Refocusing Public Participation for a New Management Era in Kenya: Insights from Literature

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Abstract

This study was about a new model of public participation in the wake of globalization, democratization and technological advancement. The model gave ordinary people opportunity to meaningfully contribute to matters that affect or interest them. The questions that guided the study were: 1) what factors influence citizen involvement in matters that concern them in new management era in Kenya? 2) What methods are available to foster public participation in new management era in Kenya? Arnstein's Ladder and IAP2 spectrum of citizen participation formed the theoretical framework on which the study was anchored. Analytical inquiry design was used. Data was collected by desk review using Google Scholar as search engine to access e-libraries. Thirty three sources composed of journal articles, books, conference papers and reports by government agencies and United Nations, published between 2010 and 2020 were reviewed. The critical analysis of literature revealed four sets of factors (demography, motivation, structure and environment) that influenced citizen participation. Leveraging on technology to compliment face-to-face public participation with online (e-participation), developing cooperative system between national and local government that provides structured participation such as 'local councils' or 'ward committees' are some of the methods Kenyan Government should adopt. Finally, the study suggests that the government of Kenya establishes a culture of open governance by designing and implementing policy framework that eliminated barriers to public participation.

Key words: Public participation; new management era; Public participation methods.

INTRODUCTION

Public participation is a meaningful engagement of people affected by a decision to make inputs on matters that concern them. The matters include designing and delivering public service, projects and policy. Besides being a "process," it can also be defined as either a "practice," or "procedures," through which ordinary people (that are neither elected nor appointed) engage with decision makers on designing agenda and making decisions on issues and policies that affect or interest them. According to the International Association for Public Participation (IAP2), public participation happens when the people affected by a decision are involved in the decision making process. The aim is not only to encourage the ordinary people have meaningful input in the decision-making (VAGO, 2017), but also make the process participatory, inclusive, deliberative, transparent, accountable and communicative (Blanc, 2020).

Inclusion, democracy, technological and globalization paradigms have emerged as key characteristics of new management style, setting apart from the old. The new management era has been ushered in by rapid technological changes that have

increased digital communications. It has also seen the development of democratization, globalization and stronger demand for inclusivity in public matters. The new turn of trend has enabled the public to mobilize, engage and influence matters that affect them in a new and greater powerful ways. The new management era has a strong wave of *'the new localism'* paradigm that promotes civic life and deepened democratic participation. Governments, therefore, have been called upon to provide mechanisms of citizen engagement. Governments that were committed to expanding space for citizen involvement in management of their affair registered good relationships with their subjects. In addition, public participation deepened an understanding of the problem, built public buy-ins and trust, enhanced sense of people's priorities, reduced risk of one group dominating as well as building responsive and accountable governments (ipat, 2015). Consequently, the Organization for Economic Co-operation and Development (OECD) exerted pressure on governments to mainstream public participation in their businesses. The concept has since gained ground geographically and thematically to cause researchers struggle with new tasks designing how public participation can be implemented effectively.

Its evolution is traced in 1980s with the fall of Berlin Wall, when public participation was prioritized on most national agenda lists The fall of the physical barrier between the East and the West in 1989 ushered in "European Picnic" that promised citizens a new lease of life and freedom where their voice could be heard and be considered in decision making (Greene, 2011). Before decision making, power and resources of governments were centralized around power politics and bureaucrats from abroad who dictated monopolistic governance of one party rule. The fall of Berlin wall brought a new era of governance, that is; a new public management dimension that called for economics, efficiency and effectiveness in the creation and delivery of public value (Evans & Reid, 2013). Championed by Mikhail Gorbachev's new thinking, the reform on one hand, destroyed cold war, centralization of power and bureaucracies andon the other hand promoted a new public management order of decentralization whose tenets rest on public participation in matters that concern them (White, 2015).

Between 1960 and 1970, public participation became a feature of public policy in Canada. This caused the Canadian Centre for Foreign Policy Development in 1996 to help citizens be involved in issues that concern them like land mines and poverty eradication. Progressively civil societies were employed as a basic instrument to support policies and programs aimed at transforming relations between the state and citizens (Aminuzzaman, 2008). United Kingdom initiated devolution strategy in 1970s after pressure from many citizen groups demanding for efficient management of own affairs. Till 1980s, Paris approved all major decisions of county governments in France (Cole, 2006). During apartheid in South Africa, the system of governance was highly centralized.

