

**COMMUNITY AWARENESS, CIVIC PARTICIPATION AND  
ACCOUNTABILITY IN THE UTILISATION OF  
CONSTITUENCY DEVELOPMENT FUNDS IN MONZE  
CENTRAL CONSTITUENCY, ZAMBIA**

**BY**

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A Dissertation submitted to the University of Zambia in partial fulfilment of the requirement for the award of the degree of Masters of Education in Civic Education

**THE UNIVERSITY OF ZAMBIA**

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## DECLARATION

I, KACHINGA MIYOBA, declare that the dissertation on "*Community Awareness, Civic Participation and Accountability in the utilisation of Constituency Development Funds in Monze Central Constituency*" is my own work and has not been previously submitted for degree, diploma or any other qualification at the University of Zambia or any other university.

Signed: \_\_\_\_\_

Date: \_\_\_\_\_

## APPROVAL

This dissertation by **KACHINGA MIYOBA** is approved as partial fulfilment of the requirements of the award of the Masters of Education in Civic Education degree of the University of Zambia.

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## **ABSTRACT**

The purpose of the study was to establish if there is civic participation, community awareness, accountability in the utilisation of constituency development funds. Further, the study ascertained if constituency development funds were used in the alleviation of socio-economic challenges in Monze Central Constituency. The study was guided by the following objectives: to establish whether there is community awareness in the utilisation of constituency development funds; to determine whether there is Civic participation in the utilisation of constituency development funds; to assess whether there is accountability in the utilisation of constituency development funds and to ascertain if constituency development funds are used in alleviating socio-economic challenges (poverty) in Monze Central Constituency. The study was anchored on qualitative research approach and a qualitative descriptive research design was utilised. A total of 51 respondents participated in the study from the target population. These were Civic Leaders for Monze Central Constituency, Constituency Development Committee Members, Parliamentary Assistants for Monze Constituency, Council Officers linked to CDFs, headmen and community members (beneficiaries). Data was obtained through semi-structured interviews, focused groups discussions, observation and document analysis. Collected data for the study were thematically analysed. The study established that; many community members were aware of the existence of constituent development funds. This was demonstrated through the possession of knowledge on the concept CDF, source of CDFs, knowledge on the stakeholders involved in the use of CDFs and their roles in utilisation of CDFs. The study also established that there is low civic participation in the utilization of constituency development funds. The study showed that at implementation stage of CDF funded projects community members were side-lined in identification, monitoring the projects and generally all constituency development funds processes. The study findings also suggest that at implementation of CDFs projects there was no accountability. Community members were not availed with information on how CDFs were being spent and that constituency development funds has had positive socio-economic impacts in Monze central constituency in various ways. The study recommends the continuous need to publicise more information on constituency development funds and need for more consultative forums on the use of constituency development funds in the constituency. Community members need to be actively

involved in the monitoring of all projects funded through constituency development funds.

*Key words: community awareness, civic participation, accountability, socio-economic impact and constituency development funds.*

## **DEDICATION**

This research work is dedicated to my lovely wife, Maunga Syamwalu and my daughters, Merelyn Chileleko and Margaret Chipego Kachinga. They encouraged me to work hard and allowed me to be away from home during the time of my study. This research work is also dedicated to My Parents, Mr. and Mrs. Kachinga for their moral and financial support they rendered to me during my study. This work is also dedicated to my parents in-law, Mr. and Mrs. Charles Syamwalu for their encouragement.

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## ACRONYMS

ADC-	Area Development Committees
AFLI-	Africa Leadership Institute
CDC-	Constituency Development Committee
CDFC-	Constituency Development Funds Committee
CDFs-	Constituency Development Funds
CPA-	Commonwealth Parliamentary Association
CPDI-	Centre for Peace and Development Initiatives
DDCCs-	District Development Coordinating Committees
EAZ-	Economic Association of Zambia
EFZ and MCZ-	Evangelical Fellowship of Zambia and Micah Challenge Zambia
GRZ-	Government of the Republic of Zambia
IBP-	International Budget Partnership
IEA-	Institute of Economic Affairs
MDAs-	Ministries, Departments and Agencies
MPA and MNA-	Member of the Provincial Assembly and Member of National Assembly
MPLADS-	Member of Parliament Local Area Development Scheme
MP-	Member of Parliament
NACCS-	Kenyan National Anti-Corruption Campaign Steering Committee
PSC -	Planning Sub-Committee



PMO-RALG-	Prime Minister's Office-Regional Administration and Local Government
RDCs-	Resident Development Committees
SUNY/CID-	State University of New York's Centre for International Development
UDN-	Uganda Debt Network
WDC-	Ward Development Committee
ZIPAR-	Zambia Institute for Policy and Research

## DEFINITION OF KEY TERMS

**Constituency Development Funds:** Budgetary allocation of developmental funds in respective command areas of Members of Parliament.

**Community awareness:** Possession of knowledge on CDF, in relation to its nature as a fund, objectives, procedure for utilisation and knowing your role as a citizen in the utilisation of CDF.

**Civic Participation:** Community members' participation in their political boundary in governance issues to enhance development.

**Member of Parliament:** An elected official who represents a constituency in the National Assembly.

**Accountability:** sharing information to community members on funds received, projects approved, publishing of financial reports on CDF expenditure

**Socio-economic challenges:** Problems that people face in their everyday life in social and economic aspects.

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Chapter Overview**

The chapter presents the background of study, statement of the problem, general objective, research objectives, main research question, research questions, significance of the study, theoretical framework, conceptual framework and operational definitions of terms.

#### **1.2 Background of Study**

Developing countries have taken different paths in an attempt to deliver development to their citizens. One such path is that of the introduction of Constituency Development Funds schemes. Tsubura (2014), International Budget Partnership (2010), Keefer and Khemani (2009) and Policy Forum (2009) state that a Constituency Development Fund (CDF) is a government budget allocation mechanism that channels a specific portion of the national budget to the constituencies of Member of Parliament (MPs) to finance local small-scale development projects such as the construction of school facilities, health clinics and water supply systems. Lumba (2014) stated that in Zambia the introduction of the CDF was a government intervention aimed at financing micro-community-based projects in order to alleviate poverty. This view was also supported by Murray (2011) who also stated that CDFs are meant to meet developmental needs in the localities of constituencies as identified by the constituents. Evangelical Fellowship of Zambia and Micah Challenge (2013) further revealed that CDFs are devolved funds hence, are able to by-pass inefficient government structures and delivers the much needed development at grass roots level.

Ngiri and Nyaribo (2016) noted that CDF have been ongoing for a number of years in developing countries. Hence, Zyl (2010) asserted that currently there are 23 countries that have adopted Constituency Development Funds Schemes in attempt to bring development that responds to local needs. Countries where the CDF scheme was introduced include: Bhutan, Ghana, Honduras, India, Jamaica, Kenya, Liberia, Malawi, Malaysia, Mongolia, Namibia, Nepal, Nigeria, Pakistan, Papua New Guinea, Philippines, Rwanda, Solomon Islands, Southern Sudan, Tanzania, Uganda, Zambia, and Zimbabwe (Zyl, 2010).

Different names are used in different contexts to refer to Constituency Development Funds. Tsubura (2014) stated that CDFs in Papua New Guinea are called Electoral Development Funds, in the Philippines Mindanao Development Fund and Visayas Development Fund, in Solomon Islands Millennium Constituency Development Fund and Constituency Micro Fund, in India Member of Parliament Local Area Development Scheme, in Nepal Electoral Constituency Development Programme, in Tanzania Constituencies Development Catalyst Fund and in Zambia, Nigeria, Kenya, Malawi, Jamaica, South Sudan and Bhutan they are called Constituency Development Funds.

Ngiri and Nyaribo (2016) opined that CDFs are meant to give the people at the local levels the chance to make informed expenditure decisions that are geared to maximizing their welfare in a variety of areas of life such as education, health, sanitation, infrastructure and many more aspects of development. Evangelical Fellowship of Zambia and Micah Challenge Zambia (2013) made a similar observation by asserting that successful implementation of CDFs is anchored on transparency, accountability and community participation. Therefore, the nature of CDF is community awareness and civic participation driven so that there is success in the implementation of CDF funded projects in communities.

