
EFFECT OF PUBLIC PARTICIPATION ON BUDGET IMPLEMENTATION IN THE DEVOLVED GOVERNMENT IN KENYA: A CASE OF GARISSA COUNTY

Shuriye Mohammed¹ & Dr. Jane Njoroge, PhD²

¹ Master of Arts (PPA) Student, School of Humanities and Social Sciences, Kenyatta University, Kenya

² Lecturer, Department of Public Policy and Administration, Kenyatta University, Kenya

Accepted: March 15, 2023

ABSTRACT

The purpose of this study was to establish the effect of public participation on budget implementation in the devolved government in Kenya taking a case of Garissa County. Specifically, the study looked at the effect of public education, public input, public partnership and public interaction on budget implementation in the devolved government in Kenya taking a case of Garissa County. The study adopted descriptive research design. A total of 69 respondents were targeted by the study, which included ward and Sub County administrators and CECs. Since the study intended to use primary data, the main source of research instruments was a questionnaire. The questionnaire was structured to have closed questions. SPSS software (V.24) was used to analyze the quantitative data which produced descriptive and inferential statistics. These findings led to the conclusion that conducting public education, awareness creation, publicity and joint workshops to a high extent is associated with a significant improvement on budget implementation in the county governments in Kenya. The study also concluded that continued adoption of public inputs through opinion surveys to gather citizen's opinions on resource allocation as well as on the most pressing projects that need financing, public forums to engage the citizens and online information sharing platforms is associated with a significant improvement on budget implementation in the county government's offices in Kenya. The findings in the study led to enhancing public partnerships through involvement of the citizens in planning for various projects to be financed as well as in management of various resources in the county, securing public consent before engaging in some decisions which may affect the citizens. There is need for the county leaderships in Kenya to ensure adoption of the requirement on public participation through enhanced public education so as to improve the budget implementation process. There is also a need for the county leaderships in Kenya to ensure adoption of the requirement on public participation through enhanced public input so as to improve the budget implementation process. The study recommended that there need for the county leaderships in Kenya to ensure adoption of the requirement on public participation through enhanced public partnerships so as to improve the budget implementation process.

Key Words: *Public Education, Public Input, Public Partnership, Public Interaction, Budget Implementation*

CITATION: Shuriye, M., & Njoroge, J. (2023). Effect of public participation on budget implementation in the devolved government in Kenya: A case of Garissa County. *Reviewed Journal of Social Science & Humanities*, 4 (1), 108 – 123.

INTRODUCTION

For the last period the country resources have been well allocated and distributed across the public. From early 19th century, it was clear that the government seemed unresponsive on people's needs as evidenced by the thought of Frederick Cleveland. Fredrick asserted that elected leaders and electorates have the duty of ensuring there is an effective running of the government (Kelly & Riverbark 2003). Increase in rational administration and governance from conventional administration was politically driven by the urge of incorporating the public's opinions on the processes of a budgeting.

On the contrary, the urge of involving the public on budgetary matters was hampered by the need of expertise required in prioritizing and identifying allocation of resources in respect to the needs of the people. Public power in contributing to the budgetary processes was therefore returned back to the government by budget experts thus limiting the voices of citizens on matters pertaining to budgetary processes (Riverbark & Kelly, 2003). Integration of principles of governance in different programs created a room for public participation in the budgetary processes. Some programs for example Program of Great Society advocated for maximum practical participation (Park, 2018).

The Kenyan constitution 2010 asserts that meaningful public participation in governance is a crucial constituent of reforms in the public. Similarly, public participation was the motive behind changes in Kenyan constitution. Justice and Dulger (2009) define a budget as a document prepared specifying different particular against the amount of spending and usage of the amount allotted, through which they will be financed for a specific timeframe. Subsequently, the World Bank expounds four aspects involved in the process of making a budget. The aspects involve designing fiscal targets and expenditures associated with the targets and formulating policies on the expenditure and allocation of fiscal policies and efficiencies on operations through eliminating inhibitors. The constitution mandates, the controller of the budget is responsible in reporting and overseeing budget implementation. This mandate is exercised by the institution which acts as an oversight both in national and county government. The oversight mandate of the institution calls for submission of reports on implementation of budgets on quarterly basis to the respective legislatures. The motive behind reviewing implementation of budget periodically is to ensure that programs are effectively implemented.

Public participation is process involving of making decision on legislations, policies and delivery of service majorly influenced by the participation of governmental, non-governmental and individual groups. It is an influencing process involving timely and transparent communication of information by the state organs to the public. In matters that directly impact and affects lives, the public is of importance (Kelly and Riverbark, 2003).

According to Park (2018), the general public plays a key role in the government through public participation when executing its articulated functions and the management involved in the participation. Art.10 of Kenyan constitution, there is provision for public participation well stipulated and the instilled principles and values for national governance. In policy making, implementation and monitoring processes, both at county and national level, the Executive and legislature are obligated to engage the public.

In Art.174(c) of the Kenyan Constitution, stipulates the main component of devolution that give people self-governance, powers and promotes public participation by exercising state powers and making decision that affects them directly. Chapter 14 (Schedule 4 Part 2) of the Kenyan Constitution allocates county government the roles to facilitate, ensuring and building capacity on the public and incorporating governance to County governments functions.

According to Mitchell (2005), a budget is a summary of expenditures projected for a specific time and the proposal on how to finance it. Additionally, a budget expresses a plan quantitatively expressed for a period of time and incorporates expenditure and revenues for a specific organization over a specific timeframe. The county assembly is bestowed with the responsibility of making the county budget through stipulated

guidelines by the Public Finance Management Act (PFMA, 2012), section 125 which advocates for extensive public participation.