Progressively, Kenya has moved from centralized to new management era characterized by decentralized governance. The citizen-centric local government that created public value through participation in Kenya can be traced from colonial era. Odera (2011) traced delegated power to provincial administrators and village headsmen as early as 1902. Anchored on Village Headmen Ordinance, Township Ordinance, Local Authority Ordinance and County Council Ordinance; the local levels of the central government exercised some political, administrative and legal authority. The constitution then gave legislative, financial and executive powers to local authority to operate independently. With time Kenya embraced a highly

centralized state executive system based in Nairobi, housed by the office of the president for five decades. Under the centralized system, the country experienced misuse of executive power, increased marginalization, unprecedented poverty and exclusion of citizens from government decision making. The country adopted District Focus for Rural Development (DFRD) in 1980 to manage the situation. Later it introduced Local Authority Service Delivery Action Plan (LASDAP) in 2001 and the Constituency Development Fund (CDF) in 2003.

The promulgation of Kenya Constitution (2010) ushered in new governance regime with a two-tier government and forty-seven county governments meant to deepen democracy, decentralization and public participation. The two-tier government has national and county governments. The counties are charged with the responsibility of providing services to the local people; providing solutions to social challenges and well balanced development, regionally. The introduction of democratic dispensation in Kenya in 2010 constitution of Kenya drew the idea of public participation in public affairs into the fore. The constitution makes space for an inclusive and popular participation in government that respects the rule of law, transparence and accountability. Further, the County Government Act of 2012(87) clearly outlines the principles of citizen involvement in local governance. The principles address timeliness and reasonable access to information and process of making policies. In addition, the interests of marginal and minority groups and non-state actors are to be considered. The Act also provides for Public-private partnership, too (Republic of Kenya, 2012). The Intergovernmental Relations Act No 2 (29) of 2012 enhances these provisions by establishing framework of public participation.

After 2013 general elections 47 counties, being embodiment of decentralization and bottom-up style of public management, were formed in accordance to the new 2010 constitution of Kenya. Turkana is one of the 47 counties, obliged by the chapter eleven of the constitution to provide public good and services to the citizens after engaging. This is further outlined in the Turkana County Public Participation Act 2014 and the County Public Participation Guidelines of 2015 (Ministry of devolution and planning, 2015).

Problem statement
Despite clear understanding of the importance of public participation, reports show that most governance institutions have not mainstreamed public participation in the practice and procedure of running affair of public interest (ITFR, 2016). Corruption, mismanagement, political patronage and exclusion of citizens in governance are still common complaints at national and grassroots level in government projects, policies and public service identification and implementation (Mbithi et al., 2018; Tshoose, 2015). Literature is still scanty on factors and methods to guide leaders on participatory management, too (Molokwane & Tsombe, 2018). The problem points to existent public involvement being invalid; not addressing what it was meant to address. These motivate the study to review existent literature in order to discover novel models to entrench public participation in the new management era.

Research questions
1. What factors influence citizen involvement in matters that concern them in new management era in Kenya?
2. What methods are available to foster public participation in new management era in Kenya?

Justification of the study

Public participation is a critical aspect of good governance. It enhances citizens engagement, legitimizes decisions and enables policymakers have valuable local knowledge (Berry et a, 2015). Allowing citizens to plan and implement own development projects promotes responsiveness of government to its citizens' needs, openness and accountability in discharge of its mandate. Public participation opens up a democratic space for citizens. As a result, most governments have opened up democratic space for citizen participation. However, the participation itself has been differentiated by literature on levels ranging from information as lowest to power and citizen control as the highest level. Activeness of citizen's involvement increases and deepens intensity of two-way communication between the public and officials.

LITERATURE REVIEW

This section entails a systematic analysis of theories and empirical evidences that explain factors and methods that enhance public involvement in matters affecting them. Literature unveils this reality through theories (Arnstein's Ladder and IAP2 spectrum of citizen participation) and empirical evidences gathered worldwide.