Zambia Institute for Policy Analysis and Research (ZIPAR) (2015) asserted that Constituency development have benefits to local communities and argued that the major goal of CDFs is therefore to meet local communities' demand for developmental projects, which are not in the priority lists of the regular structures of national and local government arguably due to the absence of effective links with local communities. CDF allows government to bypass central bureaucracies and deliver goods and services directly to constituents. Lumba (2014) also asserted that CDF is a tool to engineer infrastructure growth. Africa Capacity (2015) also pointed out that it is the only fund that goes directly to the community and as a result, is an important vehicle for achieving their prioritized needs. Communities are, to a reasonable extent involved in the utilization of the fund. The study conducted by Evangelical Fellowship of Zambia and Micah Challenge Zambia (2013) highlighted several benefits of CDFs in the constituencies such as construction of classroom blocks, police posts, bridges, expansion of health centres and many more.

The extent to which the communities are involved in the utilisation of Constituency Development Funds is not known. Studies conducted on CDFs such as ZIPAR (2015) and International Budget Partnership (2010) have revealed that there are a lot of issues surrounding CDFs in countries where the scheme exist inclusive Zambia.

In Zambia the idea of constituency development was welcomed by all stakeholders since its inception. However, there are still concerns in the manner it is allocated. Kakungu (2013) called the allocation formula of CDFs in Zambia as one size fits all programme. This is because all the constituencies are given a uniform amount of funds regardless of their size, geographical proximity, population density and the level of development. Kakungu (2013) however, raised concerns on the one size fits all formula of CDF allocation. He noted that the disbursement of an equal quantum of funding per constituency has equity concerns. Urban constituencies have an advantage over rural constituencies because of having many lucrative economic activities where they can source extra income for developmental purposes but rural constituencies do not have.

EAZ (2011) stated that CDF has been in operation for two decades and that billions of Kwacha of public resources has been spent on the scheme. EAZ (2011) cited the Patriotic Front political party which raised concerns on CDF and commented that there was need for urgent reforms in the manner the scheme is being managed. Arising from the observation pointed out by Patriotic Front EAZ (2011) highlighted that reform should take into account the devolution of resources to sub-national levels in accordance with the principle of subsidiarity. EAZ (2011) stated that subsidiarity is widely accepted principle to adopt and operationalise as it enhances the country to be able to promote local participation in the identification, establishment and operation of development projects that meet the needs of local communities.

### **1.3 Statement of the Problem**

The Ministry of Local Government and Housing (2016) stated that utilisation of CDFs is regulated by CDF Guidelines of 2016 and other pieces of legislation such as the Public Finance Act and Local Government Act Cap 281 of the Laws of Zambia and the Local Authorities Financial Regulations. These are a necessity for effective implementation of CDFs in Zambia. The CDFs Project Cycle in CDF guidelines

stipulates the stages that are involved in the utilisation of CDFs. The CDF project cycle must start with sensitization of various stakeholders through different types of media. After sensitization has been rolled out project identification and application takes place. The Ministry of Local Government and Housing (2016) stated that “during project identification, members of the community will meet to discuss their needs systematically, objectively, prioritise the analysed needs and estimated resource requirement before taking a course of action or applying for CDF support.” The beneficiary community once the implementation of projects has started is expected to monitor the project implementation monthly. Annual audit reports and monthly receipts and payment accounts will be made available to interested stakeholders on written requests. In addition, the projects to be financed through CDFs should be developmental in nature providing public good in nature and beneficial to the wider community. Despite CDF guidelines being in place on how these funds should be utilised, EAZ (2011) noted that there are some contentious issues that characterise the utilisation of CDFs. Some of these contentious issues include: many ordinary citizens are not aware of the fund, civic leaders make most of the decisions and that bills of quantity are not usually adhered to. EFZ and MCZ (2013) also observed that utilisation of CDFs possesses challenges of misuse of funds, people lacking knowledge on how to report CDF malpractices and lack of transparency in decision making. In line with the observations made by EAZ (2011) and EFZ and MCZ (2013) the implication is that giving a blind eye on CDFs community members will continue to lack relevant information on CDFs and will also be sidelined from participating in CDF processes. In addition, there will be embezzlement of funds that will lead to underdevelopment of constituencies. This study sought to establish if there is community awareness, civic participation, accountability and to ascertain if CDFs are used in the alleviation of socio-economic challenges in Monze Central Constituency.

#### **1.4 General Objective**

The study was guided by the stated main objective below:

To establish whether there is community awareness, civic participation, accountability in the utilisation of constituency development funds and to ascertain if

CDFs are used in the alleviation of socio-economic challenges in Monze Central Constituency.

### **1.5 Specific Study Objectives**

The study was guided by the following study objectives:

- i. To establish whether there is community awareness in the utilisation of constituency development funds in Monze Central Constituency.
- ii. To determine whether there is Civic participation in the utilisation of constituency development funds in Monze Central Constituency.
- iii. To assess whether there is accountability in the utilisation of constituency development funds in Monze central constituency.
- iv. To ascertain if constituency development funds are used in alleviating socio-economic challenges (poverty) in Monze Central Constituency.

### **1.6 Main Research Question**

The study was guided by the following main research question:

Is there community awareness, civic participation, accountability in the utilisation of Constituency Development Funds and are Constituency Development Funds used in alleviating socio-economic in Monze Central Constituency?

### **1.7 Research Questions**

The study was guided by the following questions:

- i. Is there community awareness in the utilisation of Constituency Development Funds in Monze Central Constituency?
- ii. Is there community empowerment in the utilisation of Constituency Development Funds?
- iii. Is there accountability in the utilisation of constituency development funds in Monze Central Constituency?
- iv. Are constituency development funds used in the alleviation of socio-economic challenges (poverty) in Monze Central Constituency?

## **1.8 Significance of the Study**

Findings of this study may be important for policy implementation. The country is striving hard to implement the decentralisation policy so that there is efficiency in service delivery and utilisation of resources. Ultimately, one vehicle through which decentralisation can be achieved is through the effective utilisation of CDFs because it is a devolved fund. In addition, individual communities will be able to plan for their local needs in the alleviation of poverty and in enhancing development. The Seventh National Development Plan which is a short term development plan extracted from the long term development plan, Zambia 2030 Vision. CDFs are also among various mitigations the government has put in place to deliver development to local communities as part of local economic development. At the global level, the country must also achieve Sustainable Development Goal 1, which states eliminating poverty everywhere in all its forms. Therefore, effective management and implementation of CDFs might help to alleviate socio-economic challenges in various communities.

Findings of this study may be useful to all stakeholders involved in the utilisation of constituency development funds. The objective behind the introduction of constituency development funds is to finance micro projects in individual communities in relation to local community needs with reference to priority areas. The micro projects to be financed address issues related to socio-economic challenges various communities are facing. Hence, civic participation, community awareness and accountability in the utilisation of constituency development funds are very important if the initiative is to meet the local needs in poverty alleviation and enhance development. The variables the study investigated might also be vital for good governance in a democratic dispensation.

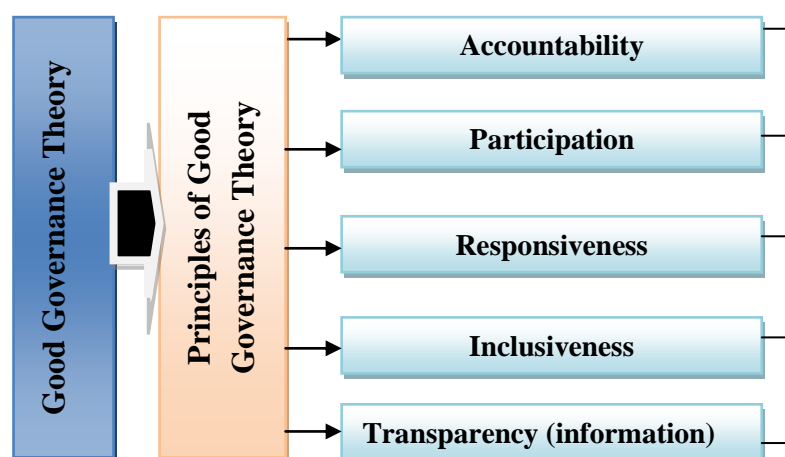
This study may also be important for the purpose of providing knowledge on the subject matter. A number of investigations have been conducted under the umbrella of CDFs. However, there is still information gap because studies conducted earlier on have not exhausted all issues on CDFs. Thus, this might be of value to the body of scholarly literature on the CDFs.



