting in making sense of natural phenomena that include human reactions to problem solving, such as health care organizations (McDaniel Jr, Lanham and Anderson, 2009; Ellis and Herbert, 2010; Van Beurden et al., 2013).

Moreover, Van Beurden *et al.* (2013) argues that a top-down approach to addressing complex adaptive systems can precipitate unforeseen problems by triggering underlying feedback loops within network of cause and impact, for instance banning alcohol in remote communities resulting into homelessness in nearby towns. Studies also suggest that effective rules of engagement are needed to enhance the chances that the emergent solutions will result into the intended goals; with enabling conditions been established to initiate systematic change and ensure that policy-makers have a vital role in establishing such enabling condition (McKelvey and Lichtenstein, 2007; Zivkovic, 2013). McKelvey and Lichtenstein (2007) suggest that large complex systems, including communities, need enabling conditions to be established for them to maintain coordination required for evolving self-organisation and adaptive capability. It is the government's responsible to create the enabling conditions (Zivkovic, 2013).

The complex adaptive system theory has also received attention as a mechanism for resolving wicked problems as it offers practical details on how to strengthen communities in order to make them more adaptive in resolving complex policy

problems (Australian Public Service Commission, 2018; Klijn, 2008). Zivkovic (2013) asserts that wicked problems should be resolved based on collaborative and holistic approach, which focuses on systematic innovation, and informed by complex adaptive system theory, which sets the enabling conditions to initiate systematic change. Therefore, this study will use these propositions; based on the wicked problem concept and complex adaptive system theory, to assess how community participation influence on CDF's decision-making processes, and whether the government (public agencies) has created the enabling conditions for successful implementation of the CDF projects.

Chapter Three: Methodology and Methods

3.1 Research Design

The research adopted the qualitative research approach, which has the advantage of enabling a study to explain a phenomenon vividly and in detail since it allows the use of descriptive data, unlike quantitative research approach which utilizes numerical data (Lewis, 2014, p. 474). Moreover, the research gathered both secondary and primary data to achieve the research objectives. The primary data was obtained using interviews and focus group discussions of a sample population from Kabuchai Constituency. These helped to sought out various participant's experiences and views on CDF and the nature and influence of their participation in the CDF's decision-making processes. These aspects may not have been effectively achieved through quantitative approach, and secondary data. But, secondary data was obtained from the library database and also on the internet, and was used to support the collected primary data, especially in offering a theoretical framework to discuss the finding of the study.

3.2 Tools used for data collection process

The research adopted semi-structured interviews for collecting the primary data. This choice was based on the idea that topic under investigation required an approach that permits participants to share and offer detailed insight of their knowledge and experiences. Though interviews bear potential bias error, especially due to differences in competences of interviewees (Bloch and Seal, 2011), they were used based on their flexibility and capacity to address the research questions. Moreover, according to Phellas, Bloch and Seal (2011) interviews are also sensitive to differences in contextual meaning in studies, and offer the capacity for participants to offer detail insight into topic under investigated.

3.3 Sampling

Purposive, critical case sampling technique was used. The technique is based on collecting samples based on who is more likely to offer the most useful infor-

mation (data) related to the topic under investigation (Etikan, Musa and Alkassim, 2016). The technique may be applied to determine whether a concept is worth investigating further, prior to adopting an expert sample to assess specific issues in details (Sharma, 2017). In this study, the technique allowed the researcher to involve participants who have knowledge of the CDF fund and are in proximity to matters related to the fund. This offered the advantage of affordability, ease of use, and convenience for the researcher (Etikan, Musa and Alkassim, 2016). This included selecting a selection of participants (a focus group) to address the research question, based on the criteria such as how knowledgeable or experienced they were in relation to CDF in Kabuchai constituency. These select participants included people on the CDF committee, beneficiaries of the projects, Member of Parliament whose docket is in charge of the fund, and women and youth groups that are involved in CDF's procedures. However, this technique has the disadvantage of being highly exposed to a researcher's bias, since it is based on their judgement. This is especially compared to probability sampling techniques that are used to lower such bias (Sharma, 2017). But, generally, the purposive, critical case technique was more applicable given the research context, especially under COVID-19 pandemic.

The research participants

Key informants

Firstly, the Member of Parliament, in charge of the CDF docket, helped to give the public agencies' (government) viewpoint in addressing the questions as to whether community members participate and influence the CDF decision-making process; and whether (and which) structural and social factors influence on the participation of community members in CDF's decision-making processes. The other participants helped to get the non-state's (community) perspective in addressing the same research questions.

Starting with interviews and narrowing down to a focus group, as mentioned earlier, the members of different groups that formed the focus group were selected based on the purposive, critical case sampling technique, especially by assessing how they would contribute effectively to addressing the research questions; based on their experience and knowledge, proximity, and convenience in

engaging with them during the study. This was especially made possible by the research assistant who works as the secretary to the Kabuchai CDF committee. These process led to 3 focus group discussions of 6 members each (6 heads of nyumba kumi initiative in Kabuchai constituency, 6 women from Maendeleo ya wanawake movement Bungoma County- Kabuchai Constituency branch, and 6 youths from Kenya national youth council Bungoma branch.

3.4 Working with the Research Assistant

As expressed earlier, due to COVID-19 pandemic restrictions, including restrictions on travelling to Kenya to do field research, and face-to-face interviews, it was necessary to use a research assistant. Given that she works as the secretary to the Kabuchai CDF committee, it was easier for her to access and talk to participants regarding the research and assure them of their safety and privacy in regard to aspects such as personal data. In doing so, she explained to the potential participants how the information they provided would be used, and how the study would ensure confidentiality and anonymity for their own safety. She then stated the background of the research to the participants, to ensure that they are aware of what the research purpose was, and have an idea of the kind of information that was relevant to the study. which was used to contact the phone interviews. Phone interviews were deemed ideal for conducting the research and obtain primary data. This was very critical for the study, by personally engaging the participants, and enhancing the ability to get more reliable data, despite not meeting the participants in person. The research assistant made contact with the different participants to facilitate the focus group discussions. The focus group discussions used interview guide questions that were provided (as shown in the interview transcript in Appendix 1). Recordings were made, transcribed and used for data analysis and discussion.

3.5 Research Ethics

According to Josselson (2007), the rate of participation is enhanced by safeguarding the privacy and safety of participants. Under the COVID-19 pandemic environment, the most important ethical principle to pay attention to was the

“do no harm principle”. Under this principle, the research assistant adhered to all measures meant for the prevention of the spread of the COVID-19 virus when meeting with respondents physically. Such measures include avoidance of physical contact, keeping a distance of 1.5-meter apart, and sanitizing and wearing masks. Secondly, the research assistant also followed other research ethical principles, including informed consent and voluntary participation. Firstly, permission was gained from the related entities, including the Kabuchai constituency offices. This was followed by the principle of informed consent, where the participants were made aware of the motivation and workings of the research project. This included how the data was to be collected, which kind of data was to be collected, and how the data was to be used. Moreover, participants were assured of their anonymity in regard to the data collected from them.