After the approval of the budget by county assembly, it is a requirement of law that the budget is implemented to the fullest where all stakeholders direct their focus to monitoring the implementation process. Despite the stipulations by laws on implementation, budgets are implemented incorrectly and deviate from the set objectives and plans. Ayuma and Indeché (2015) asserts that the cause is a result of prevalent corruption and misappropriation of funds allocated for specific activities. The constitution of Kenya requires that the budget coordinator at the county level should send a progressive budget implementation report in every three months to the County Assembly. The reports provide the county assembly with avenue of playing their oversight roles in budget implementation and also enables them to identify deficiencies and challenges in the process of implementation and establishing corrective measures towards mitigating the challenges before completion and similarly subject scrutiny for purposes of raising concerns pertaining the implementation process.

According to The Institute for Social Accountability (TISA, 2012), members of the county assembly should scrutinize the entire budget as opposed to only section on allocations on certain programs to ensure there is an effective and prudent use public resources. The public also have an oversight role to play on budget implementation through the use of reports from auditors or taking the initiative of discussing the contents of the report with the members of county assembly. The public has the role of notifying the county assembly members in case there is a problem regarding programs and projects implementation.

The motive behind establishment of office of controller of budget (CoB) by the Kenyan constitution in 2010 was to create a room where spending on the government would be approved. The controller of the budget has the responsibility of freezing county's accounts in cases there is misappropriation of public funds. Consequently, CoB has the mandate of reviewing reports and spending on implementation of budget on quarterly basis. According to Ayuma and Indeché (2015), the reports on spending are crucial in ensuring that stakeholder and the general public monitors the implementation process of a budget.

The constitution further establishes the general auditor's office at national level to foresee the usage and utilization of the resources and establish records and references. All accounts from the counties are subjected to rigorous audit by the auditor general and the findings availed for perusal by the public and then forwarded for reviews by the county assembly after a financial year.

Effective implementation of budget depends on factors such as adequacy of different resources stakeholders competence and taskforce personnel engagement in budgeting processes, proper planning, monitoring, evaluation and control on budgets processes and motivation of staff (Miller & Evers, 2002). Hancock (2009) asserts that any organization aiming at attaining effective implementation must allocate enough financial resources as well as other non-financial structures.

Statement of the Problem

The benefits of public participation in budgetary process far outweigh the demerits. But ironically, public participation in budgetary process at the County and National level hasn't turned out as expected in Kenya. Wanyoike (2012), although public participation has been included in the constitution as a requirement, there are challenges which exist concerning its feasibility and budget implementation. A KSG (2016) report documented the benefits of public participation as ranging from high awareness among the public members, promotion of accountability in the budgeting process and reduced cases of embezzlement of public funds. The report further indicated that participation in the process aided in enhancing service delivery as a result of efficiency. Despite its importance, the link between public participation and budget implementation is missing in Kenya since counties have been viewed to have inconsistencies in budget implementation (Jason, 2013). Additionally, some of the previous studies on the concept, such as Kaifeng (2013) which interrogated public participation in the budget process presented a contextual gap since it was done in Zimbabwe. Another related

study by Chikerema (2013) was also done in a context that politically, legally and economically varies from Kenya. On the contrary, Kenyan studies such as Maina (2013) which have looked at public participation were conducted in different counties such as Nakuru. Even though the studies have shed lighter and more added more understanding and depth to the topic, the time of their focus is different and this gap was filled by focusing this study to Garissa County, Kenya.

Objectives of the Study

- The general objective of this study was to establish the effect of public participation on budget implementation in the devolved government in Kenya taking a case of Garissa County. The study was guided by the following specific objectives;
- To establish the effect of Public education on budget implementation in the devolved government in Kenya taking a case of Garissa County
- To determine the effect of public input on budget implementation in the devolved government in Kenya taking a case of Garissa County
- To establish the effect of public partnership on budget implementation in the devolved government in Kenya taking a case of Garissa County
- To determine the effect of public interaction on budget implementation in the devolved government in Kenya taking a case of Garissa County

LITERATURE REVIEW

Review of Related Literature

Public Education

According to Perry (2004), public education is the ability of citizens to be knowledgeable on matters pertaining to public governance that enables them to air opinions to policy makers for inclusion during formulation and implementation of policies. Public education plays a crucial role in familiarizing citizens with their responsibilities and rights and how they can be accessed and exercised. Additionally, public education is an important tool for promoting public participation and good governance in both national and county governments. Through public education, citizens access information that enhances their participation and engagements in promoting participatory governance in the counties and in the country as a whole.

The devolved governments have the responsibility of ensuring that the public access educative and relevant information on governance in order to achieve maximum public participation. Sirite *et al.*, (2017) notes that county governments can achieve this by creating avenues where citizens can be informed of their responsibilities and duties on matters related to governance and formulation of policies. By doing so, county governments enhance citizen's understanding levels on important issues surrounding governance and how effective they can participate in budgets formulation and implementation in the county.

Public Input

Public input is an approach that provides the public with platforms through which they can air their opinions and contribute effectively in the processes of making decisions and formulating policies. An effective platform for public contribution maintains confidentiality of the participants and ensures absorption of views and opinions proposed by the public. Citizens can contribute in decision making processes, governance and formulation and implementation of budgets through platforms such as opinion surveys, online platforms and forums.

In opinion surveys, the public is provided with avenues to air their opinions regarding governance and decision-making process. Through the surveys, the county government is able to identify and ascertain common opinions from different respondents involved in the surveys. Peters (2008) points that opinion

surveys are conducted at individual levels which gives respondents a room to air their opinions and views without influence from any source. In online platforms citizens are engaged through social media platforms by respective counties. The counties through their social media platforms request opinions from the public on certain public issues and the responses they receive enable them in making inclusive decisions beneficial to the public. In online platforms, respondents give responses at individual levels but the responses are visible by all respondents participating.