## 1.9 Theoretical Framework

This study was influenced by the Good Governance Theory. This theory was first proposed by the World Bank in 1990. Ekundayo (2017) stated that the good governance theory is associated with governing methods and structures in developing countries. Grindle (2010) also observed that the good governance agenda expanded during the decade of the 1990s. Ekundayo (2017) further claimed that Good Governance theory developed from a set of principles or policies first introduced by the World Bank in relating with and in assisting developing or third world countries. Good Governance Theory stipulates how citizens must be treated not merely as customers or consumers but as citizens, who have the right to hold their governments to account for the actions they take or fail to take. Ekundayo (2017) also asserted that Good Governance Theory sets out principles according to which a good government, whatever its form, must be run. These principles include: accountability, control, responsiveness, transparency, public participation, economy, efficiency, respect for human rights, and many others. These principles highlighted by Ekundayo (2017) are essential in the utilisation of constituency development funds. They cater for all the necessities required for the successful implementation of CDFs. Below are some of the principles of Good Governance in Figure 1 that promote effective use of CDFs:

### Theoretical Framework



**Figure 1: Good Governance Theory (World Bank-1990)**

Figure 1, depicts principles of Good Governance Theory which are a necessity for the successful implementation of CDFs. These principles are interlinked because

they all affect the implementation of CDFs. They are discussed below to show their impact when incorporated in the utilisation of CDFs.

Accountability emphasizes that all actors, particularly those in government, business, voluntary agencies, civil-societies, among others are to be made answerable to the society (Ekundayo, 2017). The principle of accountability in the real sense emphasizes answerability for the use of state resources and assets earmarked for specific purposes, subject to the laws and their requirements. In this case the utilisation of constituency development funds is largely influenced by accountability.

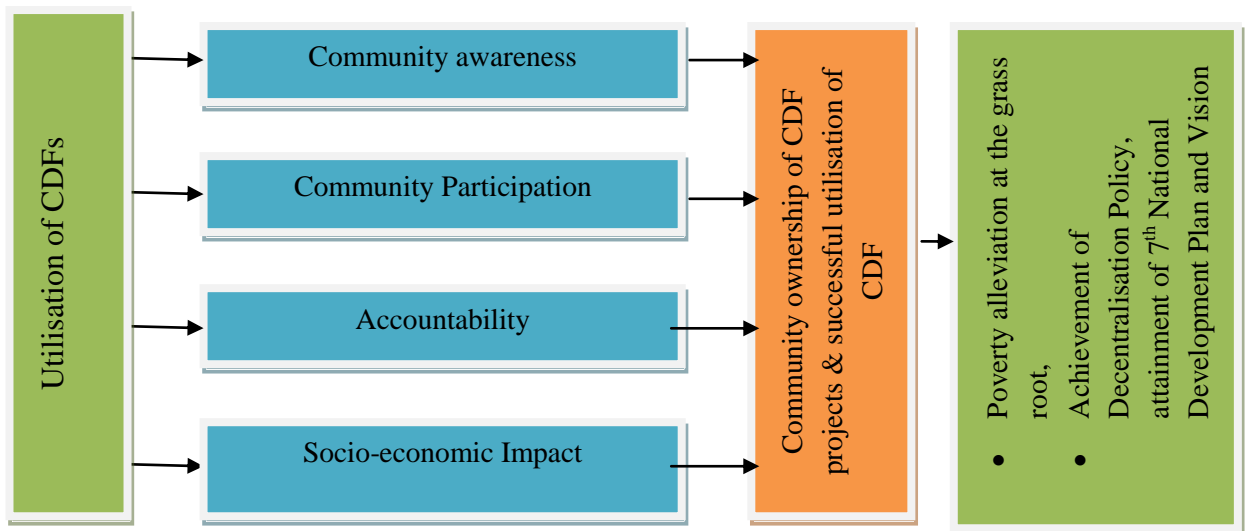
According to Commonwealth Parliamentary Association (2011) CDFs are a distributive policy tool designed to meet the development needs of citizens. Their success is contingent upon an inclusive process of consultation which fosters co-operation among constituents, MPs, and technocratic experts. CPA (2011) explained that CDF initiatives should respond to local developmental needs. On this basis, CDFs require channels of input for local citizens and civil society at all steps in decision-making on CDFs.

Ekundayo (2017) stated that transparency emphasizes that the process of decision making, the ultimate decisions reached and the observance of such decisions must be carried out in conformity with rules and regulations. Ekundayo (2017) further explained that transparency stipulates that sufficient information is freely disseminated in such a way and medium that can easily be understood and directly to the people that will be affected and who will ensure compliance. The principle of transparency is predicated and built on free information flow and dissemination.

Ekundayo (2017) stated that public participation entails the involvement of every adult in the politics of his or her society. It could be either direct participation by individual citizens or indirect participation by their accredited representatives. As a devolved fund CDFs are participatory funds which are underpinned on community participation. Hence, community members must participate in decision making on projects to be finance through CDFs, carry out project monitoring and evaluate performance of CDFs.

Ekundayo (2017) the principle of inclusiveness entails that no one is left behind when it comes to participation in the utilisation of CDFs in the constituency. No one should be discriminated.

### 1.10 Conceptual Framework



**Figure 2: Conceptual Framework**

The conceptual framework (Figure 1) depicts key elements necessary for the successful utilisation of Constituency Development Funds. These include community awareness, community participation, accountability and the socio-economic impact of CDFs. The conceptual framework also shows successful utilisation of CDFs once the key elements are in place such as community ownership of CDF projects and poverty alleviation.

Socio-Economic role shows that CDF in Monze Central Constituency has a role to finance micro-projects in order to help in the alleviation of socio-economic problems in relation to local community needs of the constituency. Hence, the funds can be used to build infrastructure such as classroom blocks, health centres, dip tanks, procurement of learning materials in schools, procurement of machinery to grade community roads and other important needs that qualify to be financed through CDFs.

Community awareness on CDF is essential in the utilisation of CDF. It allows community members to have adequate information on the nature of fund, its source,

how useful it is in the alleviation of socio-economic challenges in relation local needs. Community awareness also enhances community members to be aware of their role in the successful implementation of the funds. Furthermore, it enhances constituents to have access to these funds so that their communities can benefit. As a form of a devolved fund, CDFs are also anchored on community awareness so that they meet their intended purposes. In addition, through community awareness community members are able to hold accountable their leaders and enhance transparency in the management of the constituency development funds.

Community participation is among the principles of CDFs in Zambia and generally in all countries the scheme has been adopted and is being implemented. Therefore, successful implementation largely depends on the involvement of the community members at all levels of the management of funds. This leads to responsiveness to community local needs in relation to socio-economic needs. The grassroots have an opportunity to participate in the development process of their communities. Civic participation also leads to communal ownership of the projects financed through CDFs, thus the community will be ready to look after and renovate the projects once they wear out. One key characteristic of CDFs is that they are community centred, hence, in the Zambian setup they by-pass most of the government structures. They are decentralised funds. Consequently, the community must be involved in the management of CDFs in all the processes.

Accountability entails that officers handling CDFs are answerable to community members on how the funds are spent through keeping financial records. CDFs must also be spent in line with regulations that guide their expenditure. Records on how the funds are utilised should be made available to all stakeholders when they demand for them.

CDFs help in Policy implementation. The world's major problem is poverty which manifests itself in various forms. Thus, constituency development funds have been created to alleviate poverty in relation to community needs. The scheme complements on a number of policies designed by the government to fight poverty and impact on service delivery. These include the decentralised policy, the Seventh National Development Plan, Zambia 2030 Vision and the Sustainable Development Goal number 1. It is hoped that successful implementation of CDFs will reduce

poverty at community level and largely complement larger projects undertaken by the central government in the country.

### **1.11 Chapter Summary**

The chapter has presented background to the study, statement of the problem, main objective, specific study objectives, the main research question, specific research questions, significance of the study, the theoretical framework, conceptual framework and operational definitions. The next chapter presents relevant Literature Review in the study under investigation.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.1 Chapter Overview

The chapter presents literature in the related area of study. Literature Review is presented from the perspectives of studies conducted in the international context, conferences on CDFs, selected specific contexts (countries), local studies and the Zambian context in the management of constituency development.