Chapter Four: Findings and Analysis

4.1 Introduction

In order to effectively investigate the factors that influence community participation in decentralization of development projects of Community Development Fund project in Kabuchai constituency in Kenya, it was necessary to collect the views of various participants who had relevant link to the project on the basis of focus group discussions. This involved the individuals from the CDF committee, beneficiaries of the projects, Member of Parliament whose docket is in charge of the fund, and women and youth groups that were involved in the CDF's procedures. The chapter represents the data collected from the interview's responses of the participants and organized in terms of themes aimed at addressing the research questions. The first theme involves the extent to which community members do participate and influence the CDF making process. This was followed by also establishing the structural conditions that influence the engagement of community members in CDF's decision-making process, and lastly determine how social factors in community affect the participation of community members in CDF's decision-making processes.

4.2 A brief description of the respondents

4.2.1 *Member of Parliament*

Respondents	Gender
R1	Male

4.2.2 *Head of Kabuchai nyumba kumi initiative*

Respondents	Gender	Age
R2	Male	47
R3	Female	45
R4	Male	58

R5	Female	45
R6	Female	50
R7	Male	50

4.2.3 Women of Maendeleo ya wanawake movement Bungoma County, Kabuchai constituency branch

Respondents	Age
R8	40
R9	47
R10	50
R11	55
R12	45
R13	38

5.2.4 Youths from the Kenya National Youth Council Bungoma branch

Respondents	Gender	Age
R14	Female	30
R15	Male	25
R16	Male	28
R17	Female	19
R18	Male	29
R19	Male	32

4.3 The extent to which community members participate and influence the CDF's making process

Whether community members participate in the decision-making process of the CDF projects

To find out the extend at which community members participate and influence the CDF decision-making processes, firstly, participants were asked to share their views on if and how they participated in such decision-making processes. Although there was an indication of some involvement in by community members in the CDF projects' decision-making, a significant number of participants indicated that the level of participation was not significant enough. For instance, one of heads of Kabuchai Nyumba Kumi Initiative indicated that;

"There are few cases where we are involved in the aspects of CDF projects, but this often happens during election period, as candidates for the parliamentary seats seek to desperately engage in activities that would persuade the population to vote for them". However, in the post-election period, this hardly occurs" (R6, 2021).

Another one said;

"Unlike in the past, there have been some shifts in policies, especially with the new constitution's emphasis devolution, which has seen some significant, but still not adequate levels of community participation. As a member of the nyumba kumi heads, our inputs are hardly sought for unless (in most cases) we present them. Another common aspect of participation is evident in the regular meetings, where select members of the community are involved through their membership in the CDF committee. However, the issue is that such selected members hardly represent the views of the community they ought to in the decision-making process, as they are normally hand-picked by the politicians for political reasons, such as rewarding them or corruptly filled by relatives and other significant persons to the politicians" (R3, 2021).

Secondly, the participants from the Maendeleo ya Wanawake Movement also showed that community members participate, but not sufficiently as it should be. For instance, one of them said;

"The CDF is designed to include members of the community in the decision-making process, but sadly, the CDF program has been filled with corruption and malpractice, including cases where it is being used as a political tool, where members of the CDF committee are largely

selected through political patronage, as opposed to merit. In such cases, the participation of such members in such committees is never about their input, but rewarding them and seeking for their continued loyalty. This has been the common case, where certain individuals who supported the seating politicians during election period, are often rewarded with positions in the CDF offices in the post-election period, directly and indirectly. This is even confirmed where every new politician (Member of Parliament) will have all (or almost all) members of the CDF offices and committee replaced after every election. Such trends largely disfavor women, who are not largely into politics as their men counterparts” (R11, 2021).

Another woman from the Maendeleo Ya Wanawake Movement also had almost the same views. Indicating that;

“There has been some increased level of participation in the CDF projects for women, which can be largely attributed to the policy changes implemented through the spirit of the new constitution to promote equality. However, this is still insignificant, especially in regard to real participation in the decision-making process, especially speaking as a woman, since women are often aware of such projects when they are already ongoing or complete and those in committees being hardly consulted for views” (R8, 2021).

Moreover, even the youth felt that they were not being involved in a significant way. One of them said that;

“As members of the community, the most we get involved in is in a few incidents, which I believe is meant to create an impression made towards inclusivity, and sometimes used at the implementation stage. But, we are hardly involved in the important decision-making processes of CDF. For instance, the youths are always involved in activities such during campaigns to popularize the politicians in exchange for cash. This is worrying especially given that we (the youth) form a large percentage of the population, and majority of the decisions on CDF affects our life currently, and in future, and also that of the community, since we are the future of the community” (R18, 2021).

The response from the above participants indicates that women and the youth are passively involved in the CDF process. Passive participation involves participants only being informed of the decisions or what has already occurred and their views are not listened to (Ansell and Gash, 2008). Moreover, from the response, most community members (especially the youths and women) are also involved through material incentives form of participation, where they have no

stake in extending their input beyond the end of such incentives (Mohammed, 2016).

However, the Member of Parliament had a different viewpoint about the participation of members of the community in the CDF's decision-making processes. He said;

"The members of the community are involved in the decision-making process. For instance, we make effort to involve them in identifying areas of priority to focus the CDF projects on. However, due to challenges in satisfying every sector of the population, due aspects such as inadequate resources, it is difficult to involve everyone in manner that would be fully satisfactory, which would explain why some of the community members may feel like they are not involved at all" (R1, 2021).

According to the response of the Member of Parliament, there is some level of interactive participation, but not to a larger extended since as stated Offenbacher (2004), in interactive participation individuals are part of the analysis, development of action plans and formation of local institutions. As explained by the Member of Parliament, challenges such as lack of resources are among the causes of unrealized full participation of the community. Moreover, the slight difference in the views of the Member of Parliament from the community participants can be attributed to difference in awareness level and expectations on the form of participation. Community members may be unaware of their roles, probably due to insufficient communication or miscommunication (Wamugu and Ogollah, 2017). According to Kilewo and Frumence (2015), sponsoring agencies/institutions need to determine the proper level of community participation and to establish the expectation of the public in a proper manner. Ahmad and Talib (2011) argues further that making promise that are not achievable leads to undermining of the public confidence of the process of public participation. This may make the public feel like they have low participation, but in fact, they are have adequately participated based on the give context.