Theoretical review

Arnstein's Ladder of Citizen Participation

Arnstein's Ladder of Citizen Participation is a theory developed by Sherry R. Arnestein in 1969 to help understand gradation of participation. The theory defines citizen participation as citizen power. Using a ladder metaphor, Arnestein explained citizen participation into eight levels (rungs). The rungs include manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control (Arnestein, 1969). According to Arnestein the lowest form of citizen participation is no participation which entails manipulation and therapy rungs. Under manipulation the power holders use propaganda, influence the public to gain support from the poor. The poor are used as rubber stamps. In therapy rung citizens cannot make decisions. They are enlightened instead by paternalistic education exercise and clinical group therapy (Theyyan, 2018). The objective of manipulation and therapy is to educate or cure the participants but not to participate.

At informing and consultation rungs the have-nots are allowed to hear and have a say, but the ultimate decision making remains with the power holder. Informing is about allowing flow of information to the public without channel for feedback and negotiations. Consulting allows two-way flow of information between the poor and the power holders. At this rung, the citizens raise their voice and can be heard but lack the power to ensure that their views will be heeded by the power holders. Placation is the fifth rung where the have-nots can advise the power holders but are overruled when their opinion is unfavorable. Information, consultation and placation are called tokenism as shown in Figure 1.
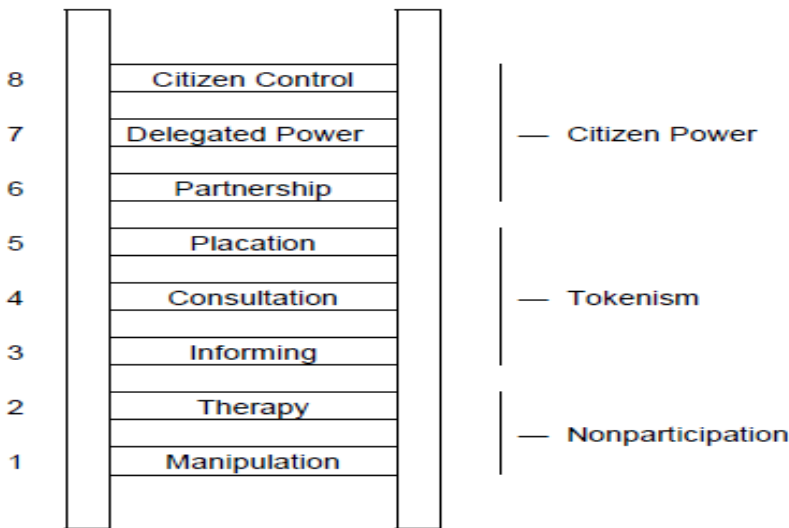
Figure 1: Eight participation rungs
*Source: Arnestein, (1969)*

Citizen power entails partnership, delegated power and citizen control. Negotiation and engagement between have-nots and power holders over tradeoffs are achieved at the sixth rank of partnership. Planning and decision making are shared between citizens and power holders. At delegated power, the citizens are assured of accountability of the programs. Citizens' control is the ultimate level of participation where citizens have influence decision making with full managerial power.

Despite this theory having good explanation for genuine, honest and effective participation; it has been faulted severally for its simplistic abstraction. It fails to distinguish between the worldviews of the have-nots and the power holders. Secondly it fails to single out the roadblocks to achieving the ultimate level of citizen participation. Third, the theory is obsolete. Since 1960s when the theory was designed to date many things have changed and need more complex abstractions to address public participation needs. Developments such as digitization and accelerated communication systems that have broken the divides of time and geography are some of the items to consider to today that were irrelevant five decades ago.

IAP2 spectrum of citizen participation
The spectrum was developed in 2006 by the International Association of public participation (IAP2) as a scale clarifies the community's role in planning and decision making at five levels. The levels include inform, consult, involve, collaborate, and empower as shown in Figure 2. According to the IAP2, inform is the first level. It aims at giving the community objective and balanced information. The information meant to make the public understand the problem, alternatives, opportunities and solutions. At this level the government as an honest broker of information; giving the community needed information to comprehend adequately the projects and decisions made. The government uses *fact sheets, websites* and *open house policy* to keep the public informed. In as much as this level forms the basic foundation of participation, it is purely a one-way flow of information. It denies citizens chance to participate and influence decision making (United States

