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THE MAKUENI COUNTY PUBLIC PARTICIPATION IN GOVERNANCE BILL, 2014

AN ACT of the Makueni County Assembly to give effect to paragraph 14 of part 2 of the Fourth Schedule to the Constitution; to establish modalities and platforms for public participation in the governance of the county and for connected purposes

ENACTED by the Makueni County Assembly, as follows—

PART I—PRELIMINARY

1. This Act may be cited as the Makueni County Public Participation in Governance Act, 2014.

2. In this Act, unless the context otherwise requires—

"Constitution" means the Constitution of Kenya, 2010;

"county" means Makueni county;

"executive committee" means the county executive committee established under Article 179 of the Constitution;

"county secretary" means the county secretary appointed under section 44 of the County Governments Act, 2012;

"county Gazette" means the gazette published by the authority of the county government or a supplement of such gazette;

"government" means the county government of Makueni;

"county public officer" means any person appointed by the county government and holding or acting in a county public office whether paid or unpaid or on contractual or permanent terms but does not include a person engaged on a part time basis in a county public body paid at an hourly or daily rate;

"output indicator" means an indicator that measures the results of activities, processes and strategies of programmes or projects of the Office;
“Office” means the county Office of Public Participation established under section 5;

“the public”, when used in relation to public participation in this Act, means—

(a) the residents of the county;

(b) the rate payers of a particular urban area;

(c) any resident civic organisation or non-governmental, private sector or labour organization with an interest in the governance of the county;

(d) non-resident persons who because of their temporary presence in the county make use of services or facilities provided by the county.

3. The objects and purposes of this Act are, subject to Articles 1 (4), 10, 201 and 232 (1) (e) of the Constitution, to establish a legislative framework to give effect to —

(a) paragraph 14 of part 2 of the Fourth Schedule of the Constitution;

(b) the objects and principles of devolution set out under Article 174 (c) and (d) of the Constitution; and

(c) Part VIII of the County Governments Act, 2012.

4. Subject to section 87 of the County Governments Act, 2012, public participation in the county government activities shall be guided by the following principles—

(a) the communities, organizations and citizens likely to be affected by a decision shall have a right to be consulted and involved in the decision making process;

(b) public contributions shall be taken into consideration when making the decisions;

(c) promotion of sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers;

(d) facilitation of the involvement of communities, organizations and citizens potentially affected by or interested in a decision;
(e) mandatory participants consultation and input in designing how they participate;

(f) participants equitable access to the information they need to participate in a meaningful manner;

(g) communication to participants on how their input affected the decision;

(h) adherence to the national values and principles of governance set out in Article 10 of the Constitution;

(i) adherence to the values and principles of public service set out in Article 232 of the Constitution;

(j) adherence to the principles of leadership and integrity set out in Chapter Six of the Constitution; and

(k) adherence to the principles of citizen participation set out in section 87 of the County Governments Act, 2012.

PART II—ESTABLISHMENT, COMPOSITION AND FUNCTIONS OF THE COUNTY OFFICE OF PUBLIC PARTICIPATION

5. There is established an office to be known as the Makueni County Office of Public Participation, which shall be a public office in the county government.

6. (1) The Office shall comprise—

(a) a chairperson who shall be appointed by the Governor with the approval of the County Assembly;

(b) two members competitively recruited by the County Public Service Board and appointed by the Governor with the approval of the County Assembly; and

(c) the secretary who shall be an ex officio member.

(2) In appointing the chairperson and members of the Office, the Governor and the County Assembly shall ensure that—

(a) the composition of the Office reflects the regional and ethnic diversity of the people within the county; and
(b) not more than two-thirds of the members are of the same gender.

7. (1) The appointment and nomination of the chairperson and members of the Office shall be—

(a) carried out in a competitive and transparent manner;

(b) based on merit; and

(c) done in line with the constitutional requirements for public service.

(2) A person is qualified for appointment as chairperson or member of the Office if that person—

(a) is a citizen of Kenya;

(b) holds a degree from a recognized university;

(c) has knowledge and relevant experience in community service or social work; and

(d) meets the requirements of leadership and integrity set out in chapter six of the Constitution.

(3) A person shall not be qualified for appointment as the Chairperson or as a member under sub-section (1) if that person—

(a) is of unsound mind;

(b) is an un-discharged bankrupt; or

(c) has been removed from office for contravening the provisions of the Constitution or any other written law.

8. (1) The Office shall facilitate and co-ordinate public participation in the governance of the county as provided for under paragraph 14 of part 2 of the Fourth Schedule to the Constitution including the participation of communities, organizations and citizens forming the public in the decentralized units within the county.