In forums Martin *et al.*, (2012) notes that policy makers in counties organize meetings with citizens aiming at acquiring responses on various issues on governance and budget formulation and implementation. In the forums, every participant is given a chance to air views and opinions to the policy makers and raise any issue of concern. Forums enhance and promote public participation as every person is given a chance to propose any issue irrespective of level of education, technological knowledge and social media usage. Through these avenues, public contribution is enhanced which ensures inclusions and considerations of public opinions by county's policy makers.

Public Partnership

Public partnership entails establishing a long-term beneficial relationship between more two or more public entities with a view of sharing both rewards and risks. The main focus is to utilize the other party's capabilities through sharing of resources and formulating roles specific for each participant. In formulating and implementing budgets in county governments, public partnership comes in various dimensions such as joint planning, joint resource management and in securing public consensus.

In joint planning Munro *et al.*, (2008) notes that the county government welcomes other public entities to jointly formulate policies that sufficiently satisfy the needs of the public. The parties partnering with the county governments acts as representative of the general public and the policies they formulate represents those of the public. In joint resource management Wang (2007) notes that partners in the partnership takes the responsibility of managing the resources important to the public on behalf of the county government. This move aims at reducing misuse and mismanagement of public resources by the officials in the county government.

Chege (2014) notes that public partnership promotes public representation in policy formulation and implementation. Consequently, the partnerships act as a watchdog that guards the interests of the public in areas of resource management. Partnerships also secures public consensus by safeguarding all opinions and views proposed by the public and ensuring their inclusions and consideration when formulating policies.

Public partnership in county governments welcomes public entities in formulation and implementation of policies that are of interest to the general public. Through the partnerships, the public is represented by partners who ensure inclusion and consideration of public's views and opinions in formulation of policies (Munro *et al.*, 2008). Chege (2014) studied the effects of citizen participation on formulation and implementation of budgets in devolved governments in Kenya. The study adopted a descriptive survey research design and targeted respondents distributed in the counties. The study revealed that most of the counties had established partnerships with other public entities which enhanced effective implementation of budgets.

Public Interaction

In the context of this study, public interactions entail establishing beneficial relations between the county governments and stakeholders where the latter acts as representatives of citizens. They represent the citizens and propose opinions on their behalf. Stakeholders comprising of civil society groups, community groups, donors and funding agencies play an important role in budget formulation and implementation in county governments. The stakeholders enhance policies on budgets by availing crucial information on priorities and needs of the general public through their established connections with communities, citizens and other sectors

of the economy. Park (2018) notes that civil society organizations acts as a watch dog that holds policy makers accountable on policies they make regarding allocation and usage of public resources. Lack of accessibility of budget information and limited chances of engagements in budget formulation processes to the stakeholders opens a room to policy makers to formulate unfavorable programs that culminates to wastage of money and corruption activities.

Kelly and Riverbark (2003) posits that interactions with stakeholders strengthens their abilities to participate effectively on budget formulation processes which plays a significant role in service and policies deliveries and in constructing an open participative society. According to Van (2009), participating in budgetary processes from formulation to implementation, stakeholders engages citizens in budgets debates by analyzing the budget's contents into simpler formats understandable by common citizen. Similarly, stakeholders train the public on how to analyze and summarize county governments budgets by themselves and supplements the county government formulation capacity by providing both financial and technical support.

On the contrary Park (2018) notes that stakeholders' abilities to participate in county government's budget formulation and implementation can be hindered by political, institutional and legal barriers. Additionally, unavailability of public information on budgets issues limits the organization's level of participation in the budgetary processes. Public interactions aim at establishing a long-lasting relationship between county governments and stakeholders who act on behalf of the public. Kelly and Riverbark (2003) assert that an effective public interaction incorporated all the views of citizens in formulation of policies by policy makers. In budget implementation processes, stakeholders such as civil societies, community groups, donors and funding agencies ensure full representation and consideration of citizen's opinions. Past studies reveal a correlation between public interaction and successful implementation of budgets in various sectors.

Theoretical Framework

Cognitive Engagement Theory

The theory is guided by the premise that citizen participation is determined by the extent to which they have information accessibility on government and politics and the desire to apply the information in making decisions. Increase in education levels amongst citizens enables them to acquire large information. According to Bidjerano and Shea (2009), education provides skills and information in different fields such as technology and also boosts individual's ability of analyzing the information further.

According to Fung and Garrison (2010), the premises that explain the theory include media usage, education, political knowledge and interests in politics. Levels of measuring education ranges from low to high, while media usage in political knowledge seeks to analyze whether political systems are understood by citizens.

The theory has however been criticized on the grounds that it fails to explain the motivation behind the usage of information in an informed manner gained by individuals. This is to mean that citizens can acquire information but without incentives, it is unclear on whether they will be motivated to participate in governance activities. The theory underpins the need of public education to enable them access information on county governance that can enable them to contribute significantly in policy formulation and implementation in the county governments.

Agency Theory

The theory of Means and Berle (1932) defines agency relationship as a scenario where a specific party(principal) appoints another party (agent) to act and make decisions on their behalf. The theory expects the agents to commit the resources at their disposal in the organization to maximum usage for the benefit of the principal. Additionally, agents are supposed to exercise care and diligence in making decisions and in ensuring that principal's interests are safeguarded.

Agency problem comes into the limelight when interests between principals and agents conflict each other. The conflicts arise when agents formulate policies and make decisions geared towards self-benefit while disregarding the value the policies and decisions have on the principal. The Principal Agent Model is associated with costs of agents emanating from control and ownership separation from agents and principals since both parties commit to maximize their own utilities.