Environmental Protection Agency, 2017). All levels of the public participation require strategic flow of information. Consequently, inform level should cut through all levels of the spectrum (Chappel, 2016).
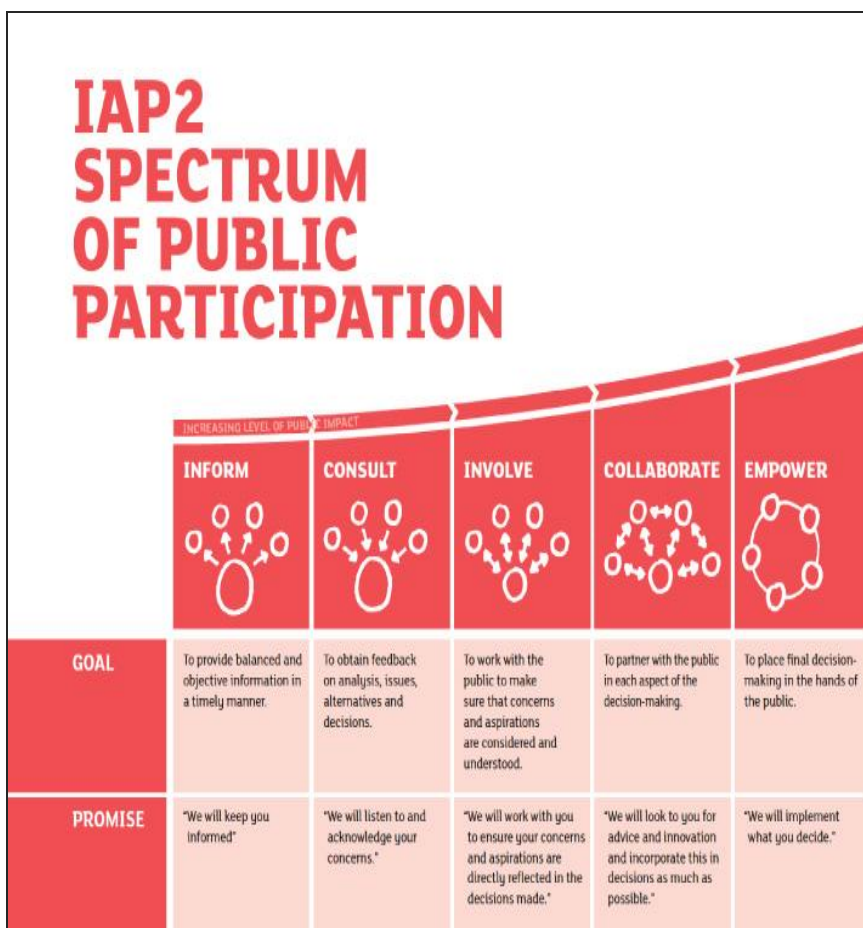
Figure 2: Pentatonic levels of community
Source: IAP2 International Federation 2006

Consulting is the second level. It involves getting feedback from the community on analysis, issues, alternatives and decisions (Lukensmeyer, Goldman, & Stern, 2011). The government promises to listen and acknowledge public concerns, but not necessarily acting on them. It does this through tools such as *public comments*, *written submissions*, *focus groups*, *surveys* and *public meetings*. Where the previous level was no participation, consult level is observed as lowest level of community participation offering minimal chances to citizens to contribute to a decision. Third is 'involve' level. At involve level, the government promises to work with the community to capture their concerns and aspirations in decisions made. Throughout the process the government works with the public. Assumptions at this level are that the participants would hold on the motivation to be involved in the process all through. It also does not desegregate the decisions that would be negotiated from those that would be made by the community. The tools used to understand and consider the community aspirations and concerns include *workshops* and *deliberate polling* (Bobbio, 2019).

The fourth and fifth levels of the spectrum are 'collaborate' and 'empower,' respectively. At collaborate level the government looks unto the citizens for inputs and innovation in each aspect of decision making. The citizens' inputs advice and recommendations are incorporated into the decisions made by the government. Every citizen becomes a mutual partners and author of decision through an interactive process. *Citizen advisory committees, consensus building* and *participatory decision-making* are some of the tools used to achieve collaborate level. This level heavily banks on trust. If broken, key stakeholders would be severely damaged. The level is also costly and time-consuming. Empower level puts final decision making in the hands of citizens. The government implements that that the citizens have decided on. In order to achieve empower level, the government engages people using *citizen juries, referendum, ballots* and *delegate decisions*. This level falls short of considering an underlying principle of elective politics. In elective politics, the elected are responsible for making policy, strategic and budget decisions. The citizens spend their power every five years to elect the members of assembly; delegating their decision-making power to the elected. Critics see 'the new localism' that deepens democratic participation and civic life as creating tension and competition between representative and participatory democracy (Gaventa, 2004).