Whether the participation of the members of the community plays an influence on decisions made in CDF projects, and how such participation influence the decisions made

Most of the responses revealed that in cases where members had participated in the decision-making process of the CDF projects, such participation had some significant influence on the decisions. For instance, an individual heading one of the Nyumba Kumi Initiative in Kabuchai said;

“We are hardly involved, and in cases where we are, I believe our contribution influenced significantly on the decisions. We are the people in touch and with knowledge of how things are on the ground, but you will find that our inputs are hardly integrated in decisions when we share them, and where they have been they have had great influence on success of such projects. Therefore, if our input were to be integrated more into the decision-making process, then most of the issues would be more appropriately addressed since our direct contact with the goings on the ground would really be helpful. A case example away from CDF is how we help in the security area through the engagement and exchange of useful information of Nyumba Kumi initiative members with those in charge with security” (R3, 2021).

Secondly, some of the women respondents also indicated that in cases where they are involved their participation had a significant influence on the decisions. For example, one of them said that;

“As mentioned earlier, our input as women are hardly considered, which can be seen with the kind of challenges in some of the women-oriented areas (R9, 2021)”.

The youth also indicate that as much as they are not largely involved in the CDF’s decision-making processes, in cases where they are involved, they tend to have an influence. One of them stated that;

“In a few cases that we are involved in the CDF processes, our contributions are hardly influential, as we are commonly involved at the implementation phase of processes. But, I believe our involvement could really be helpful in ensuring programs aimed towards us are more effective. This is because involving the youths will help in identifying areas of priorities, and how to address them appropriately. For instance, just as in the case of school/college bursaries, CDF projects have had a good impact on most of the needy youths by identifying personal-specific details, such as the real situations both at home and college/school” (R16, 2021).

The above opinions suggests that community participation may have a significantly influence on the decisions made in CDF projects, especially through helping in identifying areas of priority and the most cost-effective ways of addressing the key areas through CDF allocation. As argued by Rittel and Webber

(1973), public policy issues are wicked, and so CDF being one of them requires to be addressed as wicked problem. Studies argue that based on the multi-causality and interdependency nature of wicked problems, they require the coordination and participation of stakeholders (Zivkovic, 2013); in this case the community members. Wicked problems (such as the CDF projects), require collaborative and holistic approaches to problem-solving, since stakeholders' participation (such as citizens) ensures the understanding of the complexity and interconnectedness of wicked problem (Zivkovic, 2013). Bianchi *et al.*'s (2021) argues that stakeholders' participation may assist in the identification of policy solution that bears higher significance for the community. This is coupled by the participation helping in creating better approaches of implementing strategies to change (Ansell and Gash, 2008). Moreover, integration of marginalized members of the community assists in the expansion and development of citizenship, which enables decisions that are more broad and sustainable (Haldane et al., 2019), and that solutions/decision are owned by the people who are targeted by them (Australian Public Service, 2018). This is heightened in the mentioned case of youths and bursaries solutions, women and water access solutions, and Nyumba Kumi Initiatives and security solutions.

On the other hand, with a slightly different perspective to the rest, the Member of Parliament stated that;

"The input of different individuals is important, but there are a range of factors that limit the usefulness of such participation to the decisions. One is the fact that different stakeholders have different and conflicting interests, which are challenging to satisfy fully in a project. In this sense, it is difficult to integrate every person's views/inputs. This is coupled by the fact that different projects (ideas) compete against each other in terms of time, cash, and labor, among other resources and aspects, hence informing the need to prioritize. Additionally, some members may fail to influence since they lack the competence to offer useful input to the process. Therefore, the participation of members of the community does influence on decisions, but such influences are determined by various factors, including the ones I have mentioned" (R1, 2021).

As stated by Rolfe (2017), the essence of community participation is offering a mechanism through which local communities and stakeholders may be involved in local governance issues through the expression of their views regarding development projects, such as CDF in this case. According to Rolfe (2017),

through community participation the support for delivery of social services in situations where government has weaknesses can be achieved. This involves cases as highlighted earlier through the opinion of the participants representing the community members. However, the Member of Parliament's contribution also acknowledges the challenges (rather advantages) of community participation in CDF decision-making process. As implied by the Member of Parliament, one of the challenges is the lack (low) competence of community members in offering quality input, which matches with Kilewo and Frumenc's (2015) statement that community participation can in fact consume a lot of time, and is commonly very costly, and for it to be effective, there is need for capacity building.

Moreover, the Member of Parliament's view that it is difficult to integrate a range of views from different members of the community due to conflicting interests, this is not appropriate in according to proponents of the wicked concept. For instance, Head (2008), simple disagreements among stakeholders cannot qualify a problem as wicked, but when severe disagreements among the stakeholders are combined with uncertainty and complexity, they do qualify. As mentioned by the rest of the participants, there are several complexities and uncertainty in regard to CDF projects, which make aspects around CDF a wicked problem, which needs collaboration (participation). Haldane *et al.* (2019) argue that participation may bring hostile and diverse communities, minorities and other diverse groups together, forming new networks that can facilitate several interests to collaborate as a result of establishing more positive links based on better understanding of each other and enhancement of access to the decision-making process. This is coupled by the fact that involvement of diverse members of the community increases inclusivity, and acceptability of the solutions (Offenbacher, 2004). Therefore, it may be considered that community participation CDF is valuable for project's success. The cases of noticeable differences in views, especially between the Member of Parliament and community members can explain the argument that different parties tend to also have broadly diverse goals, objectives, and values (Madzivhandila and Caswell, 2014). This makes it

difficult to attain a common ground due to many parties involved in the processes. On this basis, Waardenburg et al. (2020) argues on how crucial the trust building aspect is in creating effective partnership is.

4.3 Structural conditions that influence the engagement of community members in CDF's decision-making processes

Firstly, the views from the heads of the Nyumba Kumi Initiatives in the constituency highlighted supporting resources, and participating capacity as the main factors. For example, one of the individuals among them revealed that;

“Yes, I think structural factors do influence on community member’s participation in CDF decision-making processes. These factors include the resources to help in creating awareness and implementing the CDF projects. This is because creating awareness helps community members to have knowledge of the projects, and if, how and when they can participate. These factor also include participating capacity that helps in building community members’ and CDF staff’s competence in offering useful input towards the processes, which may involve training. Without these factors it would be challenging for community members to participate effectively in the decision-making process” (R5, 2021).