#### 2.2 Studies on Constituent Development Funds: An International Context

Murray (2011) has pointed out that finances under constituency development funds are aimed at meeting developmental local needs by addressing real problems in developing countries in individual constituencies. Ngiri *et al* (2016) conducted a study on Effects of Constituency Development Fund on Socio-Economic Development in Mbeere Constituency in Kenya. Ngiri *et al* (2016) stated that in Kenya constituency development fund initiative was introduced in 2003 by the government. The main aim for its introduction was to deliver democracy to local communities so that electorates could participate in communal projects initiated through CDF. Ngiri *et al* (2016) also contended that the initiative of constituency development fund was developed in an attempt to allow the local people in their respective communities to make decisions to improve their welfare in terms of socio-economic development. The study established that CDFs in Mbeere Constituency had a positive impact on social welfare projects, job creation and infrastructure development. On social welfare projects, needy students were given bursaries while on socio-economic development CDFs created business and entrepreneurship opportunities through the awarding of tenders of supplying materials. In the area of infrastructure, educational facilities such as schools were built through CDFs.

In the context of the current study, Ngiri *et al* (2016)'s study was a quantitative study that employed a survey design with a sample size of 100 respondents. The study also focused on the socio-economic development aspect of CDFs. The current study was qualitative and was restricted in exploring awareness, participation, accountability and socio-economic aspect of CDF utilisation.

A study conducted by Chesang *et al* (2016) on the Role of Constituency Development Fund in Achieving Equitable Distribution of Resources to Constituencies in Kenya, a Case Study of Baringo Central Constituency established that CDF is one of the devolved resources meant to accomplish rapid socio-economic development at constituency level through funding of locally prioritized projects and better community participation. The study by Chesang *et al* (2016) revealed that CDFs were used in the education sector, health sector and water sector to distribute resources equitably in the constituency. In the education sector, needy students were given bursaries. Educational infrastructure was also built using CDFs. Health facilities and water projects were also financed through CDFs in Baringo Central Constituency. These findings from Chesang *et al* (2016)'s study show that CDFs can be used to distribute resources equitably in constituencies. They have an element of inclusiveness- one of the principles of Good Governance Theory which advocates for the utilisation of CDFs through benefitting everyone.

In relation to the current study Chesang *et al* (2016)'s study was a quantitative study. It employed a descriptive survey design with a sample size of 201 respondents. It focused on exploring how CDFs brought about equitable distribution of resources in the areas of education, health and water projects. The current study employed a qualitative descriptive research design with a sample size of 51 participants. It was also broad in the context of the independent variables it explored.

Gikonyo (2008:3), the developer of CDF Social Audit Guide also stressed the need for community and civic participation in the utilisation of CDFs. He asserted that:

CDF is a participatory fund. Therefore, for it to succeed, members of the public and community groups must be involved in all of its stages. It is the responsibility and right of every Kenyan to ensure that CDF money is well spent by: Being informed, participating in CDF meetings in your location and constituency, Supporting CDF projects, Monitoring CDF projects and Reporting cases of abuse.

Gikonyo (2008) stated an ideal situation that should be in existence for constituency development funds to be effectively utilised. The ideal situation as pointed by Gikonyo contains most of the tenets of Good Governance Theory. These are also well outlined in the conceptual framework that this study adopted. Despite providing an ideal situation of CDF utilisation Gikonyo (2008) did not carry out a

study on CDFs but he designed a Social Audit Guide that can be used in monitoring how these funds can be utilised effectively.

The Institute of Economic Affairs (IEA) (2012) carried out a project in Kenya on constituency development funds. The project was anchored on development planning, implementation and public participation in relation to constituency development funds. The Institute of Economic Affairs (2012) report established the following findings: constituency strategic planning ensured that community leaders and those who are involved in development planning have genuinely thought through the decisions made on public service delivery; members of the public involvement in the implementation of CDF projects was enhanced through the Project Management Committees (PMCs) which comprised of members of the public who manage and oversaw the implementation of individual CDF projects; the Constituency Development (Amendment) Act 2007 required that meetings be held at the location level where community members had the opportunity to identify development projects for implementation and that low citizen participation in the monitoring and evaluation of projects funded through CDF was observed.

In view of the current study, the Institute of Economic Affairs (IEA) (2012) project report did not show the nature of a research approach, design and other methodological issues which were utilised to arrive at the findings. The report did not also mention the specific site where the report was conducted from but just gave a brief background of CDFs in Kenya.

A study that was carried out by the National Anti-Corruption Campaign Steering Committee (NACCSC) (2008) on the Constituency Development Fund: An Examination of Legal, Structural, Management and Corruption Issues in Kenya showed that there were a number of issues surrounding CDFs in Kenya. The following key findings were established: flaws in the CDF Act of 2003 and Amendment Act of 2007, structural weaknesses and unclear role of the National Management Board (NMB), small size of CDF, low community awareness and participation, tribalism, clanism, nepotism and equity, low community participation in CDF management, lack of Environmental Impact Assessment (EIA), low project prioritization, reach and impact, lack of professionalism and gender bias, lack of



clear tendering and procurement procedures and lack of transparency and accountability.

The study by NACCSC (2008) has shown a number of contentious issues in the management of CDFs in Kenya. These are serious issues that need urgent interventions. In view of the current study, this study was a mixed design and it was carried out in 71 constituencies. 2130 respondents were sampled using random sampling technique. The data was analysed using Statistical Data Package for Social Scientists (SPSS). Methodology which were employed in this study suggest that despite NACCSC study exploring some of the issues the current study looked at the findings cannot be generalised. 71 constituencies in Kenya and the sample size where the study was carried out presents different geo-political boundaries with different mechanisms on how CDFs are managed. Therefore, the finding of this study cannot be considered conclusive, hence, the current study.

Owour *et al* (2012) also conducted a study on constituency development funds. Their project was on the effectiveness of monitoring and evaluation of CDF projects in Ainamoi Constituency in Kenya. The study was carried out in Kericho County. The study findings established that from the time CDFs were introduced development was experienced in Kericho County of Ainamoi Constituency. Through CDFs new schools were built while old ones were renovated. Road infrastructure was improved and new tea centres were built. The study also revealed that youths and women were empowered, security, HIV and AIDS awareness were improved and that generally poverty was reduced in the county. In the area of monitoring, implementation and development of projects under CDFs the study revealed that citizens were not involved. From these findings it can be pointed out that despite development being experienced as a result of CDFs in Kericho County, community members were not very much involved in decision making. This is not in line with the Good Governance Theory which advocates for citizens' participation.

Owour *et al* (2012)'s study with reference to the current study shows that there were notable differences. These included the following: the study by Owour *et al* (2012) was a mixed method design and employed a case study design while the current study was purely qualitative. In addition, the study by Owour *et al* was

restricted to a county in Ainamoi Constituency while the current study was conducted in the entire constituency.

Chesiyna and Wanyoike (2016) investigated on the Determinants of Effective Implementation of Constituency Development Fund Projects in Baringo Central Constituency of Kenya. This study was quantitative and a survey research design was employed. It had a sample size of 110 participants and data obtained was analysed using SPSS. The study established that four factors influenced effective implementation of CDFs. These were: project planning, community participation, monitoring and evaluation and training. Community participation and training were found to having the greatest influence. These findings suggest that community participation component of CDF implementation is ideal for effective implementation of CDF projects. It must be enhanced at all times. In addition, training was also considered to have an influence on CDFs implementation. This means that education has a positive role to play in decision making.

Some studies have also attempted to find out on how to best improve CDF implementation. Mandelbaum (2011), for instance, in the study *Global Survey of Parliamentary Monitoring Organizations* asserted that social audit is a popular mechanism used to monitor constituency development funds. This mechanism allows citizens to monitor government-financed projects and also submit findings and recommendations. Mandelbaum (2011) indicated that this mechanism of monitoring which directly engages citizens in monitoring government financed projects was initiated by Mazdoor Kisan Shakti Sangathan in India. Mazdoor Kisan Shakti Sangathan worked hand in hand with International Budget Partnership to come up with this monitoring mechanism. Mandelbaum (2011) pointed out that this mechanism achieved better results in the utilisation of CDFs.

In Africa the Open Society Institute for East Africa (OSIEA) working hand in hand with International Budget Partnership developed a CDF social audit guide to be used when monitoring government funded projects like for CDF in Kenya. Gikonyo (2008) described a social audit guide as a process through which all details of a public project are scrutinised at a public meeting. A social audit guide seeks to evaluate how well public resources are being used and how to improve performance. It also aims to ensure maximum community participation. CDFs like any other state

funds are required to be monitored to find out how well they are implemented. The creation of a social audit guide shows that issues of participation and generally the use of CDFs have attracted attention as indicated by Mandelbaum (2011).