In mind of these shortfalls meditated in the two frameworks of public participation, there is need for a better framework that acknowledge inclusion, democracy, technological and globalization paradigms.

Empirical review
Evidence and lessons from Latin America confirms that Brazil, Colombia, Guatemala, Mexico, Paraguay and Peru institutionalized local councils made up of civil society organizations, academicians, private sector, women, youths and indigenous people to broaden local participation. Through local councils, citizens contributed innovative solutions to their development challenges. The governments turned these solutions into responsive policies that addressed citizens' needs. An Americas Barometer survey further revealed that public participation increased public trust in the local governors and fought corruption significantly (Neshkova & Kalesnikaite, 2019).

Experiences from Gaza Strip in Palestine revealed that weak local governments involved communities in their service through disclosure of information and consultations. However, public participation encountered legal barriers among other challenges such as poor public awareness, deficiency in skills and knowledge capabilities among community members, lack of social capital. The communities in Gaza strip did not trust their local leaders, too (Enshassi & Kullab, 2014).

In South African perspective, public participation played crucial role democratic and accountable governance. Involvement of communities and community organizations made provision of services by the government to communities open and sustainable. In 1996, the Republic of South Africa mainstreamed involvement of citizens in local governments' affairs in its constitution. Chapter 7 of the Constitution of the Republic of South Africa creates cooperative system between national and local government and provides opportunity for structured participation of the public at ward level (Naidoo & Ramphal, 2018). But, this dream is far from being realised (Tshoose, 2015).

A study by Muse and Narsiah (2015) traced participation by 1940s in Nigeria when a colonial District officer in charge of community development wrote frequently about how self-help development could transform the capacity of Nigerians to identify their own needs and strengthen their abilities to improve their own condition. In Nigeria, for example, emasculation of public participation is frustrated by state formations associated with colonial hangovers and ethnic identities (Muse & Narsiah, 2015). The Government presumes that it knows what will benefit the poor better than the poor themselves. Muse and Narsiah (2015) further suggested that Nigerian government should come up with policy framework that eliminated barriers to public participation. Citizens should clarify their own needs and priorities see participation as essential for establishment of community cohesiveness. It enables members to live together, share common norms, values, fears, and challenges as well as embrace the principle of partnership with the dynamic of change and development which bring about democracy and personal empowerment, build the tendency to associate, establish link, live inside each other and cooperate.

Mulwa (2008) argues that an organization that lacks commonness and diversity of interests and vision is likely to challenge attainment of the objective, while limited awareness will affect the quality of project. Naive understanding of notions like 'community', 'Participation' and 'social capital' can obscure differences that critically influence outcomes. Such differences may arise from multiple sources. They may be driven by local structures of power, authority and gender, by social divides based on caste, race or ethnic identities, by differential interests in the provision of particular public goods or services or by differential resources due to economic inequality (Mansuri & Rao, 2004).

Public participation in Kenyan counties is ailing. Using Afrobarometer (2015) survey and a probit regression techniques, Mbithi, Ndambuki and Juma (2018) discover that participation increased with approval of governor. However, citizens in the 47 counties had difficulties in influencing decision making, county assemblies were unresponsive and accessing information was a nightmare (Mbithi, Ndambuki, & Juma, 2018). A study by Ketoyo (2017) in Nairobi revealed that most of the construction projects in health, education, roads and trade sectors were commissioned without public inputs consequently attracting resistances and prolonged implementation period. In Kisumu County funded projects that stalled range from village colleges, toilets, resource centers, roads to dispensaries because of ineffective communication (Awuor, 2019). In Mombasa, implementation of public projects faced challenges due to poor public participation, too (Galgallo, 2015). In Kajiado County, the story was found to be the same (Birishia, 2017). In Turkana, though anchored on Turkana County Public Participation Act aimed at developing a framework that would conveniently inform, engage and make the Turkana people participate in matters concerning budgeting, legislation, development programs and service delivery by either written or oral means (The County Government of Turkana, 2014). A lot of communities and other age sets are still marginalized in decision making process.