The Women from the Maendeleo ya Wanawake Movement listed participation capacity, supporting resources, and transparency, as the main structural factors. One of them said that;

“Yes, the participation of community members in CDF decision-making processes is influenced by structural factors. This involves the participation capacity, which includes aspects such as skills, knowledge, education, and other aspects that enables individuals to be able to engage effectively in the CDF processes. For instance, some women in the village tend to be semi-literate, which influence on their ability to access and identify relevant information related to CDF, which could limit their chances of participation. This is where organizations such as the Maendeleo ya Wanawake Movement come in to empower women so as to enhance their ability to exploit such opportunities. Secondly, the relevant resources towards the projects and in communicating and coordinating the operations of CDF also tend to influence on the level of participation. Integrity and transparency in the workings of the CDF-related institutions also

helps in creating a fair chance for community members to participate in CDF's decision-making, since as expressed earlier corruption and patronage may restrict some individuals (especially the marginalized like women), in favor of others, especially the elite men (R10, 2021).

Moreover, the youth felt that a range of structural factors act against their participation in the decision-making processes of CDF. These mainly involved supporting resources and the capacity to participate. One of a youthful participant said that;

"Yes, structural factors do influence on community member's participation. Firstly, there is need for sufficient resources to ensure the policies as required by the CDF framework are effectively implemented. For instance, if the policies are meant to ensure the youth-based programs, such as bursaries, and business grants, then having the necessary funds towards such initiative may enhance participation of the youth. Additionally, the community members need the capacity to participate. This is especially the case for the youths, since in most cases we lack the capacity in terms of skills, and experiences to undertake some of the aspect related to CDF, but through training and mentorship programs, such capacity can be acquired" (R17, 2021).

On the other hand, the Member of Parliament connected a range of factors that seem to contribute to low participation of community members in the CDF's decision-making processes. He explained that;

"Yes, obviously a range of structural factors do influence on the participation of community members in CDF decision making processes. This includes economic factors, which contribute to scarce resources, hence causing the temptation to avoid indulging all (almost) every stakeholder in the decision-making process, since it challenging to satisfy their conflicting needs. Second is the capacity for the youth to participate, whereby some relevant skill sets and experience are necessary for engaging in CDF projects. I am aware of these and other factors, and I have (as a Member of Parliament) tried to establish various initiatives to address them, including offering mentorship and training programs at the local level" (R1, 2021).

Generally, the findings indicated supporting resources, transparency and integrity, and participation capacity as the main structural factors that influence on community member's participation in CDF's decision-making process. According to McKelvey and Lichtenstein (2007), large complex systems, such as communities, need enabling conditions for them to maintain coordination that is required for evolving self-organization and adaptive capability. Zivkovic,

(2013) argues that it is the government's responsibility to establish the enabling conditions. As argued by Gerlak *et al.* (2012) public participation cannot be successful achieved where government agencies or decision makers dishonest and corrupt while considering the input of the public. As suggested by Kopecky *et al.* (2016), this may require tougher anti-corruption standards and controls, with appointment based on merit-based systems that require appointees to pass through a fair recruitment process to prove their competency to perform their duties. This will avoid political patronage in the operations of the CDF, where politicians reward their supporters, relatives, and significant others with positions in the operations and CDF committee, which acts at a disadvantage to some individuals, which is a common case for most Kenyan politicians as confirmed by other studies (Mwenzwa, 2015; Damano, 2014). Arriola (2009) also argues that political patronage is common in developing countries, and is based on political appointment of bureaucrats. Secondly, sufficient resources for performing the processes, by making funds and necessary staff available to support the CDF process are also important for enhancing participation of members of the community (Ishii, 2017).

Thirdly, Howard-Grabman *et al.*'s (2017) argument also matches with the findings, which stresses on the capacity for staff and participants to participate in the CDF processes. According to them, such capacity can be built through training to build the necessary sets of skills, such as communication and problem solving skills.. This ensures that the related actors to the projects understand how the processes of public participation are formulated and operationalize, and that they have the necessary set of skills and knowledge to participate effectively in such processes (Aum *et al.*, 2021).

Governmental institutions' role in influencing the engagement of community members in CDF's decision-making processes

The views from the participants revealed that government institutions have and do have an important role in influencing the participation of community members in CDF's decision-making processes. However, it was also revealed that there were existing gaps in such efforts.

Firstly, all the heads of nyumba kumi were in agreement of the role of governmental institutions. As one of them explained;

“Government institutions have a role in influencing the engagement of members of the community, mainly through policy formation and implementation. For instance, we as nyumba kumi are a creation of government institutions, and we operations promote community participation. However, there are gaps that restrict our adequate participation in issues related to CDF, and to extend some politicians have taken advantage, probably to ensure their dominance in decision-making processes. Politicians have taken advantage of the gaps through corrupt malpractices and political patronage in appointing members in committees and staff in CDF projects” (R5, 2021).

Secondly, the women from the Maendeleo ya wanawake movement also agreed that governmental institutions do play a role, mainly through policy formation and implementation, but more needs to be done to enhance participation. One of them said;

“Definitely governmental institutions play an influential role in promoting engagement of community members. First is through policy formation, with an example for women being the “Two-Third Gender Rule” as enshrined in the new Kenyan constitution to promote women involvement in various positions in the society. Through such rule, we expect a significant number of women to be involved in the decision-making processes of CDF, as a policy action. However, the problem with such policy is with its implementation, since the progress in achieving the spirit behind the rule is still slow. We can attribute such failure to lack of willingness from those that benefit from the status quo, and also to the failure of government institutions (including parliament) in pushing for its full implementation” (R 8, 2021).

Thirdly, the youth also showed that governmental institutions play a role in influencing the participation of community members in CDF’ decision-making processes. One of the participating youths said;

“Government institutions play a role of policy-making and policy enforcement, which influence on the level of participation of community members. For example, like in our case, we have the Kenya National Youth Council which was established through an act of parliament, with the mandate connected to championing policies for the development of the youths. This could offer proper guidelines for involving youths in various decision-making processes. However, the

efforts of such institutions and related policies are not adequately implemented, and more needs to be done” (R19, 2021).

On the other hand, the Member of Parliament also indicated policy-making and policy implementation as among the roles that governmental institutions play in influencing the participation of community members in CDF’s decision-making.

“Governmental institutions play a great role in influencing the participation of community members in decision-making processes, including in CDF projects. Starting from the parliament, as a government institution, we create laws that guides in the operations of different areas of the society, which includes aspects related to the CDF. For instance, Parliament passed the CDF Act, which expresses the need for participation by requiring a Member of Parliament to form a committee for ensuring effective management of the CDF funds. On the other hand, on the same basis, other government institutions help in operationalizing such policies/ laws. Therefore, the question is how effective have such institutions been in enhancing participation, which I would say to be good, but needs to be done” (R1, 2021).