To assist in preventing problems on risk-sharing and agency in relationships between agents and principals, the theory postulates two types of mechanism aiming at governing the relationships: outcome-based and behavior-based management mechanism (Rungtusanatham *et al.*, 2007). In outcome-based mechanism, both agents and principals observe the outcomes and, in this perspective, the agent is paid by the principal according to the set results (Ekanayake, 2004). The approach is an indicator of end justifies the means regardless of how the agents achieves it. In behavior-based mechanism of management, principals' uses behavior controls in monitoring efforts and behaviors of agents unknown to the principals. This mechanism emphasizes on activities and tasks in the processes of agents that contributes to agent's outcomes (Ekanayake, 2004).

In respect to the current study, voters and citizens are seen as the principals while policy makers, bureaucratic and politicians are seen as the agents. Voters in respective counties in Kenya elect politicians and leaders into positions of power and delegate the authority of making decisions on their behalf. The elected leaders are supposed to formulate policies and make decisions meant at increasing citizens' wealth and boosting their standards of living. Conflicts arise when the leaders ignore the interests of citizens and instead serve their own interests. This kind of conflict can be solved by closely monitoring the process of making decisions, formulation of policies and their implementation by citizens to ensure that their opinions and interests are considered. Additionally, the conflicts can be solved by rewarding good performing leaders through reappointment, re-election and general public support. The theory underpins the importance of participation by public as agents in policy formulation and implementation by the elected leaders who in this case represent the principals.

The Rights Based Perspective theory of Public participation

In this approach, Dajino (2003) who propounded the concept argued that it is the rights of the people to be involved in any public related affairs which concern or influence them in one way or another. The theory demonstrated that it is right to involve the people when addressing societal related issues that concern them such as issues related to urban poverty. Doing so, adds to the social capital, healthy engagement and contribution as well as ownership and smooth transition.

Kabeer (2005) recommended a need for inclusivity of both the political class and the citizens in order to have a society that appreciates the opinion of all the people notwithstanding their social standing. In doing so, there is an in-depth sharing of important details which can be sued to improve the situations. In application to this study, the theory is relevant as it will form the basis upon which the explanations for importance of public participation are concerned.

It argues that the government needs to create a conducive environment for involvement of the citizens in decision making in order to give their views on major issues they are facing. In so doing, delivery of services can reach satisfaction levels among the citizens.

Conceptual Framework

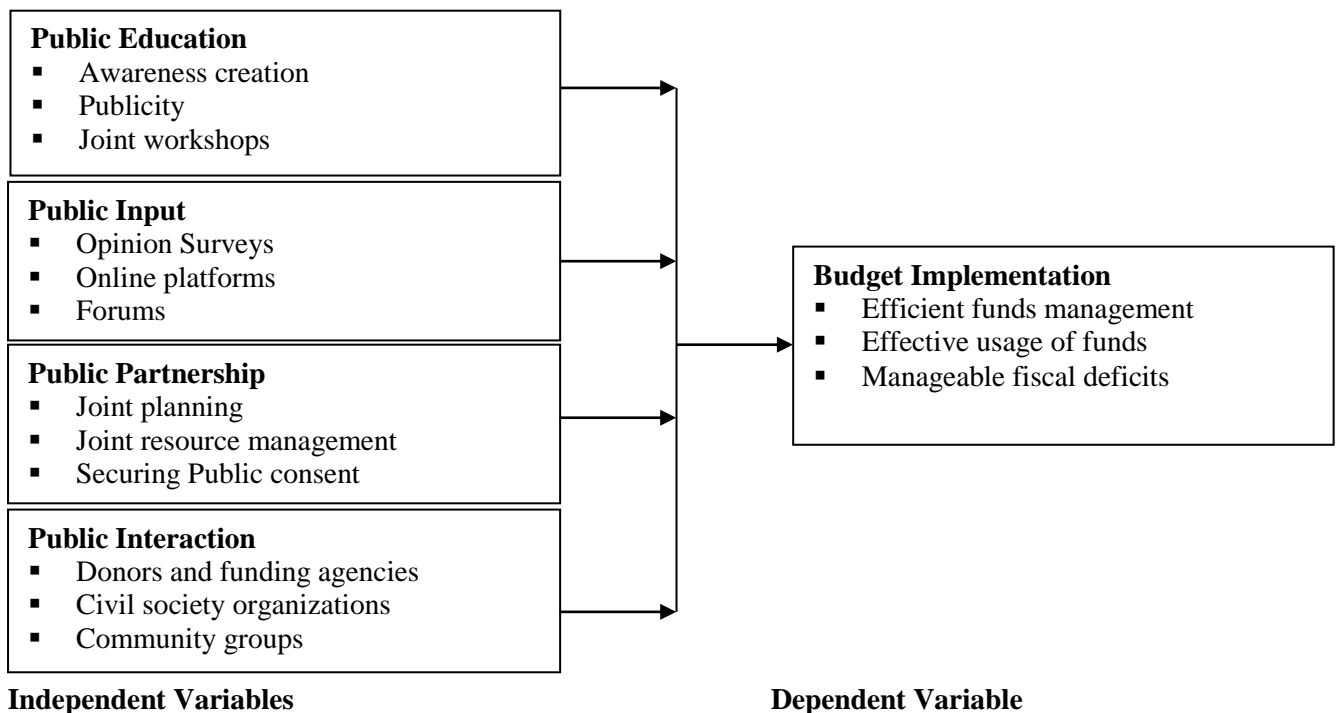


Figure 1: Conceptual Framework

METHODOLOGY

Research Design: A research design shows the road map to be followed to ensure that the study objectives are achieved and this will range from data collection to analysis (Mackey & Gass, 2015). While different research designs exist, this study narrowed down to descriptive research design which emphasizes the need to describe the problem through mixed methods. The study hence adopted a mixed method in this design.

Target Population: Population refers to the units from which a smaller subset is obtained in order to participate in a study (Smith, 2015). This study targeted those involved in the budget process in the county as well as the citizens. Ward and Sub County administrators and CECs were targeted by the study. A total of 69 respondents were therefore targeted by the study.