METHODOLOGY

The study used qualitative research methods and analytical inquiry study design to answer the research questions. Data gathering aimed at information on determinants and emerging methods of public participation for new management era. The information was gotten through desk review of journal articles, conference

proceedings and reports published between the year 2010 and 2020 as shown in Table 1. Internet search engines, such as Google, were used to access journal databases and e-libraries. The literature was identified and filtered by examining key words, tables of content, focus and date of publication. Thirty-two documents that met the time criteria were reviewed, 15 of which were journal, 10 books and 2 conference paper proceedings. The rest were 2 United Nations and 3 government reports on public participation.

RESULTS AND DISCUSSIONS

Factors influencing citizen involvement
The critical analysis of literature revealed that public participation was a function of several factors which could be broadly four dimensions or sets of factors as shown it the Table 1. Broadly they are demographics, motivational, Structure of the process and environmental.

Demographics
Demographic factors have been known to be one of the underlying factors that enhance or frustrate citizens' effort to meaningfully input in the decision making on matters that concern or interest them. Key demographic factors identified include: income, ethnicity, education, gender, age and home ownership. Well-organized public participation meetings should observe all demographic characteristics. This was found working in the mid-Atlantic region of the United States while assessing and communicating environmental risk caused by floods (Olsen, Galloway, & Ruth, 2018). Insights from Palestine in Gaza strip show that individual participant's characters such as awareness, skills and knowledge capabilities, trust and social capital as critical in public participation (Enshassi & Kullab, 2014). In Armenia the demographics age and sex influence on community engagement was not significant. However, the citizen trust, living conditions and location significantly influenced the participants' involvement in decision making on matters that concern them. The findings show that citizen's *income, ethnicity, education, gender, age, home ownership, education level and trust in leadership* are important factors to consider while designing and implementing public participation forum. The study also found that *urban and rural location of livin*g influenced the communities' activeness in public reasoning.

Motivational factors
Motivation levels of ordinary people are hardly considered as public participation predictors yet they play a critical role in moving an individual from an observer to an active participant. In many government initiatives, public officers assume that ordinary people directly get involved in their government because it merely boosts democracy and effective governance at the expense of ignoring best known community needs. According to the Munk School of Global Affairs, the motivation for communities to participate in public matters is relatively new and understudied (The Digital Public Square, 2016). In the new management era, the public want to participate in matters that are of interest to them and that are *focused on their daily needs*. An ordinary citizen will develop an inner desire to participate if the matter is of his/her *personal or moral interest*. Alternatively, a citizen is more likely to participate if he has a *stake in the issue*. A study on 169 Amazon's mechanical Turks in California and 198 participants on Sardinia Island in Italy revealed that lesser *costs* and *participants being identified by the state* increased their willingness to participate in policy making process (Antonini, 2015). State identification of participant gives them legitimacy to participate. Costs entail affordability to access

the venue, timing and language by which the matters are discussed. In addition, Bobbio (2019) observed other motivators to be *empowerment* and *learning*. In order for government officials to develop engagement platforms that are interesting, accessible and informative, they need to that that motivates the public to participate.

Table 1: Key constructs and variables in Public participation

Key constructs	Variables	Findings	Author
Demographic factors	*Income; ethnicity; education; gender; age; home ownership; education level; Social capital; trust in leadership*	The demographics significantly influenced community engagement	Olsen, Galloway, & Ruth, 2018; Enshassi & Kullab, 2014
	*rural or urban location of livin*g	*location of livin*g influenced the communities' activeness in public reasoning	Enshassi & Kullab, 2014
Motivational factors	*focused on their daily needs*	Lack of commonness and diversity of interests and vision; limited awareness will affect the quality of public participation. The public want to participate in matters that are of interest to them and that are *focused on their daily needs*.	Mulwa, 2008; The Digital Public Square, 2016
	personal or moral interest	An ordinary citizen will develop an inner desire to participate if the matter is of his/her *personal or moral interest*	Mulwa, 2008; The Digital Public Square, 2016
	costs	Lesser costs in access the venue, timing and language by which the matters are discussed	Antonini, 2015
	Participants being identified by the state	State identification of participant gives them legitimacy to participate	Antonini, 2015
	Empowerment and learning	interesting, accessible and informative platforms motivates the public to participate	Bobbio, 2019
Structure of the process	*Procedure i.e. Identifying and serving participants notice early; inviting participants formally and properly; setting agenda in accordance to priorities; documenting issues, opinions and deliberations raised by participants; and reviewing and evaluating the decisions.*	Structured participation increased the level of public reasoning.	Bobbio, 2019; Lukensmeyer, Goldman, & Stern, 2011; Molokwane & Tsombe, 2018; Neshkova & Kalesnikaite, 2019; Tshoose, 2015