From the above responses, CDF serve as form of collaborative governance, where the government through its institutions incorporates its citizens in issues of governance in order to development goals (Douglas *et al.*, 2020). According to studies, collaborative governance involves several public agencies and stakeholders (non-state) in a cooperative process of decision-making or policy implementation (Booher, 2004; Sun, 2017).

The extent to which the role played by government’s institutions enhances or hinder community participation in CDF’ processes

The different views from the participants suggest that governmental institutions may have both negative and positive role/impact on the participation of community members in CDF processes.

Firstly, the heads of nyumba kumi initiative indicated that governmental institutions can influence the participation of community members in either way. But, based on the experiences, so far these institutions have been much more of hindrance. For example one of them stated that;

“The institutions are meant to make government policies work, and this includes the operationalization of CDF, as envisioned by the constitution. However, this has not been the case

since individuals working in those institutions tend to utilize their positions to corruptly benefit themselves or those they prefer, at the expense of those who rightfully deserves, hence leading to hindrance in the participation of the members of community in the CDF processes. For instance, as I suggested earlier, such trends tend to largely leave women as victims; with less opportunities to participate in CDF processes. Moreover, these institutions are largely characterized by inflexibility in operations, which hinders community participation through poor communication and coordination of CDF activities (R19, 2021).

Secondly, the youth were also inclined towards the same view as the heads of Nyumba Kumi Initiative. One of the youth participants stated that;

“According to responses from the youth, governmental institutions have had both hindering and enhancing impact on influencing the participation of community members. From their experiences, governmental institutions have the ability to enhance participation of community members in CDF processes, but instead they are operated in ways that hinder the participation instead. This is because of aspects such as bureaucracy, weak administrative systems, and corrupt malpractices by individuals working in such institutions. This has led to issues such as delays (or lack of) communication and coordination, which restricts community members from participation. For instance, there are cases where the youth are not aware of how to access help from the CDF kitty, including school/college bursaries” (R14, 2021).

The Member of Parliament gave a detailed explanation of how governmental institutions highly enhance community participation, but also act as hindrances. He said that;

“I would say that in general, government institutions do greatly enhance their participation. One good example of how the institutions enhance participation is through parliament legislation, including the CDF Act. The National Government CDF Act 2015 establishes five institutions, and highlights their compositions and functions. These institutions also need proper coordination between them in order to ensure effective link between several actors at different levels for effective implementation; whereby the level of effectiveness may hinder or enhance community participation. Additionally, the constitution that is partly a parliamentary product encourages the fair participation of all gender through the “Two-Third Gender Rule”. The constitution also encourages the principles of public participation. As Members of Parliament, our office as an institution also may hinder or enhance participation through appointments, and prioritization of development projects that affects different members of the community. I also

admit that all these institutions and others may also act as hindrances to the participation of community members. One such way is through the bureaucratic nature of the public sector, which may restrict effective communication and coordination of CDF related activities” (R1, 2021).

From these responses, generally, governmental institutions largely hinder on participation through their impact on communication and coordination of CDF activities and operations. This negative effect is attributed to bureaucracy, weak administrative systems, and corrupt malpractices in the operations of governmental institutions. According to proponents of the complex adaptive system theory, a top-down approach is not appropriate for resolving wicked complex problems since it can trigger more problems within the network of the cause and impact (Van Beurden *et al*, 2013). As suggested by Wamugu and Ogollah (2017), lack of adequate communication and sharing of information between community members and those connected with the operations of government projects/programs can lead to low or lack of participation in collaborative governance by community members. This was confirmed by Newman *et al*’s (2004) study in Uganda, which also revealed that members of the community failed to fully participate in the decision-among process of government project due to inadequate information on what the government was working on in the community in regards to governance and the operationalization of the projects. Another study in Canada confirmed the same, and stressing the value of communication between community members and service providers (Howard-Grabman *et al.*, 2017). Studies also indicate that low levels of awareness lowers the extent to which members of the community participate in collaborative governance (Sun, 2017; Ouma *et al.*, 2017).

Despite the expressed failure in the part of the government, as mentioned by the Member of Parliament, generally, government institutions do facilitate participation, but more is required, given the vital role of government in creating enabling conditions, as argued by studies. Studies argue that complex adaptive systems as solution to wicked problem need effective rule of engagement in order to enhance the chances that emergent solutions will lead to intended goals; whereby the policy-makers (government) have a vital role in creating these enabling conditions (McKelvey and Lichtenstein, 2007; Zivkovic,

2013). Therefore, the government can help to enhance participation by creating and promoting awareness of CDF-related issues.

On the other hand, political patronage and other corrupt practices involves exclusion/marginalization of members who are in reality affected by the project, yet wicked problems (such as CDF-education based projects in this case) require collective solutions, to ensure the needed behavioral changes are understood, deliberated, and owned by the people (Australian Public Service, 2018; Zilvkovic, 2013). In doing so, Grint (2005) suggests that the role of traditional leaders in resolving wicked problems is not offering proper answers, but instead asking proper questions. By asking such questions leaders (such as the Member of Parliament in this case) will be able to focus on establishing collaborative strategies for addressing the wicked problems that offer precise solutions to the unique needs of the affected persons, and which utilizes their available resources and collective intelligence (Grint, 2005). This stresses the need for participation and the role of the Member of Parliament.

4.4 Influence of social factors on the participation of community members in CDF's decision-making processes

All the participants indicated that social factors influence on the participation of community members in the CDF's decision-making. When asked to explain, they revealed these social factors to include educational attainment, culture, gender, age, and income levels (poverty).

Firstly, the head of the Nyumba Kumi Initiative listed educational attainment, culture and income levels as the main social factor that influence on the participation of members of the community. One of the interviewed members stated that;

“Yes, a range of social factors influence on the participation of community members in the CDF's decision-making. These include culture, whereby some culture may restrict women engagement in certain activities, which may include those in the CDF. Other cultures perceive young people as being incompetent to make certain decisions, which may include those related to CDF. This will ultimately influence on the level of participation of women and young individuals in the CDF processes, and decision-making. Second is education attainment, which is

important in helping members to know and be aware of the different aspects of CDF, and how they can participate, together with the possibility to qualify for any appointments/ roles related to CDF. Additionally, the level of income of individuals may impact on their participation in different ways. For instance, poverty may make individual satisfied with being given handouts in their struggle to survive, as seen in most cases where Members of Parliament give cash or other material things in order to buy of members of the public from complaining or questioning the way CDF projects are operated” (R6, 2021).

Secondly, the women from the Maendeleo Ya Wanawake Movement indicated that social factors, in terms of culture, and educational attainment, had a great influence on their participation as community members in CDF’s decision-making processes.