(2) In the performance of its functions and obligations under subsection (1), the Office shall facilitate and oversee the effective co-ordination of county public participation activities and shall—

(a) establish structures for public participation as is required under section 91 of the County Governments Act;
(b) ensure that public participation activities are inclusive of the broad spectrum of the public and not limited to the traditional sector stakeholders;

(c) provide the public with a clear context for which public participation is to be undertaken and how decisions will be made;

(d) inform the public of existing or potential linkages with other policy initiatives, issues or public participation activities;

(e) inform the public on whether financial resources correspond to the nature and scope of the public participation planned;

(f) provide information on whether there is sufficient and adequately trained staff to carry out the planned public participation;

(g) ensure that clear and reasonable timelines are established for public input and comment and that these timelines are communicated to the participants;

(h) ensure that the public participation device used is appropriate to the nature of the policy initiatives, issues involved, the target groups affected and the staff and resources available;

(i) establish a feedback process to the public including opportunities for the public to forward additional comments or input to the decision taken;

(j) develop an evaluation framework to the public participation plan;

(k) ensure that the public, affected groups, and stakeholders are informed of the results of the public participation process and how their input was used in the decision taken;

(l) ensure that public participation processes adhere to the relevant legislation, regulations, policies or guidelines affecting the rights and responsibilities of the public, officers and the different participants involved;

(m) establish whether there is support for the development of new public participation techniques and technologies;
(n) provide logistical support and strategies to the County Assembly, including the development of consultation plans and information facilitating public participation in any matter before the Assembly;

(o) maintain an up to date database or inventory of all its activities;

(p) for the purpose of creating the culture of, and respect for the principles of public participation, facilitate public education and training programmes in relation to public participation;

(q) carry on research on matters relating to public participation generally;

(r) prepare and submit half yearly reports to the County Assembly on the status of the implementation of its functions and obligations under this Act; and

(s) perform any other function as may be assigned by legislation.

3 In the performance of its function and obligations under this section, the Office shall be guided by the guidelines set out in the First Schedule to this Act.

9. (1) The Office shall do or perform all things or acts as may be necessary for the proper discharge of its functions under this Act or as may lawfully be done by a public office.

(2) Without prejudice to the generality of subsection (1) the Office shall have power to—

(a) advice the county executive committee on matters of policy relating to public participation;

(b) enter into agreements or arrangements with any institution, association or professional organizations as the Office may consider appropriate in furtherance of the purpose for which the Office is established;

(c) enforce set standards regarding public participation;

(d) manage, supervise, secure and administer the assets of the Office in such manner as best promotes the purpose for which the Office is established;
(e) delegate any of its powers to any officer, employee, agent, section or committee of the Office;

(f) undertake any activity necessary for the fulfillment of any of its functions under this Act.

10. The chairperson and members of the Office shall, before assuming office, take and subscribe to the oath or affirmation of Office prescribed in the Third Schedule.

11. (1) The Office may establish committees for the better carrying out of its functions.

(2) A committee established under subsection (1) may comprise members of the Office and such other co-opted persons who shall not be more than two as the Office may determine.

(3) No decision of any committee shall be effective unless it has been confirmed by the Office.

12. (1) The chairperson shall be appointed for a term of three years and is eligible for re-appointment for one further term.

(2) A member of the Office shall be appointed for a single term of three years and is eligible for re-appointment for one further term.

(3) The chairperson and members of the Office other than the ex officio members shall serve on a full time basis.

13. (1) The chairperson and members of the Office, other than the ex officio members, shall be paid such salary, allowances and benefits as the county public service board may determine with the advice of the Salaries and Remuneration Commission.

(2) The ex officio members of the Office shall be paid such allowances and benefits as the county public service board may, with the advice of the Salaries and Remuneration Commission, determine.

14. A person shall cease to be a member of the Office if that person—

(a) resigns in writing, to the Secretary of the County Public Service Board;

(b) is convicted of a criminal offence and sentenced to a term of imprisonment of not less than six months;
(c) is declared bankrupt;
(d) is unable to perform the functions of his or her office by reason of mental or physical infirmity; or
(e) dies.

15. Where a vacancy occurs in the membership of the Office under section 14 or 15, the County Public Service Board shall, appoint a new member in accordance with the provisions of this Act.

16. (1) There shall be a secretary to the Office who shall be competitively recruited by the County Public Service Board.