	Facilitation roles by upholding the seven principle of participation i.e. educating participants, framing issues neutrally, involving a demographically diverse group, acquiring buy-in from policy makers, encouraging quality deliberations, embrace public consensus, and maintain involvement through flow of feedbacks, monitoring and evaluation	uphold principle of public participation and to follow proper procedures results into optimal activeness of citizens in decision making	Lukensmeyer, Goldman, & Stern, 2011; Molokwane & Tsombe, 2018
Environmental Factors/enabling conditions	Political motivation	Public participation depended on enabling conditions; strong leadership and commitment local resource mobilization is key to public participation	Ipat, 2015
	Availability of resources		Culshaw, 2009
	Public capabilities	capabilities to access, assess and process information influence community participation	Culshaw, 2009
	the role of members of third estate and civil society in the community	members of third estate and civil society played critical role of in the community participation	Culshaw, 2009
	broad inclusion: *elected and appointed*	Leadership should open up decision making process to the ordinary citizens	Naidoo & Ramphal, 2018
	Communication strategies	Two-way communication process as requisite condition for public participation	United States Environmental Protection Agency, 2017; IAP2, 2006
	Accountability & Transparency systems	Institutionalization of accountability and transparency is an internal enabling environment for public participation and a whole mark of stewardship and structure that are open and participatory management	Odembo , 2009; Neshkova & Kalesnikaite, 2019
	Reward mechanisms	A good qualitative initiative that rewarded good practices in public participation provided an opportunity for all people to execute their right to comment on public matters.	Ipat, 2015

Source: Authors (2020)

Structural factors

Structure of the process and facilitation role equally influences effectiveness of public participation. According to Bobbio (2019), failure on part of public officers to uphold principle of public participation and to follow proper procedures results into dismal activeness of citizens in decision making (Molokwane & Tsombe, 2018). In an open government era, principles governing good public participation are seven. They include: educating participants, framing issues neutrally, involving a demographically diverse group, acquiring buy-in from policy makers, encouraging quality deliberations, embrace public consensus, and maintain involvement through flow of feedbacks, monitoring and evaluation (Lukensmeyer, Goldman, & Stern, 2011). The procedure involves identifying and serving participants notice early; inviting participants formally and properly; setting agenda in accordance to priorities; documenting issues, opinions and deliberations raised by participants; and reviewing and evaluating the decisions. Clear direction and support for the communities to participate is necessary to ensure trust and effective public reasoning in both county and national governments.

Environmental conditions

Low citizen participation can also be caused by poor environmental conditions for public reasons. On effective advising in state building contexts, ipat (2015) observed that overall level of public participation depended on enabling conditions. First are political motivation and availability of resources. OECD recommends strong leadership and commitment for public participation to work. In International conference on resource mobilization, Clushaw reinforced the value of local resource mobilization and communication as key to public participation; all linked to committed leadership. Leadership convictions and practical deeds direct public officers on matters of public participation (Culshaw, 2009). Second are Public capabilities to access, assess and process information. Governments should be ready to provide unbiased trusted information to the public as an important condition for community engagement. Reliable information does only enable the participants to understand the issue, but provides an opportunity for active participation. Third is the role of members of third estate and civil society in the community. In communities where there are no local and experienced NGOs, public participation implementation becomes a problem. Experiences from Guatemala show that vibrant civil society caused parliamentary commission change laws that disallowed private companies to trade arms and ammunitions. This reduced the risk of war among Guatemalans. Fourth is broad inclusion. Leadership (both elected and appointed) should open up decision making process to the ordinary citizens (Naidoo & Ramphal, 2018). Fifth are communication strategies.

In selecting the right level of participation, United States Environmental Protection Agency (2017) recommended a two-way communication process as requisite condition for public participation. Communication, according to IAP2(2006), acts as an early warning system for public concerns and means of passing accurate and timely information that contributes to sustainable decision-making. Sixth is institutionalization of accountability systems. Odembo, (2009) described accountability and transparency as an internal enabling environment for public participation. It is a whole mark of stewardship and structure that are open and participatory (Odembo, 2009). If not fixed first, it is a waste of time to influence the public to participate. Evidences from Latin America proved that individual's experience of corruption influenced willingness of ordinary people to participate in governance (Neshkova & Kalesnikaite, 2019). Last but not least are reward mechanisms for good practices in public participation. For example, UN Public

Service Award for Decide Madrid Platform as a good qualitative initiative that provided an opportunity for all people in Madrid, Spain to execute their right to comment on public matters.