Sampling Technique: To arrive at a smaller unit, various procedures have been documented such as using formulas to decide the sample size (Smith, 2015). However, other scholars have stipulated that when this number is small, the entire population can be considered. (Flick, 2015). In that case, this study sought to conduct a census on the entire population since it was a small number based on the definition of a smaller population by Silverman (2016) that it lies below 200. Furthermore, considering the entire population helped to minimize sampling bias as well as eliminating errors associated with sampling. A census also ensures in-depth interrogation of varied responses from a wider audience.

Data Collection Instruments: Since the study intended to use primary data, the main sources of research instruments were a questionnaire. The questionnaire was structured to have closed questions. Therefore, quantitative data was generated. Bresler and Stake (2017) supported the use of this method citing its strengths of eliciting strong perceptions and opinions. Similar views are also held by Brinkmann (2014).

Reliability and Validity of Research Instrument: A pilot study, as recommended by Smith (2015), was conducted to identify and rectify errors in the research instrument. Considering a recommendation by Mugenda and Mugenda (2009) that 10% of the sample size is suitable for this important activity, this study

similarly conducted a pilot using 10% of the sample size equivalent to 7 respondents in the neighboring Mandera County, Kenya.

The data from this exercise was used to establish the reliability of the questionnaire through a Cronbach's Alpha coefficient set at a threshold of 0.7 (Quinlan *et al.* 2018). In regard to validity, a copy of the research instrument was shared with the supervisor who ensured that its contents were not harmful but clear and meaningful.

Data Analysis and Presentation: An SPSS software (V.24) was used to analyze the quantitative data which produced descriptive and inferential statistics. While simple arithmetic have been used with means and percentages to show more detail on the data, more complex inferential approaches, that is multiple regressions were used to test the relationships. A general format of the model e adopted is shown below:

$$Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + e$$

Where:

Y = Budget Implementation in the Devolved Government

X₁ = Public Education

X₂ = Public Input

X₃ = Public Partnership

X₄ = Public Interaction

β_1 to β_4 are the beta coefficients

e is the error term which is assumed to be normally distributed with mean zero and constant variance.

β_0 is the y-intercept

RESULTS

Table 1: Descriptive Analysis of Budget Implementation

| Budget Implementation Practices | Mean | Standard Deviation |
|---|------|--------------------|
| Due to public participation, funds management has improved in the county | 3.57 | 1.05 |
| Due to public participation, usage of funds (efficiency) has improved in the county | 3.67 | 1.48 |
| Due to public participation, fiscal deficits are now manageable in the county | 4.00 | 1.26 |
| Due to public participation, corruption cases have decreased in the county | 2.43 | 0.50 |
| Average | 3.42 | 1.07 |

Source: Survey Data, 2022

The study findings in table 1 indicated an agreement that due to public participation, funds management has improved in the county (Mean = 3.57; SD = 1.05), usage of funds (efficiency) has improved in the county (Mean = 3.67; SD = 1.48) and fiscal deficits are now manageable in the county (Mean = 4.00; SD = 1.07). However, it was established that due to public participation corruption cases have decreased in the county to a low extent (Mean = 2.43; SD = 0.50).

The findings imply that public participation has improved budget implementation in terms of improving both funds management and usage of funds (efficiency) as well as reducing fiscal deficits to a high extent. However, it has played a small role in curbing corruption.

Table 2: Descriptive Analysis of Public Education

| Public Education Practices | Mean | Standard Deviation |
|--|-------------|---------------------------|
| The county creates awareness on the need to participate in the budget making process | 4.00 | 1.26 |
| The county creates awareness on the dates for participation in the budget making process | 3.76 | 1.32 |
| Before the budget making process, there is publicity by the county government | 3.89 | 1.12 |
| The county holds joint workshops with the citizens to deliberate on the best ways allocating resources | 3.98 | 1.26 |
| Average | 3.91 | 1.24 |

Source: Survey Data, 2022

The study findings in Table 2 indicated an agreement that the county creates awareness on the need to participate in the budget making process (Mean = 4.00; SD = 1.26) as well as on the dates for participation in the budget making process (Mean = 3.76; SD = 1.32). It was also established that before the budget making process, there is publicity by the county government (Mean = 3.89; SD = 1.12) and the county holds joint workshops with the citizens to deliberate on the best ways allocating resources (Mean = 3.57; SD = 1.05). Overall, it can mean that public education, awareness creation, publicity and joint workshops were conducted to a high extent before the budget making process. Mugo (2016) posited the country can be educated on governance and budget formulation and implementation matters through the print media and joint workshops so as to create an avenue where the public can aggressively air their opinions on issues of interest to them to the governing and policy formulating bodies for consideration and inclusions. On the contrary, lack of effective public education limits citizens from participating in policy formulation and implementation.

Table 3: Descriptive Analysis of Public Input

| Public Input Practices | Mean | Standard Deviation |
|--|-------------|---------------------------|
| The county normally conducts opinion surveys to gather citizens opinions on resource allocation | 3.61 | 1.34 |
| The county normally conducts opinion surveys to gather citizens opinions on the most pressing projects that need financing | 3.80 | 1.33 |
| The county has put in place an online information sharing platform to gather citizens views on budgetary matters | 3.22 | 1.58 |
| There exist public forums where information is exchanged between the county officials and the citizens | 2.13 | 0.81 |
| Average | 3.19 | 1.26 |

Source: Survey Data, 2022

It was established in Table 3 that the county normally conducts opinion surveys to gather citizens opinions on resource allocation (Mean = 3.61; SD = 1.34) as well as on the most pressing projects that need financing (Mean = 3.80; SD = 1.33). However, the respondents neither agreed nor disagreed on whether the county has put in place an online information sharing platform to gather citizens views on budgetary matters (Mean = 3.22; SD = 1.34). In addition, it was agreed that there does not exist public forums where information is exchanged between the county officials and the citizens (Mean = 2.13; SD = 0.91)

Overall, it can be implied that public inputs were considered to a low extent. In as much as the county normally conducts opinion surveys to gather citizens opinions on resource allocation as well as on the most pressing projects that need financing, there doesn't exist public forums to engage the citizens. In addition, the

online information sharing platforms were not that effective as required. This agrees with Peters (2008) who pointed out that opinion surveys, online platforms and social media platforms were some of the common channels being adopted by institutions to get public opinion. However, they were rarely adopted in the SSA region.