(2) A person shall be qualified for appointment as a secretary to the Office if the person—
(a) is a citizen of Kenya;
(b) holds a degree from a university recognized in Kenya;
(c) has at least five years proven experience at management level;
(d) has extensive experience in public administration and or communication; and
(e) meets the requirements of Chapter Six of the Constitution.

(3) The secretary shall be the chief executive officer of the Office and head of the secretariat and shall be responsible to the Office.

(4) The secretary shall hold office for a term of five years and shall be eligible for re-appointment for a further term of five years.

17. (1) The Secretary may be removed from office by the County Public Service Board in accordance with the terms and conditions of service if he or she—
(a) is unable to perform the functions of the Office by reason of mental or physical infirmity;
(b) is declared or becomes bankrupt or insolvent;
(c) is convicted of a criminal offence and sentenced to a term of imprisonment of six months or more;
(d) resigns in writing to the Secretary of the County Public Service Board;
(e) without reasonable cause, is absent from three consecutive meetings of the board or committee within one financial year;

(f) is found guilty of professional misconduct by the relevant professional body;

(g) is disqualified from holding a public office under the Constitution;

(h) where required, fails to declare his or her interest in any matter being considered or to be considered by the Office;

(i) engages in any gross misbehavior or gross misconduct.

(2) Before the Secretary is removed from office under subsection (1), the Secretary shall be given—

(a) sufficient notice of the allegations made against him or her; and

(b) an opportunity to present his or her representations against the allegations.

18. (1) The business and affairs of the Office shall be conducted in accordance with the Second Schedule.

(2) Except as provided in the Third Schedule, the Office may regulate its own procedure subject to the law governing meetings and proceedings of Boards of State Corporations.

(3) The Office may invite any person to attend any of its meetings and to participate in its deliberations, but that person shall not vote on any matter requiring decision of the Office.

19. No matter or thing done by a member of the Office or any officer, employee or agent of the Office shall, if the matter or thing is done in good faith while executing the functions, powers or duties of the Office, render the member, officer, employee or agent personally liable for any action, claim or demand whatsoever.

PART III—CITIZENS' PARTICIPATION FORUMS

20. (1) On the request of the county executive committee, a county government organ, a member of the
Senate or any other entity, the Office shall facilitate the convening of a citizens' participation forum and shall in any event convene a citizens' participation forum once in every three months to discuss any matter of public importance affecting the public or any community in the county or the delivery of services by the county government.

(2) The Office shall, when a forum is convened, ensure that the forum is fully publicized to enable the attendance and participation of a wide section of the population, including both genders and marginalized groups and communities.

(3) The Office shall appoint a secretary for every forum to take the minutes of the proceedings of the forum and shall publicize the minutes throughout the county—

(a) taking note of the issues arising from the forum for action or response by the relevant organ or organs of the county government or other entity; and

(b) giving feedback on the action taken on the issues raised.

(4) The Office shall facilitate meaningful participation of the citizens in the forum including—

(a) ensuring accessibility to the forums; and

(b) the use of language that is understood by the citizens including person with disabilities.

(5) No meeting shall be convened for the purpose of promoting, opposing or discussing the election of any person as a Member of that County Assembly or as a Member of Parliament or a Member of the Senate or Member of other counties.

(6) Nothing in this section shall be construed as derogating from the provisions of any other written law relating to the holding of public meetings.

(7) The County Assembly may constitute other forums within the County for purposes of discussing business before the County Assembly.

(8) Any forum to discuss the budget or a proposed legislation shall be held in at least each sub-county.

(9) No forum shall be convened under this Act at the Ward level unless the area Member of the County Assembly has been notified.
21. (1) On the request of a sub-county or urban area manager or member of the county assembly, the Office shall facilitate the convening of a citizens’ participation forum to discuss and give views on—

(a) issues of interests in the sub-county or urban area or ward;
(b) the implementation of county policies and plans in the sub-county or urban area; or
(c) the administration and functioning of the sub-county or urban area; or
(d) the delivery of services by the county public service in the sub-county or urban area or ward.

(2) The provisions of subsections (2) to (9) of section 22 shall apply to a forum convened under this section.

22. (1) A ward or village administrator or a member of the county assembly may convene a ward or village citizens participation forum and the Office shall facilitate the organization of the forum to discuss and give views with respect to the following—

(a) issues of interests in the ward or village, as the case may be;
(b) implementation of county or sub county policies and plans in the ward or village;
(c) the administration and functioning of the ward or village; or
(d) the delivery of services by the county public service in the ward or village.

(2) The forum shall be open to all citizens of the ward or village who desire to attend and citizens shall be allowed to speak through their representatives or directly.