In the context of the current study, Mandelbaum (2011)'s report focused on shading more light on mechanisms that were put in place to find out how best MPs utilised CDFs. In Uganda a constituency performance box was designed by the African Leadership Institute (ALI). It was used as a scorecard to assess an MP on accountability of funds. It further provided an overall score for an MP's constituent service performance. On matters of research gap in relation to the current study Mandelbaum's report was a global perspective. It involved 190 countries and 80 national parliaments. The subject of CDFs was touched because it is among the issues MPs are usually linked with in countries where they were adopted. Furthermore, this report did not extensively address issues the current study was looking at. It was limited on how MPs are accountable in the use of CDFs.

International Budget Partnership (2010) conducted a study, titled Constituency Development Funds- Scoping Paper and brought out a number of issues on constituency development funds. The paper revealed that CDFs possess a number of advantages that include: improving MP-constituent relations and public participation. Despite these advantages, IBP pointed out that CDFs had disadvantages and these included the following: selection of non-priority projects due to MP influence and development expenditure in the absence of coherent, long-term planning, CDF processes do not adequately protect against the duplication of development projects and that issues of corruption were a common thread linking all CDF schemes.

IBP (2010) explained that in Kenya it was established that there was low civic participation in the identification of community projects financed through CDFs. These revelations were also in line with the National Anti-Corruption Campaign Steering Committee (NACCSC) (2008) report which revealed that 60% of the Kenyans were not accorded the opportunity to decide projects they wanted to be implemented through CDFs. Furthermore, International Budget Partnership (2010) opined that in Uganda MPs manipulated the appointment of members to sit on community development committees due to lack of proper guidelines.

Findings by International Budget Partnership (2010) and NACCSC (2008) are of great concern in the utilisation of CDFs. CDFs are devolved funds that are anchored on civic participation. It is the community members who must decide the type of projects they want in their communities. Good Governance Theory also considers participation to be instrumental in the utilisation of CDFs. Despite bringing many issues on CDFs, IBP (2010) scoping paper report had limitations in relation to the current study. It was a desk study and it also lacked many methodological requirements for a research, hence, the current study.

Otieno *et al* (2015) conducted a study on Evaluation of the Management and Utilization of Constituency Development Fund on Education Development in Gem Constituency in Siaya District of Kenya. Otieno *et al* (2015) explained that 93.5% of the participants had knowledge of the fund. The study also revealed that there were many projects sponsored by CDFs in the area of education. education projects sponsored by CDF mostly construction of classrooms. The other projects funded were laboratory facilities, water, electrification, office blocks, sanitation facilities, compound fencing and staff houses. The study by Otieno *et al* (2015) also revealed that on the CDF allocation criteria politics played a little role. The Gem Constituency CDF committee in the allocation of funds to sponsored projects considered good project proposals, proximity of similar projects and population of the project area. Otieno *et al* (2015)'s findings also revealed that politics influenced the allocation of CDF bursary but other factors were considered such as household poverty, academic performance and orphan hood.

Otieno *et al* (2015)'s study has revealed how CDFs were used in Gem Constituency in sponsoring education programmes through building infrastructure and offering bursaries to vulnerable children. In relation to the current study, Otieno *et al* (2015)'s study was quantitative and employed a survey design. In addition, this study focused on investigating how CDFs were used in sponsoring education programmes in Gem Constituency. Therefore, it only explored one area on the socio-economic impact of CDFs and did not address many of issues the current study explored.

Awiti (2008) carried out a study on An Assessment of the Use and Management of Development Funds in selected constituencies in Kenya. These were Kisumu Rural, Alego Usonga, Bondo, Kwanza, Kikuyu Chache, Kibwezi and Lurambi

Constituencies. One of the areas of interest in the study was to find out how citizens were involved in the management of constituency development funds. Awiti (2008) explained that in order to get the desired response on their involvement in the management of constituency development funds, Kenyans were asked some questions in those selected study sites. Awiti (2008:42) contended that:

To determine the level of participation in the deliberations of CDF and its related projects it was necessary for me to first find out whether Kenyans are aware of the existence of the fund and its amount in figures and also find out whether they are aware of the importance of participating in CDF activities; needs identification, project planning, implementation and management.

The study by Awiti further showed that implementation of government policies such as CDFs thrived on political corruption, political patronage and pork barrel politics. This illustration shows the importance of community participation and awareness in the utilisation of constituency development funds. Awiti (2008)'s study shows that community members' understanding of CDFs is important in the utilisation process. Good Governance Theory also shows that flow of information is vital for CDFs implementation because community members who are informed will develop interest in CDF activities. The study findings also suggest that CDFs helped MPs in their political career to retain their parliamentary seats during elections through pork barrel politics.

Limitations identified in Awiti (2008)'s study in relation to the current study included the following: on methodology the study entirely relied on secondary data (textual analysis) and reviewing of work available on implementation of CDFs in Kenya. In addition, the scope of the study was very broad as the study explored CDFs in theoretical aspect in the Kenyan context. The study did not have a sample size because it only depended on literature review of other scholars.

Saleh (2014) conducted a study on the effectiveness of the constituency development catalyst fund in reduction of non-income poverty in Dole Constituency-Unguja Zanzibar. Saleh (2014)'s study revealed that community awareness on CDCF in Dole Constituency was relatively low. About 87.1% of the respondents were not aware of the CDCF. In addition, supported CDCF projects were less effective due to limited access, limited budget and poor qualities of the services. Study findings further revealed that services that were sponsored by CDCF in Dole constituency faced a number of challenges which included: lack of transparency in CDCF

operation, low people's participation, low awareness, dominance of political interests in fund allocation and weak CDCF Committee and operational law.

The study by Saleh (2014) presents evidence on some of challenges that are present in the utilisation of CDFs. Lack of knowledge on CDFs, participation, transparency, politic influence and weak legal frameworks on CDFs seem to be persisting problems in the use of CDFs like what other studies established. Possession of adequate knowledge on CDFs is interlinked to other aspects that influence implementation of CDFs. The Good Governance Theory stresses the need to provide information to citizens, allow participation and be inclusive in all CDF processes. The implication is that there is need to come up with better legal frameworks on CDFs that will allow community members to be actively involved in utilisation of CDFs.

In relation to the current study Saleh (2014)'s study was a mixed design which employed a case study design with a considerable large sample size of 122 participants. Despite addressing similar issues the current study explored, Saleh (2014)'s findings cannot not be generalised because it is a different geo-political context and different methodology was used.

A study conducted by Oenga (2013) in Kenya on Evaluation of Management of Constituency Development Funds in Nairobi County revealed that CDFs have become an important tool in the development agenda of communities. Oenga (2013)'s study obtained the following findings: 95% of the participants were aware of CDF projects and that the level of community members' involvement in CDFs affected CDF projects. The study findings also revealed that MPs were directly involved in the implementation of CDF projects and that community members were less involved. In addition, 78% of the respondents indicated that funds were not used for the intended purposes.

Oenga (2013)'s findings present some challenges experienced in the utilisation of CDFs. Despite many participants acknowledging that they were aware of CDF projects, they were sidelined in many CDF processes. It is also shocking to find that CDFs were not used for the intended purpose. CDFs are communally driven, hence, constituents decide on how to utilise the funds by looking at priority areas of need. Furthermore, in the context of the current study Oenga's study was a quantitative

study and it employed a survey design with a sample size of 200 participants. A pilot study was conducted. Its findings could not be generalised to other constituencies as in the case of the current study due to methodological and geo-political boundary factors.

Sitati (2014) also carried out an investigation on the Influence of Constituency Development Funded Projects Selection on Alleviation of Poverty in Saboti Constituency of Kenya. The study was carried out in five wards and these were: Kinyoro, Matisi, Tuwan, Saboti and Machewa wards. The study revealed that over 90% of the participants in all the wards were aware of the CDF projects. CDF meetings by Constituency Development Funds Committee and Project Management Committee were not uniformly held. In addition, community empowerment was highly considered in project selection and that community needs interests and empowerment were the criteria used in project selection and identification. The findings by Sitati (2014)'s study present an ideal situation in the utilisation of CDFs. Community awareness on CDF projects was good, community empowerment was highly considered during project selection and community needs interest were considered during the selection of projects. These also represent an ideal situation in line with the Good Governance Theory.