Table 4: Descriptive Analysis of Public Partnerships

| Public Partnerships Practices | Mean | Standard Deviation |
|---|-------------|---------------------------|
| There is involvement of the citizens in planning for various projects to be financed | 3.57 | 1.05 |
| There is involvement of the citizens in monitoring some of the projects being implemented by county finance | 3.37 | 1.22 |
| There is involvement of the citizens in management of resources in the county | 4.09 | 0.96 |
| The county secures public consent before engaging in some decisions which may affect the citizens resources | 3.74 | 1.34 |
| Average | 3.69 | 1.14 |

Source: Survey Data, 2022

It was established as shown in table 4 that there is involvement of the citizens in planning for various projects to be financed (Mean = 3.57; SD = 1.05) as well as in management of various resources in the county (Mean = 4.09; SD = 0.96). There was also an agreement that the county secures public consent before engaging in some decisions which may affect the citizens resources (Mean = 3.74; SD = 1.34). The study however established that involvement of the citizens in monitoring some of the projects being implemented by county finance was conducted to a moderate extent (Mean = 3.37; SD = 1.22).

Overall, there was an agreement that public partnerships existed in the County Government. Specifically, the research show there is involvement of the citizens in planning for various projects to be financed as well as in management of various resources in the county. In addition, the county secures public consent before engaging in some decisions which may affect the citizens resources but involves its citizens in monitoring some of the projects being implemented by county finance was conducted to a moderate extent. Munro *et al.*, (2008) similarly recognized the emerging role of public partnership entailing establishing long-term beneficial relationships between more two or more public entities with a view of sharing both rewards and risks, in the modern world. This was gradually being adopted by most governments.

Table 5: Descriptive Analysis of Public Interaction

| Public Interaction Practices | Mean | Standard Deviation |
|--|-------------|---------------------------|
| The county government interacts with donors to ensure effective resource management in the county | 2.89 | 1.45 |
| The county government interacts with funding agencies to ensure effective resource management in the county | 2.83 | 1.65 |
| The county government interacts with civil society organizations to ensure effective resource management in the county | 3.20 | 1.42 |
| The county government interacts with community groups to ensure effective resource management in the county | 2.41 | 0.62 |
| Average | 2.83 | 1.29 |

Source: Survey Data, 2022

It was established as shown in table 5 that the county government interacts with donors to ensure effective resource management (Mean = 2.89; SD = 1.45) as well as funding agencies to ensure effective resource

management in the county to a moderate extent (Mean = 2.83; SD = 1.65). It was also established that the county government interacts civil society organizations to ensure effective resource management (Mean = 3.20; SD = 1.42) as well as community groups to ensure effective resource management in the county to a low extent (Mean = 2.41; SD = 0.62).

Overall, there was an agreement that public interaction with various groups such as donors, funding agencies, civil society organizations and community groups to ensure effective resource management in the county was not strongly established in the county. Kelly and Riverbark (2003) also noted that public interactions entailing establishing beneficial relations between the county governments and stakeholders where the latter acts as representatives of citizens was being embraced. However, its adoption was still low in the developing economies.

Regression Analysis

A regression analysis technique was employed to determine the effects of public participation on budget implementation in the structure of devolved government in Kenya; taking a case study of Garissa County

Table 6: Model Summary

| R | R Square | Adjusted R Square | Std. Error of the Estimate |
|-------|----------|-------------------|----------------------------|
| .947a | 0.897 | 0.887 | 0.2731 |

Predictors: (Constant), Public Partnerships, Public Interaction, Public Input, Public Education

Source: Survey Data, 2022

The results indicate that public participation (Public Partnerships, Public Interaction, Public Input, Public Education) explain up to 89.7 percent of budget implementation in the devolved government in Kenya ($R^2 = 0.897$). Table 7 below presents the fitness of the regression model

Table 7: ANOVA

| | Sum of Squares | df | Mean Square | F | Sig. |
|------------|----------------|----|-------------|--------|------|
| Regression | 26.721 | 4 | 6.68 | 89.545 | .000 |
| Residual | 3.059 | 41 | 0.075 | | |
| Total | 29.779 | 45 | | | |

Dependent Variable: Budget Implementation

Predictors: (Constant), Public Partnerships, Public Interaction, Public Input, Public Education

Source: Survey Data, 2022

ANOVA results tabulates model fitness, and the regression model predicting the effectiveness of budget implementation in devolved government in Garissa County government as shown in Table 8. This is an indication of suitability of how the regression model was a good fit ($\text{Sig} < 0.05$).