“Yes, social factors do influence on community participation. Firstly, through cultures that are restrictive to certain members of the society from indulging in certain activities. This has largely affected women, where women may shy away from certain activities for fear of being perceived as misfits, or challenging or competing against the men in the society, especially in areas dominated by men, such as politics that is connected to CDF. This can be attributed to culture that plays a great role in restricting women from getting involved in political processes, especially in a society that is largely patriarchal.. But, we believe that through continuous activism and sensitization pursued by bodies such the Maendeleo ya wanawake movement, the value of women participation can be promoted and create a shift in such patterns. Another factor is educational attainment level, which tends to influence on individuals awareness of their rights to participation, and how to participate in issues, including those related to CDF in this case” (R11, 2021).

Thirdly, the youth listed culture, and poverty as the main social factors that influence on their participation in the CDF’s decision-making. One of the youth participants indicated that;

“I would say yes, social factors do influence the participation”. This is through a culture that perceive young individuals as incompetent to make key decisions, which restricts young people from being considered in certain positions/ roles, including being in the decision-making of CDF processes. Additionally, poverty plays a great role, since most youths are unemployed and may prefer cash handouts, which politicians exploit as a weakness not involve the youth in affairs of the CDF in a significant way. This has been common in cases where the youths are used to

push the agendas of the Members of Parliament, through chaos, campaigns, and other roles away from decision-making processes” (R 16, 2021).

Lastly, while also in agreement that social factors do influence on community participation, in his explanation, the Member of Parliament listed culture, educational attainment, and poverty. One of them explained that;

“Yes. First is through culture, which sets out the way the people in the society behave, and hence tend to influence how they engage in different activities including CDF. This has seen women less involved in some CDF processes compared to their men counterparts. Secondly, educational attainment also influences on participation, by influencing on the level of awareness of individuals on various operations of CDF, and also on how they can qualify to be appointed or engaged in the different opportunities present in the CDF functions and activities. Another factor is income level (rather poverty), whereby the income levels would influence on the form of CDF activities/functions that individuals are interested in” (R1, 2021).

The social factors that influence on participation include educational attainment, culture, gender, age, and income levels (poverty), which tends to largely leave women and the poor at a disadvantaged position. Decentralization (such as CDF) is argued to increase popular participation of community members in all processes, and especially in decision-making at the local level (Agrawal and Gupta, 2005). However, some studies indicated that formal and informal procedures are characterized by irregularities and inadequacies, through male dominance, with educated and professional backgrounds, together with the rich and influential individuals, hence leaving women, poor, disabled, and those from marginalized rural areas excluded from the process (Mohammed, 2016). Matching some of the listed social factor in this study’s findings, Nganga (2011) attributes this form of exclusion in local development projects to gender-insensitive decentralization policies, low education attainment, lack of socio-economic resources, cultural practices, and political patronage. Therefore, decentralization development programs (such as CDF) cannot achieve the higher levels community participation, and overall success unless such restrictive factors are addressed.

For both the structural factors and social factors, it will be challenging to attain effective solutions without participation. Zivkovic (2013) argue that

wicked problems should be resolved on the basis of holistic and collaborative approaches, which focus on systematic innovation, and informed by complex adaptive system theory that sets enabling conditions to initiate the systematic change. Therefore, as mentioned earlier, governments (policy-makers) are to help in making such conditions more favorable.

Chapter Five: Conclusion

Despite there some evidence of participation of the community members in Kabuchai constituency CDF processes, women and the youth are mostly passively involved in CDF decision-making processes. This involves cases where they are aware or are informed of the decisions when they are already implemented. They are also commonly involved through material incentive form of participation, with no further engagement beyond such incentives. However, there are a few cases where they are engaged in interactive participation in the CDF decision-making process, and as this can attributed to structural and social factors that restrict participation.

Moreover, mostly, when the members of the community are involved in the decision-making processes, in cases where their inputs are considered, they have had/ and have influence on such decisions. This is because such inputs help in easily establishing areas of priority, and the most cost-effective ways of addressing issues through CDF projects. Their inputs also do influence on such decisions by making the projects more sustainable and acceptable among community members. However, there are cases where the involvement of the community members have negative implications such as causing difficulties in integrating views of members with conflicting interests. But, this in fact qualifies the CDF issue as a wicked problem, and based on the complex adaptive system theory, a solution to this requires a holistic and participatory approach. This will offer more inclusive and community-owned sustainable CDF solutions.

The main structural factors/conditions that influence the engagement of community members in CDF decision-making include supporting resources, participating capacity, and transparency and integrity. Adequate resources for performing the different processes/activities of CDF are important. This includes staff at the various CDF functions. Capacity to participate is also an important factor, which can be built through training to build the necessary sets of skills, communication to enable participants to effectively participate. Thirdly, transparency and integrity helps in ensuring fair participation, through systems that are based on merit, as opposed to corruption and patronage. This helps to

prevent cases such as where politicians appoint members of CDF committee based on biased and corrupt approach at the disadvantage of others, especially the minority (such as women).

Government institutions help in formation and implementation of policies related to CDF. However, they largely hinder community participation through their effect on communication and coordination of CDF activities. This is because of the nature of practices/functions in government institutions, such as being highly bureaucratic, causes lack of adequate communication and sharing of information. This makes it restrictive for community members to participate effectively in CDF processes. As a complex adaptive system, the CDF fund and related processes need enabling conditions. The government (and policy-makers) in order to ensure the effectiveness of the solutions to the beneficiaries should provide this. Therefore, the government should help in enhancing participation and effectiveness of the CDF projects by addressing the factors that restrict participation, as mentioned earlier.

Besides the institutional-based factors, various individual-based factors influence on community members' participation in CDF's decision-making. This can be categorized as social factors, which include educational attainment, culture, income levels (poverty), age and gender. These aspects tend to largely affect women, the poor who are disadvantaged. The irregularities and inadequacies of CDF processes tend to favor the men, the rich, the more educated, and the influential members of the community, while mostly leaving the marginalized excluded. Some cultures also discourage women and children from participating in some activities, including those involved in the CDF's decision-making processes. This is based on perceptions such as those that view the youth as incompetent to make key decisions. Therefore, unless the restrictive factors are addressed, the high levels of community participation, which is beneficial to CDF project's success, cannot be achieved. Generally, the government should help in creating the enabling conditions for participation since based on the nature of CDF, participation are very critical. Among the likely achievable solutions is increasing participation capacity for both the government institution and community, especially in cases where all parties are committed and believe in participation. This should be coupled by increasing awareness of community members

and clearly communicating the goals, objectives, and the roles, and expectations of the public in the participation process. This will help the public to know the need, how they can participate, and what is expected from their participation hence building their confidence in the participation processes.