Sitati (2014)'s study was a quantitative study which employed a descriptive survey with a sample size of 120 participants. In addition, despite such appealing findings in Saboti Constituency on CDFs, the findings cannot be generalised to the current study because they are two different geo-political boundaries and set ups. Hence, the current study.

The Centre for Peace and Development Initiatives (2011) carried out an analysis of Punjab government's Member of the Provincial Assembly (MPA) and Member of National Assembly (MNA) development packages in Rawalpindi district from 2010-2011. In Pakistani constituency development programs are locally known as MPAs and MNAs development programmes. The CPDI (2011) stated that these funds are only eligible for utilisation on projects such as construction of roads, water supply, education, health and provision of civic amenities like street lights. The District Steering Committee in consultation with local community members is responsible for the identification of projects to be financed under CDFs.

The financial year which was under analysis (2010-11) by the Centre for Peace and Development Initiatives revealed that the District Steering Committee responsible for identification of schemes under the MPA and MNA development only held one meeting. The CPDI (2011) also found that community members were not consulted on the projects they wanted to be financed through CDFs and further concluded that the process project identification had serious flaws.

The analysis done by the CPDI (2011) in Rawalpindi district of Pakistani on the utilisation of CDFs has given an insight on how CDF structures sometimes are inefficient and do not adhere to guidelines. In addition, the conclusions made by CPDI (2011) show that the District Steering Committee in Rawalpindi district did not incorporate the values of Good Governance Theory in project identification. In the context of research procedure, CPDI (2011) report did indicate the methodology which was employed in the collection of data.

A study carried out by Herbert (2013) working with members of parliament's constituency funds showed that CDFs are funds that are given to individual constituencies to meet local developmental needs. The study was focused on finding out if there is donor engagement in CDFs. Herbert (2013) showed that CDFs are nationally and locally designed, funded and implemented. However, among the countries with the CDFs there are two countries with donor engagements. These are Solomon Islands which receive donor funds from Taiwan and Tanzania where German helped out in designing the scheme and at the same condemned its adoption. Generally there is minimal donor involvement in CDFs but their main concern is more on dissatisfaction on utilisation of these funds.

Herbert (2013) revealed that CDFs are locally initiated by individual governments. This implies that they must be budgeted in the national budgets. It is also interesting to note that out of the 23 countries that have adopted CDFs only two countries have a record of donor engagement. In the context of this study, the Helpdesk Research Report by Herbert (2013) relied on secondary data on CDFs. It also narrowed itself to defining the concept CDFs, citing countries with CDFs, international actors and CDF and explaining arguments in favour and against CDFs, hence, the current study.

A study by Barkan and Mattes (2014) on Why CDFs in Africa investigated Political and Societal Issues that have given rise to CDFs schemes in the sub-Saharan Africa.



Barkan and Mattes (2014) showed that there have been misperceptions on the introduction of CDFs more especially that they are controlled by MPs. There is role conflict since the role of the legislature is that of policy making thus there is override in the separation of powers. Despite these misperceptions CDFs respond to developmental local needs such as delivery of social services and infrastructure. MPs are also able to interact with their constituents.

Batley (2015), in the study *Constituency Development Funds in Solomon Islands: State of Play*, showed that constituency development funds are receiving academic attention internationally. Batley (2015) observed that in the 2015 national budget of Solomon Islands there has been an increase in CDFs allocation standing at US\$32 Million which is also partly supplemented through donor aid by the Taiwanese grant funding. Batley (2015) observed that CDFs implementation like in many other countries where the schemes exist has issues raised against it. Batley (2015) showed that in terms of performance in relation to efficiency and effectiveness, accountability, transparency and dispute management and sustainability the Constituency Development Funds performed poorly.

The World Bank Report (2014) also revealed that utilisation of constituency development funds in Solomon Islands had a number of knowledge gaps among the community members. These included the following: lack of information on how CDFs are being utilised by MPs, the sustainability of CDFs expenditure and effectiveness. The World Bank Report (2014) highlighted that:

There is very little information as to how [CDF] funds are used, at all levels of government and society'. There is also widespread ignorance among ordinary Solomon Islanders about the workings of the CDF. One consequence of this is that much commentary on CDFs in Solomon Islands is poorly supported by evidence.

The World Bank Report (2014) also showed that there is no public awareness on CDFs in Solomon Islands. Consequently, through a two year (2014-2015) CDF Community audit project the problem of lack of public awareness on CDF was being addressed. Transparency Solomon Islands undertook this project with the help of funding the United Nations Democracy funds. The World Bank Report (2014) further showed that the CDF Community audit project was specifically initiated to

raise constituency development funds awareness and also enhance the constituents demand accountability from their area members of parliaments.

The World Bank Report and Batley's findings on CDFs in Solomon Islands have shown that utilisation of these funds lacked many necessities needed for successful implementation of CDFs. This was further demonstrated when a two year (2014-2015) CDF Community audit project was initiated to address the problem of awareness.

Keefer and Khemani (2009), in their study the Determinants of Legislator Utilization of a Constituency Development Fund charged that in India the Member of Parliament Local Area Development Scheme (MPLADS) was introduced in December 1993 and each constituency was allocated US\$250,000 to be utilised on public works as recommended by the area member of parliament. Keefer and Khemani (2009) observed that in the early years after CDFs were introduced in 1993 to 1999 funds disbursement was minimal. Most of the funds allocated were not utilised. The concentration of utilisation was highly considered in areas where MPs did not have much support. Utilisation of funds only improved after a wave of public awareness to the voters and Members of Parliaments' own disbursement record. Tsubura (2014) stated that Comptroller and Auditor General published a pilot audit report of the MPLADS-funded projects in several states in 1999 which also revealed mismanagement of funds in CDF funded projects in states.

From Keefer and Khemani (2009)'s findings it can be concluded that in some countries like India, CDFs are used for political mileage. This does not represent the rationale CDFs are anchored on such as alleviating socio-economic challenges at the grass root level. Keefer and Khemani (2009) have also demonstrated that publicity on CDFs is paramount for public awareness to take place.

Kimani *et al* (2009) carried out a study, Best Practices in Constituency Development Fund. It was conducted in 10 constituencies in Kenya namely Butula, South Imenti, Kitui Central, Kabete, Bahari, Dagoretti, Mbita, Kajiado South, Samburu West and Rongai. The study established the need for community participation in CDFs as one of the best practices in CDFs. Kimani *et al* (2009)'s investigation brought to light best practices in the management of CDFs. Information dissemination on CDF was among best practices identified on the list. Kimani *et al* (2009) opined that

information dissemination was important because it enhanced awareness on CDF among local communities, disclosure of CDF financial status to the members of the public and enhanced publicity on CDF projects. Management of CDF as one of the best practices would promote accountability for CDFs, promote contribution by community members to CDF projects and inclusivity (Kimani *et al.*, 2009). Furthermore, the study indicated there is need for processes in CDF implementation which take into account participation and involvement of communities in identification and prioritization of CDF projects, democratic selection of CDC members and transparent tendering procedures.

From the researcher's point of view, Kimani *et al* (2009)'s study presents an ideal situation in the management of CDFs. These are best practices and they include the following: information dissemination, involvement of community members, disclosure of CDF financial status to the members of the public and many others. If these practices are put in place in all constituencies utilisation of CDFs can yield good results. This study also addressed accountability and participation. These best practices are also in line with the Good Governance Theory.

In methodological aspects, Kimani *et al*'s study adopted a mixed design approach which employed both qualitative and quantitative methods of data collection. Delimitation of the study included 10 constituencies with three case studies. The study also adopted a Gender Equality and Empowerment Framework (GEEF) conceptual framework which enhanced the use of Participatory Action Oriented Research and Ethno-Methodology. From this it can be pointed out that the current study is not similar to Kimani *et al*'s study emanating from methodological and geo-political boundary factors.