Table 8: Regression Model Coefficients

| | B | Std. Error | Beta | t | Sig |
|---------------------|-------|------------|-------|-------|-------|
| (Constant) | 0.493 | 0.171 | | 2.89 | 0.006 |
| Public Education | 0.321 | 0.086 | 0.449 | 3.719 | 0.001 |
| Public Input | 0.257 | 0.105 | 0.294 | 2.459 | 0.018 |
| Public Interaction | 0.201 | 0.065 | 0.241 | 3.093 | 0.004 |
| Public Partnerships | 0.075 | 0.100 | 0.089 | 0.752 | 0.456 |

Dependent Variable: Budget Implementation

Source: Survey Data, 2022

Substituted Coefficients

$$\text{Budget Implementation} = 0.493 (\text{Public Education}) + 0.257 (\text{Public Input}) + 0.201 (\text{Public Interaction})$$

The model coefficients result in Table 8 illustrates that public education has a positive and significant effect on budget implementation in the county governments in Kenya ($\beta = 0.321$; P-Value < 0.05). This implies that a unit increase in public education is associated with a significant increase in budget implementation in the county governments in Kenya by 0.321 units. A study by Finkel *et al.*, (2012) also revealed that the level of education on citizens, ability to introduce petitions, and the ability to understand comprehensive budgetary language enhanced effective and active public engagements in budgetary formulation and implementation and participation on other civic activities.

The results also showed that public input has a positive and significant effect on budget implementation in the county governments in Kenya ($\beta = 0.257$; P-Value < 0.05). This implies that a unit increase in public input is associated with a significant increase in budget implementation in the county governments in Kenya by 0.257 units. The findings agree with that of Sila (2016) who revealed that public input positively and significantly affected budget implementation in the public sectors.

The results further demonstrated that public interaction has a positive and significant effect on budget implementation in the county governments in Kenya ($\beta = 0.201$; P-Value < 0.05). This implies that a unit increase in public interaction is associated with a significant increase in budget implementation in the county governments by 0.201 units. Wang (2007) revealed that the level public interactions is greatly determined by administration of the devolved units of governance.

Lastly it was established that even though public partnerships have ($\beta = 0.075$) of effective implementation, this effect is not significant (P-Value > 0.05). A significance increase in budget implementation in the county government in Kenya is associated with a unit increase in public partnerships. The findings are consistent with that of a study by Chege (2014) who revealed that most of the counties had established partnerships with other public entities which enhanced effective implementation of budgets.

CONCLUSION AND RECOMMENDATIONS

These findings led to the conclusion that conducting public education, awareness creation, publicity and joint workshops to a high extent is associated with a significant improvement on budget implementation in the county governments in Kenya. Another conclusion is that continued adoption of public inputs through opinion surveys to gather citizens opinions on resource allocation as well as on the most pressing projects that need financing, public forums to engage the citizens and online information sharing platforms is associated with a significant improvement on budget implementation in the county governments offices in Kenya.

In conclusion, the findings in the study led to enhancing public partnerships through involvement of the citizens in planning for various projects to be financed as well as in management of various resources in the county, securing public consent before engaging in some decisions which may affect the citizens resources and involving citizens in monitoring some of the projects being implemented by county finance is associated with a significant improvement on budget implementation in the county governments in Kenya.

There is need for the county leaderships in Kenya to ensure adoption of the requirement on public participation through enhanced public education so as to improve the budget implementation process. Some of the practices are civic education, awareness creation, publicity and joint workshops.

There is also a need for the county leaderships in Kenya to ensure adoption of the requirement on public participation through enhanced public input so as to improve the budget implementation process. Some of the public input practices to consider are opinion surveys to gather citizens opinions on resource allocation as well

as on the most pressing projects that need financing, public forums to engage the citizens and online information sharing platforms.

There is also a need for the county leaderships in Kenya to ensure adoption of the requirement on public participation through enhanced public partnerships so as to improve the budget implementation process. Some of the public partnership practices to consider are involvement of the citizens in planning for various projects to be financed as well as in management of various resources in the county and securing public consent before engaging in some decisions which may affect the citizens resources and involving citizens in monitoring some of the projects being implemented by county finance.

Recommendations for Further Study

The study narrowed down to public participation practices such as public education, public input, public partnership and public interaction. Other studies should widen the scope by focusing on other public participation practices other than the four. Other studies should also consider focusing on a survey of all the counties rather than focusing on a case study of one county so as to compare the findings. The moderating effect can also be tested since the relationship between public participation and budget implementation in the devolved government in Kenya may be affected by moderating variables.

REFERENCES

- Ambetsa W.O. (2004) "A survey of the budgeting practices by commercial airlines operating at Wilson Airport": An Unpublished MBA Project UON.
- Beckett, J., & King, C. (2002). The challenge to improve citizen participation in public budgeting: a discussion. *Journal Of Public Budgeting, Accounting & Financial Management*, 14(3), 463-485.
- Dagnino, E. (2003). Citizenship in Latin America: an introduction. *Latin American Perspectives*, 30(2), 3-17.
- Kabeer, N. (2005). *Inclusive citizenship: Meanings and expressions* (Vol. 1). Zed Books.
- Bresler, L., & Stake, R. E. (2017). Qualitative research methodology in music education. In *Critical Essays in Music Education* (pp. 113-128). Routledge.
- Brinkmann, S. (2014). Interview. In *Encyclopedia of critical psychology* (pp. 1008-1010). Springer New York.
- Bryman, A., & Bell, E. (2014). *Research methodology: Business and management contexts*. Oxford University Press Southern Africa.
- Clifford Defee, C., Williams, B., Randall, W. S., & Thomas, R. (2010). An inventory of theory in logistics and SCM research. *The International Journal of Logistics Management*, 21(3), 404-489.
- Dang, G., & Pheng, L. S. (2015). Research methodology. In *Infrastructure Investments in Developing Economies* (pp. 135-155). Springer, Singapore.
- Ebdon, C. (2002). Beyond the public hearing: citizen participation in the local government budget process. *Journal Of Public Budgeting, Accounting & Financial Management*, 14(2), 273-294.
- Ebdon, C., & Franklin, A. (2006). Citizen Participation in Budgeting Theory. *Public Administration Review*, 66(3), 437-447.
- Edwards, M. (2005). 'A big shift in decision-making', *The Public Sector Informant*, November p. 12.
- Ekanayake, S. (2004). Agency theory, national culture and management control systems. *The Journal of American Academy of Business Cambridge*, 4(1/2), 49-54.