Chapter Six: References

- Agrawal, A., and Gupta, K. (2005). Decentralization and participation: the governance of common pool resources in Nepal's Terai. *World development*, 33(7), 1101-1114.
- Ahmad, M. and Talib, N. (2011). External Factors that Inhibit Community Participation in Development. *Int. J. Eco. Res.*, 2(1), 16-22.
and Project Management, 2(3), 1-13.
- Ansell, C. and Gash, A. (2008). Collaborative Governance in Theory and Practice. *Journal of Public Administration Research and Theory*, 18(4), 543–571.
<https://doi.org/10.1093/jopart/mum032>
- Arriola, L. (2009). Patronage and Political Stability in Africa. *Comparative Political Studies*, 42(10), 1339-1362.
- Aung, T.M., and Lim, S. (2021). Evolution of Collaborative Governance in the 2015, 2016, and 2018 Myanmar Flood Disaster Responses: A Longitudinal Approach to a Network Analysis. *Int J Disaster Risk Sci*, 12(2021), 267–280. <https://doi.org/10.1007/s13753-021-00332-y>
- Australian Public Service Commission (2018). *Tackling Wicked Problems: A public Policy Perspective* [Online] Available at: <https://legacy.apsc.gov.au/tackling-wicked-problems-public-policy-perspective> [Accessed 2nd October, 2021]
- Bagaka, O. (2008, October). Fiscal decentralization in Kenya: The constituency development fund and the growth of government. In *Proceedings of 20th Annual Conference of the Association for Budgeting and Financial Management, Chicago*.
- Batory, A. and Svensson, S. (2019). The fuzzy concept of collaborative governance: A systematic review of the state of the art. *Cent. Eur. J. Public Policy*, 13(2). doi: 10.2478/cejpp-2019-0008
- Bearfield, D. (2009). What Is Patronage? A Critical Reexamination. *Public Administration Review*, 69(1), 64 – 76.

- Berardo, R., Fischer, M. and Hamilton, W. (2020). Collaborative Governance and the Challenges of Network-Based Research. *The American Review of Public Administration*, 50(2), 027507402092779
- Bianchi, C., Nasi, G. and Rivenbark, W. (2021). Implementing collaborative governance: models, experiences, and challenges. *Public Management Review*, 4(5), 1-9.
- Booher, D. (2004) Collaborative governance practices and democracy. *National Civic Review*. 93(4), 32-46. DOI: 10.1002/ncr.69
- Campbell, M. C. (2003). Intractability in environmental disputes: Exploring a complex construct. *Journal of Planning Literature*, 17(3), 360-371.
- Casey, K. (2018). Radical decentralization: does community-driven development work?. *Annual Review of Economics*, 10, 139-163.
- Cheeba, G., Nellis, J., and Rondinelli, D. (1984). Decentralization in developing countries: a review of recent experience. *World Bank, Working Paper*, (581).
- Damano, B. (2014). The Constituency Development Fund. Merits and Demerits to Community Development. Retrieved from <https://roggkenya.org/2016/04/06/cdfstory-use-of-constituency-development-fund/>
- Das, D., and Ngacho, C. (2017). Critical success factors influencing the performance of development projects: An empirical study of Constituency Development Fund projects in Kenya. *IIMB management review*, 29(4), 276-293.
- Davies, A., Mulgan, G. Norma, W., Pulford, L., Patrick, R. and Simon, J. (2012). Systemic Innovation
- Douglas, S., Ansell, C., Parker, C., Sorensen, E., Hart, P. and Torfing, J. (2020). Understanding Collaboration: Introducing the Collaborative Governance Case Databank. *Policy and Society*, 39(4).
- Ellis, B. S., and Herbert, S. (2010). Complex adaptive systems (CAS): an overview of key elements, characteristics and application to management theory. *Journal of Innovation in Health Informatics*, 19(1), 33-37.
- Emerson, K., and Gerlak. A. (2014). Adaptation in collaborative governance regimes. *Environmental management*, 54(4), 768-781.

- Enns-Jedenastik, L. (2014). The Politics of Patronage and Coalition: How Parties Allocate Managerial Positions in State-Owned Enterprises. *Political Studies*, 62(2), 398-417.
- Etikan, I., Musa, S. A., and Alkassim, R. S. (2016). Comparison of convenience sampling and purposive sampling. *American journal of theoretical and applied statistics*, 5(1), 1-4.
- Freeman, D. M. (2000). WICKED WATER PROBLEMS: SOCIOLOGY AND LOCAL WATER ORGANIZATIONS IN ADDRESSING WATER RESOURCES POLICY 1. *JAWRA Journal of the American Water Resources Association*, 36(3), 483-491.
- Gerlak, K., Lubell, M. and Heikkila, T. (2012). The promise and performance of collaborative governance. *Oxford handbook of US environmental policy* (2012), 413-434.
- Gow, D. D., and Van Sant, J. (2019). Decentralization and participation: Concepts in need of implementation strategies. In *Implementing Rural Development Projects* (pp. 107-147). Routledge.
- Grint, K. (2005). Problems, problems, problems: The social construction of 'leadership'. *Human relations*, 58(11), 1467-1494.
- Haldane V, Chuah FLH, Srivastava A, Singh SR, Koh GCH, Seng CK, et al. (2019). Community participation in health services development, implementation, and evaluation: A systematic review of empowerment, health, community, and process outcomes. *PLoS ONE*, 14(5). e0216112. <https://doi.org/10.1371/journal.pone.0216112>
- Hassan, J. M. (2019). *A Comparative evaluation of the implementation of public participation guidelines in Kenyan county governments* (Doctoral dissertation, Strathmore University).
- Head, B. W. (2008). Wicked problems in public policy. *Public policy*, 3(2), 101.
- Howard-Grabman, L., Miltenburg, A.S., Marston, C. et al. (2017). Factors affecting effective community participation in maternal and newborn health programme planning, implementation and quality of care interventions. *BMC Pregnancy Childbirth* 17, 268. <https://doi.org/10.1186/s12884-017-1443-0>.