A paper presented by Tsubura (2013) at 2013 Annual Meeting of the American Political Science Association, the Politics of Constituency Development Funds (CDFs) in Comparative Perspective established that in Philippines, constituency development funds were introduced in 1989 and they were implemented through the Mindanao Development Fund and Visayas Development Fund to cater for Mindanao and Visayas. Tsubura (2013) stated that constituency development funds were mainly introduced for the purpose of addressing the unequal allocation of government budgets for local development due to pork barrel politics that had

envisaged the country. Tsubura (2013), it was also found that there was no accountability and public participation in the utilisation of CDFs and that 30% of CDFs went into MP's pockets.

Tsubura (2013) has indicated that pork barrel politics were behind the introduction of CDFs in Philippines. This shows a slight shift from the rationale under which CDFs were introduced in other countries. Pork barrel politics are based on spending of resources to benefit constituents by a politician in return for their political support in form of campaign contributions or votes. This is not an ideal situation because the goal of CDFs will not be achieved. Politicians are likely to abuse these funds for their personal gain at the expense of addressing socio-economic challenges.

In the context of the current study the paper presented by Tsubura (2013) was not a study but a collection of literature on CDFs in different contexts (countries) and perspectives. It explored issues CDFs are faced with in selected countries. The paper also presented data based on secondary sources only.

Kasiya (2013) noted that in Malawi CDFs were put in place to support local development activities at constituency level but it seemed they did not perform their intended objectives. Additionally, Kasiya (2013) stated that there are questions arising from citizen participation in the utilisation of CDFs. Yet the nature of the scheme is consultative in nature thus constituents are expected to work together with the area MP to identify priority areas in terms of development. Without citizen participation this gives room for MPs to use these funds for their personal activities or to give their supporters (Kasiya, 2013). It is further shown that MPs were unable to show documentation on how they spent CDFs in various projects. MPs did not as well involve the community members in the project identification process.

The study by Kasiya (2013) was not focused on CDFs. CDFs were incorporated in the study as one of the mechanism put in place to support local development activities at constituency level with reference to the interface between central and local interests in Malawi's democratic decentralisation. The study also employed a qualitative case study by exploring various decentralisation programmes in Malawi.

Community participation has continued to be a contentious issue in the utilisation of CDFs. CDFs are consultative in nature but evidence shows that in most cases there is

no active citizen participation. As indicated earlier on, participation in CDFs utilisation is important because it is a devolved fund. Sidelining constituents from participating in the utilisation process makes CDFs drifting away from selecting micro projects that respond to local needs. Participation must be enhanced through a number of mechanisms like the one which was developed by the Commonwealth Parliamentary Association (CPA), the Public Participation Tool.

The study by Ngiri *et al* (2016) in Mbeere South Constituency in Kenya established that CDF development projects possessed a significant effect on local development. The study showed that water and electricity connections were carried out using CDFs. Bursaries were also given to needy students. In addition, job creation was enhanced through award of tenders to local people to supply materials on CDF funded projects. The study also showed that beneficiaries were not aware of their rights to participate and monitor constituency development funds projects. Ngiri *et al* (2016) also explained that CDFs were usually owned by MPs. From the findings this study shows that CDFs have socio-economic roles to play in constituencies. However, there are issues that need to be addressed such as involvement of community members in all CDF processes.

In relation to the current study, Ngiri *et al* (2016)'s study was limited to the effect of the Constituency Development fund on socio-economic development in Mbeere South Constituency. This suggests there is need to carry out more studies on CDFs which will explore other areas because this study was not conclusive on issues related to CDFs.

Maweu *et al* (2015) carried out a study on Assessment of the Constituency Development Fund in Enhancing KCPE Performance of Public Primary Schools in Kenya. The study revealed that CDFs were used to build classroom blocks and offices. The study also showed that community teachers were employed using CDFs in Mwaala Constituency. Despite these positives the study also revealed that CDFs were not adequate in the provision of all the needed physical infrastructure, procurement of learning and teaching materials, employment of teachers and many other requisites. This study was peculiar because it concentrated on finding out the impact of CDFs on Kenya Certificate of Primary Education in Mwaala Constituency.

Maweu *et al* (2015)'s study was a quantitative study and a survey design was used. The study was focused on how the constituency development fund enhanced KCPE performance of public primary schools in Mwaala constituency. This suggests that more studies to explore other areas of CDFs should be carried out. This study is also different from the researcher's current study in many aspects such as design and the scope of the study.

Gathoni and Ngugi (2016), in their study on Drivers of effective project performance in national government constituency development funded projects in Kiambu County investigated how managerial skills, regulatory environment, stakeholder participation and resource mobilisation affected the performance of CDFs. In their findings, Gathoni and Ngugi (2016) explained that staff who were handling CDF funded projects did not possess managerial skills to ensure that there is efficiency and effectiveness in the performance of CDF funded projects. The study also established that insufficient regulatory framework negatively affected CDF projects. In addition, very few stakeholders participated in decision making and that CDFs were not utilised to the maximum.

From these findings it can be pointed out that for CDFs to performance very well those involved in the management of CDF funded projects must possess managerial skills, there should be a regulatory framework that is clear, high stakeholder participation and efficiency mobilisation of resources. Once these necessities are put in place CDFs will perform very well.

Gathoni and Ngugi (2016)'s study was a quantitative study. A descriptive research design was adopted with a sample size of 100 participants. A pilot study was also carried out. The study also had a specific target population. These were operational managers of Kiambu County who were working on the 441 construction projects. The area of interest for the study, drivers of effective project performance in national government constituency development funded Projects in Kiambu County narrowed the scope of the study. Hence, its findings cannot be generalised to the current study.

A study by Kairu and Ngugi (2014) on the Factors Affecting Effective Implementation of Constituency Development Fund Projects in Machakos town constituency of Machakos County in Kenya established a number of findings in the utilisation of CDFs. Some of the findings included the following: low utilisation of

CDFs, late completion of CDF projects, and funding of non-existence projects. The study also revealed that the level of education had an impact in decision making. Educated stakeholders such as MPs influenced decision making. Furthermore, constituents were not aware of the importance of community participation in the success of CDF funded projects.

As a result of the issues raised in Kairu and Ngugi (2014)'s study, projects lacked ownership. The study also showed that there was less involvement of technical officers in the implementation of CDF funded projects and this gave room to looting of the funds. This was demonstrated through the inflation of prices and undersupply of materials. Kairu and Ngugi (2014)'s study shows typical challenges that impede effective implementation CDFs. Therefore, these issues brought out must be addressed in any given context in the utilisation of CDFs so that CDFs can be utilised according to their intended purpose.

In relation to the current study, Kairu and Ngugi (2014)'s study was a quantitative study which employed a descriptive research design. It had a sample size of 100 participants and pilot study was carried out. Stratified sampling was used to choose participants and the data was analysed using SPSS software. Emanating from these methodological issues, this makes the current study different from Kairu and Ngugi's study.

Auya and Oino (2013) conducted a study on the Role of Constituency Development Fund in Rural Development: Experiences from North Mugirango Constituency in Kenya. Their study established that since the inception in 2003, CDFs in Kenya had achieved success in fighting poverty in the grass roots. One of the findings of this study was that after CDFs were introduced in Kenya people in the constituency stopped walking long distances to access health services. Health institutions had been built within the constituency through CDFs in their localities. The availability of drugs in health centres had also improved compared to before CDFs were introduced. The introduction of CDFs also enhanced employing of health practitioners at the constituency level. The study findings also showed that in the area of education provision schools were built in people's locality using CDFs. This helped in reducing the distances pupils walked when going to school. Despite these successes recorded, Auya and Oino (2013) explained that there were some

constraints that needed intervention in the utilisation of CDFs. These constraints included: MPs excluded some communities from benefitting CDFs and poor management of CDFs leading to poor implementation of CDFs.

The study by Auya and Oino (2013) has shown that in rural areas CDFs have considerable impact through bringing social services closer to people. The study has also shown that MPs may take development to communities where they hail from and that poor management of CDF funded projects leads to late completion of the projects. When MPs behave in this manner it is not good because CDFs are taxpayers' money. No one should be excluded from benefitting these funds. With reference to the theoretical framework, the use CDFs in North Mugirango Constituency in Kenya had an element of responsiveness because it responded to people's local needs although the element of inclusiveness lacked.

In relation to the current study, Auya and Oino (2013)'s study employed a quasi-experimental research design to yield qualitative and quantitative data. The study focused on the role of constituency development funds in rural development in health and education provision. Methodology factors such as the site, design, sample size and geo-political boundary make this study different from the current study.