- Finkel, S., Horowitz, J., & Rojo-Mendoza, R. (2012). Civic Education and Democratic Backsliding in the Wake of Kenya's Post-2007 Election Violence. *Journal of Politics*, 74, 52-65.
- Flick, U. (2015). *Introducing research methodology: A beginner's guide to doing a research project*. Sage.
- Garrison, D.R., Cleveland-Innes, M., & Fung, T. S. (2010). Exploring causal relationships among teaching, cognitive and social presence: Student perceptions of the community of inquiry framework. *The internet and higher education*, 13(1), 31-36.
- Government of Kenya.(2010). *Constitution of Kenya 2010*. The Government Printers. Nairobi
- Jason, L. (2013). *Public Participation in Kenya: County Budget and Economic Forums – Principles and Options*. International Budget partnership.
- Justice, J., & Dülger, C. (2009). Fiscal transparency and authentic citizen participation in public budgeting: the role of third-party intermediation. *Journal Of Public Budgeting, Accounting & Financial Management*, 21(2), 254-288.
- Kaifeng, Y. (2013), *The Million-Dollar Question of Instrumental Benefits: Are Participatory Governments More Efficient, Effective, and Equitable?* Paper presented at the 11th Public Management Research Conference Madison, Wisconsin, June 20-22 2013.
- Kelly, J., Rivenbark, M. & William, C. (2011) Budget Theory in Local Government: The Process-Outcome Conundrum, *Journal of Public Budgeting, Accounting & Financial Management*, 20(4): 457-481.
- Kenya School of Government (KSG) (2015): Practical Approaches for County Governments to Facilitate Public Participation in the Planning and Budget Process. Working paper 6.
- KHRC. (2010). Harmonization of Decentralized Development in Kenya: Towards Alignment, Citizen Engagement and Accountability. Nairobi: KHRC and SPAN.
- Lewis, S. (2015). Qualitative inquiry and research design: Choosing among five approaches. *Health promotion practice*, 16(4), 473-475.
- Mackey, A., & Gass, S. M. (2015). *Second language research: Methodology and design*. Routledge.
- Maina, B.M (2013), Influence of Stakeholders' Participation on the Success of the Economic Stimulus Programme: A Case of Education Projects in Nakuru County, Kenya, 64 .*Unpublished MA Project Planning and Management Research Project*, University of Nairobi.
- Martin, N., Rice, J., & Lodhia, S. (2012). Sustainable Development Planning: A Case of Public Participation using Online Forums. *Sustainable Development*, 22(4), 265-275.
- Miller, G., & Evers, L. (2002). Budgeting structures and citizen participation. *Journal Of Public Budgeting, Accounting & Financial Management*, 14(2), 233-272.
- Mugo, P. (2016). Using Social Media as a tool for Education and Training. *Journal Of Healthcare Communications*, 01(02).
- Munro, H., Roberts, M., & Skelcher, C. (2008). Partnership Governance and Democratic Effectiveness. *Public Policy And Administration*, 23(1), 61-79.
- Mwenda, A. (2010). Devolution in Kenya: Prospects, Challenges and Future. Nairobi: Institute of Economic Affairs. IEA Research Paper Series, 24, 8-13.
- Panneerselvam, R. (2014). *Research methodology*. PHI Learning Pvt. Ltd..
- Park, J. (2018). Does Citizen Participation Matter to Performance-Based Budgeting?. *Public Performance & Management Review*, 1-25.

- Pasek, J., Feldman, L., Romer, D., & Jamieson, K. H. (2008). Schools as Incubators of Democratic Participation: Building Long-term Political Efficacy with Civic Education. *Applied Developmental Science*, 12(1), 26 - 37.
- Perry, J. (2004). Reflections about Public Education as the Journal of Public Affairs Education Turns Ten. *Journal Of Public Affairs Education*, 10(3), 191-198.
- Peters, D. (2008). TOWARD RESPONSIBILITY IN THE REPORTING OF OPINION SURVEYS. *Public Opinion Quarterly*, 34(3), 451-454.
- Quinlan, C., Babin, B., Carr, J., & Griffin, M. (2018). *Business research methods*. South Western Cengage.
- Rungtusanatham, M., Rabinovich, E., Ashenbaum, B., & Wallin, C. (2007). Vendor-owned inventory management arrangements in retail: an agency theory perspective. *Journal of Business Logistics*, 28(1), 111-135.
- Shea, P., & Bidjerano, T. (2009). Community of inquiry as a theoretical framework to foster epistemic engagement and cognitive presence in online education. *Computers and Education*, 52(3), 543-553.
- Silverman, D. (Ed.). (2016). *Qualitative research*. Sage.
- Sirite, J., Ongori, H., & Bosire, D. (2017). Challenges Faced by Devolved Governance in Quality Service Delivery: A Case Study of Turkana Central Sub-county, Turkana County, Kenya. *International Journal Of Learning And Development*, 7(4), 87.
- Smith, J. A. (Ed.). (2015). *Qualitative psychology: A practical guide to research methods*. Sage.
- Taylor, S. J., Bogdan, R., & DeVault, M. (2015). *Introduction to qualitative research methods: A guidebook and resource*. John Wiley & Sons.
- Van Speier, J. (2009). Citizen Participation Influencing Public Decision Making: Brazil and the United States. *Public Administration Review*, 69(1), 156-159.
- Wandaka,L., Mungai, E.K. and Odindo,O.(2014). Citizen Participation in the Budget Process. *Economic and Social Rights Centre*
- Wanyoike, D. (2012). Challenges still abound in public-driven budgeting process. Retrieved from www.ey.com.
- Xialhu,Wang (2007). When Public Participation In Administration Lea To Trust : An Empirical Assessment of Managers Perceptions Public Administration Review .P 276