Methods available to foster public participation
Embracing the new changes entail adopting new approaches to designing and implementing public participation framework. First is the use of 'local councils' or 'ward committees' made up of civil society organizations, academicians, private sector, women, youths and indigenous people to broaden local participation. While studying Latin American citizen participation in local government, Neshkova and Kalesnikaite (2019) found out that Brazil, Colombia, Guatemala, Mexico, Paraguay and Peru had successful designed and implemented 'local councils' that gave all ordinary people opportunity and right to participate in public affairs.

Second is a government to provide structured ways of participation. Republic of South Africa creates cooperative system between national and local government and provides opportunity for structured participation of the public at ward level. However, this dream is far from being realized (Tshoose, 2015). Through advisory committees and rulemaking formal public participation forums individual are given opportunity to exercise their right to contribute views on pertinent issues. The structured mechanism for public participation should have capabilities to read indicators of public participation so as to uphold high quality interaction among members and between the community and the government (Shittu & Musbaudeen, 2015). In UK, for example, the government has dedicated a whole department in the office of the prime minister to promote civic life, deepen democratic participation and sustainable communities (Gaventa, 2004).

Third is embracing a mix of online (e-participation) and offline public participation techniques so that all people have an opportunity to provide inputs in matters that affect them. On one hand, governments have online public participation options such as crowdsourcing or ideation, online contests, wikis, online town halls and social media. According to Blanc (2020) e-participation is a new tool accessible to people with technological and digital skills. Shittu and Musbaudeen (2015) proposed ICT tools such as internet and Geographic Information System(GIS) as means local communities would use to interact on public matters. In New York and Madrid, the tool made policy, decision-making and service design and delivery participative, inclusive and deliberative. On the other hand, there are offline options for the illiterate in computer. The options are face-to-face public participation activities which entail listening and public hearing sessions, stakeholders' forums, and resident and citizen forums (Lukensmeyer, Goldman, & Stern, 2011). The mix is a good approach in addressing realities of digital divide facing communities in rural communities.

Fourth is to establish a culture of open governance by designing and implementing policy framework that eliminated barriers to public participation. Open governance culture is not spontaneous, but deliberately shaped by leadership. Government leaders should be on the forefront to support open government initiatives. Capacity building of local officials, incentivizing innovators in open public service like an app, dedicating new units and establishing standards of good public participation are some of activities governments can be used to foster open governance (Zanna, 2015). This should be sustained through creation of policies and systems to respond to citizen inputs; and mainstreaming monitoring and evaluation. In Papua New Guinea, 'open budgeting;' an open governance initiative where public officers

informed and involved ordinary people to identify and priorities their needs and account for the funds available, achieved efficiency and public trust.

CONCLUSION

The new management era has brought disruption to the old style of public administration. Fueled by forces of globalization, technological advancement, democratization and call for inclusion; the new management order has spread geographically and thematically forcing many governments to institutionalize public participation as a citizen's right and new model of running the government. However, anticipated benefits from the ordinary people involvement in design and implementation of policy programs and public services are far from being realized; indicating ineffectual and invalid public participation models. The findings show disregard for citizen demographic factors, unstructured government public participation processes, facilitation and enabling conditions. In addition, the study found that agents of public participation underestimated the power of motivation of participants.

SUGGESTIONS

Theory
Theories available to explain participation are limited to explaining 'rungs' and 'levels.' This study suggests a theoretical world view to include the four mix factor, that is; demographic, motivational, structure and environmental. In addition, the researcher suggests the coming up of a theory recognizing technology as an enabler of public participation.

Practice
Insight from literature suggested a raft of measures for young democracies like Kenya. They include governments leveraging on technological advances to combine online (e-participation) and offline public participation so that all and sundry can have an opportunity to contribute to decision making. Secondly, Kenya should create cooperative system between national and local government and provides opportunity for structured participation of the public at ward level. The structured structures at local levels are 'local councils' or 'ward committees.' Finally, the study suggests that the government of Kenya establish a culture of open governance by designing and implementing policy framework that eliminated barriers to public participation.

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