(3) The convener of the forum shall appoint a secretary to take the minutes of the proceedings of the forum and shall, with the assistance of the Office publicize the minutes throughout the ward or village and shall—

(a) take note of the issues arising from the forum for action or response by the relevant organs of the county government; and
(b) give a feedback on the action taken on the issues raised.

(4) The convener of the forum must ensure that the forum is fully publicized to enable attendance and participation of a wide section of the population, including marginalized groups and communities.

23. The Office shall ensure that the county government and its entities have put in place affirmative action programmes to ensure that minorities and marginalized groups—

(a) participate in all matters that affect them and are represented in governance and other spheres of life;

(b) are provided with special opportunities in all areas of economic, educational, social, religious and political fields;

(c) are provided with special opportunities to access employment;

(d) develop their ethnic and cultural values, languages and practices;

(e) have reasonable access to water, health services and infrastructure;

(f) pursue their personal development;

(g) live in dignity and respect and be free from abuse;

(h) are free from discrimination including but not limited to discrimination based on language, religion, culture, national or social origin, sex, caste, birth, descent or other status;

(i) are free from hostility, violence and abuse as a result of their ethnic, cultural, linguistic, religious or other identity.

PART IV—FINANCIAL PROVISIONS

24. The funds of the Office shall consist of—

(a) such monies as may be provided by the county assembly;

(b) such monies or assets as may accrue to or vest in the Office in the course of the exercise of its
powers and the performance of its functions under this Act; and

(c) all monies from any other source provided for or donated or lent to the Office.

(2) There shall be paid out of the funds of the Office all sums required to defray the expenditure incurred by the Office in the exercise of its powers and the performance of its functions under this Act.

25. The financial year of the Office shall be the period of twelve months ending on the thirtieth day of June in each year.

26. (1) Before the commencement of each financial year, the Office shall cause to be prepared estimates of the revenue and expenditure of the Office for that year.

(2) The annual estimates shall make provision for all the estimated expenditure of the Office for the financial year concerned and, in particular, shall provide for —

(a) payment of the salaries, allowances, gratuities and other charges in respect of the staff and members of the Office;

(b) maintenance of buildings and grounds of the Office;

(c) funding of training, research and development of activities of the Office;

(d) the funding of the schedules and organization of public participation meetings;

(e) the creation of such funds to meet future or contingent liabilities in respect of benefits, insurance or replacement of buildings or installations, equipment and in respect of such other matters as the Office may think fit.

(3) The annual estimates shall be approved by the Office before the commencement of the financial year to which they relate and shall be submitted to the county secretary for tabling in the County Assembly.

(4) No expenditure shall be incurred for the purposes of the Office except in accordance with the annual estimates approved under subsection (3).
27. (1) The Office shall cause to be kept proper books and records of account of the income, expenditure, assets and liabilities of the Office.

(2) Within a period of three months after the end of each financial year, the Office shall submit to the county Auditor-General the accounts of the Office in respect of that year together with a —

(a) statement of the income and expenditure of the Office during that year; and

(b) statement of the assets and liabilities of the Office on the last day of that financial year.

(3) The annual accounts of the Office shall be prepared, audited and reported upon in accordance with the provisions relating to public audit.

28. The Office shall open and maintain such bank accounts as shall be necessary for the performance of its functions.

PART V—MISCELLANEOUS PROVISIONS

29. (1) The Office shall, at the end of each financial year cause an annual report to be prepared.

(2) The Office shall submit the annual report to the Governor and the County Assembly not later than three months after the end of the year to which it relates.

(3) The annual report shall contain, in respect of the year to which it relates—

(a) the financial statements of the Office;

(b) a description of the activities and outcomes of public participation; and

(c) any other information, that the Office may consider relevant.

(4) The Office shall cause the annual report to be published and publicized in the County Gazette and in at least one newspaper with national circulation and such other manner as the Office may determine.

30. (1) The Office shall publish and publicize all important information affecting the county that is within its mandate.
(2) A person may request for information within the mandate of the Office in public interest.

(3) A request for information under subsection (2)—

(a) shall be addressed to the Secretary or such other person as the Office may designate for that purpose;

(b) may, where the Office incurs expense in providing the information, be subject to payment of a reasonable fee; and

(c) may be subject to confidentiality requirements of the Office.

(4) Subject to the provisions of Article 35 of the Constitution and the law relating to freedom of information and data protection, the Office may decline to give information to an applicant where—

(a) the request is unreasonable in the circumstances; or

(b) the applicant fails to satisfy any confidentiality requirements imposed by the Office.

(5) The right of access to information under Article 35 of the Constitution shall be limited to the nature and extent specified under this section.