- Ishii, R. (2017). Community Participation in Local Governance – An Empirical Analysis of Urbanized Local Governments in the Philippines and Uganda. *International Journal of Public Administration*, 40(11), 907-917.
- Kairu, P. N., and Ngugi, P. K. (2014). Factors affecting effective implementation of constituency development fund projects in Machakos Town Constituency, Machakos County in Kenya. *International Journal of Current Business and Social Sciences*, 1(2), 146-167.
- Kilewo, E. and Frumence, G. (2015). Factors that hinder community participation in developing and implementing comprehensive council health plans in Manyoni District, Tanzania. *Global Health Action* 8, 26461
- Kilewo, E. G., and Frumence, G. (2015). Factors that hinder community participation in developing and implementing comprehensive council health plans in Manyoni District, Tanzania. *Global health action*, 8(1), 26461.
- Kimenyi, M. S. (2005). Efficiency and efficacy of Kenya's constituency development fund: Theory and evidence. Retrieved from https://opencommons.uconn.edu/cgi/viewcontent.cgi?article=1052&context=econ_wpapers
- Kirk, E., Nabatchi, T. and Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, 22(1) 1-29. <https://doi.org/10.1093/jopart/mur011>
- Kopecky, P., Sahling, M. and Spirova, M. (2016). Party patronage in contemporary democracies: results from an expert survey in twenty-two countries from five regions. *European Journal of Political Research*, 55 (2), 416-431.
- Kopecky, P., Scherlis, G. and Spirova, M. (2008). Conceptualizing and Measuring Party Patronage. Retrieved from http://www.derecho.uba.ar/investigacion/investigadores/publicaciones/scherlis-conceptualizing_and_measuring.pdf
- Lewis, S. (2015). Qualitative inquiry and research design: Choosing among five approaches. *Health promotion practice*, 16(4), 473-475.
- Madzivhandila, T. and Caswell, M. (2014). Community Participation in Local Government Planning Processes: A Paramount Step Towards a

- Successful Service Delivery. *Mediterranean Journal of Social Sciences* 5(16), DOI:10.5901/mjss.2014.v5n16p652.
- McDaniel Jr, R. R., Lanham, H. J., and Anderson, R. A. (2009). Implications of complex adaptive systems theory for the design of research on health care organizations. *Health care management review*, 34(2), 191.
- McKelvey, B., and Lichtenstein, B. (2007). Leadership in the four stages of emergence. *Complex systems leadership theory*, 1, 93-108.
- Miano, E. N. (2016). *Factors Influencing Community Participation In CDF Funded Projects: A Case of Mathira Constituency, Nyeri County, Kenya* (Doctoral dissertation, university of Nairobi).
- Mohammed, A. K. (2016). Decentralization and Participation: Theory and Ghana's Evidence. *Japanese journal of political science*, 17(2), 232.
- Mueller, H. (2015). Insulation or Patronage: Political Institutions and Bureaucratic Efficiency. *The B.E. Journal of Economic Analysis and Policy*, 15(3), <https://doi.org/10.1515/bejeap-2013-0084>.
- Muigua, K. (2014). Towards meaningful public participation in natural resource management in Kenya. *University of Nairobi, Nairobi*.
- Mwangi, J. K., Nyang'wara, B. M., and Ole Kulet, J. L. (2015). Factors affecting the effectiveness of monitoring and evaluation of constituency development fund projects in Kenya: A Case of Laikipia West Constituency. *IOSR Journal of Economics and Finance (IOSR-JEF)*, 6(1), 2321-5925.
- Mwenzwa, E. (2015). From Center to Margin: An Appraisal of the Constituencies Development Fund (CDF) as a Decentralization Strategy in Kenya. Retrieved from file:///C:/Users/User/Downloads/From%20Center%20to%20Margin%20An%20Appraisal%20of%20the%20Constituencies%20%20Development%20Fund%20(CDF)%20as%20a%20Decentralization%20Strategy%20in%20Kenya.pdf
- Newman, J., Barnes, M., Sullivan, H. and Knops, A. (2004). Public Participation and Collaborative Governance. *Journal of Social Policy*, 33(02), 203 – 223.
- Nganga, T. W. K. (2011). *Institutions and gender inequality: A case study of the Constituency Development Fund in Kenya*. African Books Collective.

- Nyaguthii, E., and Oyugi, L. A. (2013). Influence of community participation on successful implementation of constituency development fund projects in Kenya: case study of Mwea Constituency. *International journal of Education and Research*, 1(8), 1-16.
- Offenbacher, B.S. (2004). *Overcoming barriers to effective public participation*. WIT Press
- Panizza, F., Larraburu, C. and Scherlis, G. (2018). Unpacking Patronage: The Politics of Patronage Appointments in Argentina's and Uruguay's Central Public Administrations, in: *Journal of Politics in Latin America*, 10(3), 59–98.
- Rittel, H. W., and Webber, M. M. (1973). Dilemmas in a general theory of planning. *Policy sciences*, 4(2), 155-169.
- Rolfe, S. (2017). Governance and Governmentality in Community Participation: The Shifting Sands of Power, Responsibility and Risk. *Social Policy and Society*, 17(4),1-20.
- Rondinelli, D. A. (2017). Decentralization and development. In *International development governance* (pp. 391-404). Routledge.
- Sharma, G. (2017). Pros and cons of different sampling techniques. *International journal of applied research*, 3(7), 749-752.
- Sun, X. (2017). Research and Prospect of Collaborative Governance Theory. *Public Policy and Administration Research*, 7(7), 50-53.
- Titeca, K. (2006). Political patronage and political values: The developmental role of political patronage and its impact on shaping political values in rural Uganda. *Afrika Focus*, 19(1-2).
- Toral, G. (2021). The benefits of patronage: How political appointments can enhance bureaucratic accountability and effectiveness. Retrieved from https://www.guillermotoral.com/publication/benefits_of_patronage/benefits_of_patronage.pdf
- U. N. (United Nations) (2015). *Transforming our world: the 2030 Agenda for Sustainable Development*. Rep.A/RES/70/1, United Nations, New York
- Van Beurden, E. K., Kia, A. M., Zask, A., Dietrich, U., and Rose, L. (2013). Making sense in a complex landscape: how the Cynefin Framework from

- Complex Adaptive Systems Theory can inform health promotion practice. *Health promotion international*, 28(1), 73-83.
- Venton, S. (2011). Why Sensemaking is Needed for Environmental Leadership. *Business Leadership Review*, 8(4), 1-11.
- Waardenburg, M., Groenleer, M., Jong, J. and Keijser, B. (2020). Paradoxes of collaborative governance: investigating the real-life dynamics of multi-agency collaborations using a quasi-experimental action-research approach. *Public Management Review*, 22(3)
- Wamugu, J. W., and Ogollah, K. (2017). Role of stakeholders' participation on the performance of constituency development fund projects in Mathira East constituency in Kenya. *International Academic Journal of Information Sciences and Project Management*, 2(1), 104-125.
- Zadek S. (2008). Global Collaborative Governance: There is No Alternative. *Corporate Governance: The international journal of business in society*, 8(4), 374-388.
- Zivkovic, S. (2013). Local government as a facilitator of systemic social innovation. In *Proceedings of the 3rd National Local Government Research Forum*.

Chapter Seven: Appendix

Appendix 1: Interview questions/guideline