(6) Every member and staff of the Office shall sign a confidentiality agreement.

31. Subject to section 91 of the County Governments Act, 2012, the Office shall, in such manner as it considers appropriate, publish a notice for public information specifying—

(a) the location of all its offices; and

(b) its address or addresses, telephone numbers and other means of communication or contact with the Office.

32. A person who—

(a) without justification or lawful excuse, obstructs, hinders or threatens a member of the Office or a member of staff acting under this Act;

(b) submits false or misleading information;
(c) without reasonable excuse, fails to appear before a meeting of the Office when required to do so;

(d) misrepresents to or knowingly misleads a member of the Office or a member of staff of the Office acting under this Act,

 commits an offence and is liable on conviction to a fine not exceeding five hundred thousand shillings or to imprisonment for a term not exceeding two years or to both.

33. A person who is aggrieved by a decision of the Office under this Act may apply to the County Public Service Board for review of that decision.

34. The executive committee member responsible for matters relating to information may, in consultation with the Office, make regulations for the better carrying into effect of the provisions of this Act.

FIRST SCHEDULE (s.8)
PUBLIC PARTICIPATION GUIDELINES

The following guidelines shall guide the county government and the Office when conducting public participation activities:

1. Build a realistic timeframe for the consultation, allowing reasonable period for each stage of the process.

2. Be clear as to the type of the public, community or profession to be consulted, the issues or matter for consultation and for what specific purpose.

3. Ensure that the consultation document is as simple and concise as possible, providing the summary of the issues or matter for consultation and clearly setting out the questions to be addressed.

4. Publish and distribute the documents as widely as possible, including but not limited to providing hard copies, websites, community radio announcements, Community Information Centers, and traditional media among them Notice Boards.

5. Ensure that all responses are carefully and open-mindedly analysed and the results made widely available to the public, including an account of the views expressed and the reasons for the decisions taken.
6. Disclose all information relevant for the public to understand and evaluate the decision.

7. Ensure that stakeholders have fair and equal access to the public participation process and their opportunity to influence decisions.

8. Ensure that all commitments made to the public, including those by the decision-maker, are made in good faith.

9. Undertake and encourage actions that build trust and credibility for the process among all the participants.

10. Be personally responsible for the validity of all data collected, analyses performed, or plans developed by it or under its direction.

11. Ensure that there is no misrepresentation of work performed or that was performed under the relevant body’s direction.

12. Examine all of its relationships or actions, which could be legitimately interpreted as a conflict of interest by clients, officials, the public or peers.

13. Should not engage in conduct involving dishonesty, fraud, deceit, misrepresentation or discrimination.

14. Should not accept fees wholly or partially contingent on the client’s desired result where that desired result conflicts with its professional judgment.

SECOND SCHEDULE  (s.19)

MEETINGS AND PROCEDURE FOR THE OFFICE

1. The county secretary shall convene the first meeting of the Office.

2. The Office shall decide when and where it meets and the meetings shall be convened by the chairperson.

3. The Office shall have at least six meetings in every financial year and not more than four months shall elapse between one meeting and the next meeting.

4. Unless three quarters of the members otherwise agree, at least seven days’ notice in writing of a meeting shall be given to every member.

5. A meeting shall be presided over by the chairperson or in his or her absence, by the vice-chairperson.
6. The members of the Office shall elect a vice-chairperson from among themselves—
   (a) at the first sitting of the Office; and
   (b) whenever it is necessary to fill the vacancy in the office of the vice-chairperson.

7. The chairperson and vice-chairperson shall not be of the same gender.

8. If any person has a personal or fiduciary interest in any matter before the Office, and is present at a meeting of the Office or any committee at which any matter is the subject of consideration, that person shall as soon as is practicable after the commencement of the meeting, declare such interest and shall not take part in any consideration or discussion of, or vote on any question touching such matter.

9. A disclosure of interest made under paragraph 8 shall be recorded in the minutes of the meeting at which it is made.

10. A person who contravenes paragraph 8 commits an offence and is liable, upon conviction, to a fine not exceeding One million shillings, or to imprisonment for a term not exceeding five years, or to both.

11. No member or staff of the Office shall transact any business or trade with the Office.

12. (1) Subject to paragraph 13, the quorum of the meeting shall not be less than half of the appointed members.

13. Where there is a vacancy in the Office, the quorum of the meeting shall not be less than three appointed members.

14. A question before the meeting shall be decided with a supporting vote of at least two thirds of the members present.

15. The Office shall keep minutes of proceedings of its meetings and decisions taken.