Kinyua and Ogollah (2013) carried out a study on the Influence of Procurement Process on Performance of Constituency Development Fund Projects in Marakwet East Constituency Development in Kenya. Kinyua and Ogollah (2013), their study established that accountability in the procurement of materials under CDFs provided a good basis in the prevention of corruption. The study also showed that responsiveness affected performance of CDFs. The study also found that employee training affected the procurement process on performance of CDF projects.

From these findings it can be pointed out that accountability is very important in the utilisation of CDFs. In addition, responsiveness meets the aspirations of constituents in the use of CDFs. People handling CDFs must be trained to ensure that there is transparency in the utilisation of CDFs. Public funds must be spent in a transparent manner by allowing stakeholders to have access to information. Issues raised in the study are also in line with the Good Governance Theory which advocates for CDFs to be responsive, have accountability and sharing of related information on CDFs to the public.



In the context of research gap to the current study, Kinyua and Ogollah (2013)'s study was quantitative in nature and a descriptive research design was employed. Stratified sampling technique was used to choose participants while data was analysed using SPSS and ANOVA. The study analysed how procurement affected performance of CDFs. This shows in terms of scope and methodology the two studies are different.

A study conducted by Kibebe and Mwirigi (2014) on Selected Factors Influencing Effective Implementation of Constituency Development Fund (CDF) Projects in Kimilili Constituency in Bungoma County of Kenya. The study was quantitative in nature and survey design was used. The study investigated managerial and social factors that influenced implementation of CDF projects. On Managerial factors influencing effective implementation of CDF projects the study established that inadequate monitoring and evaluation of the projects initiated at community level was prevalent on CDF projects. Skills and experience of the management committee members was important in dealing critic decisions. The study also found that there was poor commitment by the CDF Management committee because many of them were living comfortable lives. The study also revealed that there many social factors that hindered effective implementation of CDFs. These were: corruption and misappropriation of funds which led to purchase of poor quality materials, there was poor prioritisation of community needs by the CDF management committee members.

From Kibebe and Mwirigi (2014)'s findings it can be pointed out that managerial factors affect implementation of CDFs. In addition, the composition of CDF Management committee should consist of people of different backgrounds so that everyone's interest in society is represented. There should be an element of inclusiveness as advocated by the Good Governance Theory. Social factors such as corruption, non-prioritization of community needs by the CDF Management committee must to be addressed because their presence make implementation of CDFs ineffective.

Simiyu *et al* (2014) studied the Effects of Devolved Funding on Socio-Economic Welfare of Kenyans, the Case of Constituency Development Fund in Kimilili. Simiyu *et al* (2014) asserted that CDF is one of the devolved funds in Kenya. Simiyu

*et al* (2014) explained that effective citizen participation is a prerequisite for devolution. This study had peculiar results from other studies. CDF's internal systems of control, presence of the strategic plan and CDF management competence and positive local attitudes towards projects were prevalent in Kimilili constituency. Simiyu *et al* (2014) revealed that 74% of the respondents were aware of the CDFs and that 65.3% had CDF competence. These factors among others led to community participation. The study also indicated that 93.9% of the respondents showed that citizens participated in CDFs projects in the constituency but participation was average at 39.3%. High numbers of CDF competence among community members as highlighted by Simiyu *et al* (2014) is the desired situation that leads to effective utilisation of CDFs in any given context. This is also in line with the Good Governance Theory which advocates for sharing of information to the public.

From the findings, in Kimilili Constituency the study showed that CDF had positive impact on various welfare components after it was introduced. CDFs supported a number of developmental projects covering various sectors. From these findings, it can also be said that availability of CDFs alone is not enough to implement CDF projects effectively. Other necessities such as CDF management competence, awareness of CDF fund, availability of strategic plan and having in place a CDF's internal systems of control is important.

In relation to the current study, Simiyu *et al* (2014)'s study was a quantitative study that employed a descriptive survey design. 98 participants were selected as a sample size using a census approach. The scope of the study as indicated already was to find out the effects of CDFs on the socio-economic welfare of Kenyans in Kimilili Constituency. Despite the study exploring the socio-economic part, other independent variables the current study looked at were not explored. Consequently, findings of this study cannot be generalised to the current study because of the methodology, scope of the study and differences in geo-political boundaries.

## **2.3 Context of Constituency Development Funds in Selected Countries**

### **2.3.1 Constituency Development Funds in Kenya**

Constituency Development Funds were adopted at different times and administered differently with reference to context. Gikonyo (2008) pointed that in Kenya the CDF Bill passed in parliament in 2003. The devolved fund was introduced in order to

combat poverty and promote equitable growth and development around the country. The CDF Act 2003 also guides on how to use the funds. As revised in the CDF 2007 Act, CDF does not fund private enterprises, merry-go-rounds, religious and political organisations and activities and recurrent costs (Gikonyo, 2008). In addition, Gikonyo (2008) showed that revenue for the CDF came from a wide range of sources which include Value Added Tax, Pay As You Earn, Customs and Excise Tax and many others. Allocation of the funds to the 210 constituencies is done through a formula. In Kenya 75% of the CDF fund is divided equally among the 210 constituencies and the other 25% is distributed by considering poverty ranking of the constituencies. This enables poorer constituencies to get more money on the 25% allocation.

Gikonyo (2008) explained that the management of CDF in Kenya involves a number of stakeholders because it is a participatory fund. Therefore, the public and community members are among the stakeholders. For effective implementation, all Kenyans must be informed, participate in CDF meetings in their location and constituency, support CDF projects, monitor CDF projects and report cases of abuse. Gikonyo (2008) also charged that there are also institutions that have been created by the CDF 2003 Act and as revised by the CDF 2007 Act to enhance effective utilisation of the devolved fund.

The Constituency Fund Committee is composed of 11 members of parliament who are not ministers or assistant ministers. It is a CDF parliamentary committee. All the political parties must be well represented in this institution. It oversees implementation of the fund. There is also the board of Management of CDF responsible for national coordination of CDF and the District Project Committee for District coordination and harmonization committee. Other institutions are the Constituency Development Fund Committee (CDFC) which is appointed by the MP to manage CDF in the Constituency and the Project Management Committee (PC) Committee made up of members of the public who manage and oversee individual CDF Projects.

Owino (2013) further showed that the CDF Act was amended in 2013. The CDF Act of 2013 requires MPs to convene open public meetings of registered voters in their constituencies in each of the elective wards to facilitate the election process and the

need for gender balance in the established committees for the CDF. Owino (2013) also explained that with the revision of the CDF Act, the public would now actively participate in the election of members of the CDF Committee members. The new CDF Act also made a provision on gender balance in the composition of CDF committees.

### **2.3.2 Constituency Development Funds in Tanzania**

Tsubura (2014) contended that in Tanzania, the idea to adopt the CDF scheme began way back in the 1990s but it was finally adopted in 2009. It was given the name Constituency Development Catalyst Fund with the objective to accelerating self-help development efforts at the grassroots level. The Bill was assented to on 21<sup>st</sup> August, 2009 by the Republican President of that time, Jakaya Kikwete. The administration of the fund is done through the Prime Minister's Office-Regional Administration and Local Government (PMO-RALG) and the Ministry of Finance. Tsubura (2014) also indicated that the formula used to allocate CDF to constituencies in Tanzania is similar to that of Kenya. 25% of the allocation is allocated equally among all the constituencies. The remaining 75% is portioned by looking at various issues in individual constituencies. Hence, 45% is allocated by considering the population of a constituency, 20% poverty levels and the 10% of 75% by considering the size of the geographical area. The assumption was that all projects funded by the CDFC should be community-based development projects that benefit a wide a section of the people in constituencies.

Tsubura (2014) pointed out that the adoption of CDF in Tanzania was anchored on four rationales and these are; to prevent collusion between MPs and the private sector and level the electoral playing field, to relieve the fundraising burden on MPs, to supplement the execution of the development budget by Local Governments and to encourage community-based development Projects.

### **2.3.3 Constituency Development Funds in India (Members of Parliament Local Area Development Scheme)**

Tsubura (2014) and Kumar (2013) pointed out that in India, Members of Parliament Local Area Development Scheme were instituted on 23<sup>rd</sup> December, 1993 for development on durable community assets based on locally felt needs by the former Prime Minister P.V. Narasimha Rao. Kumar (2013) stated that there are priority

sectors in which MPLADS should be directed to. These are drinking water facilities, education, electricity facility, non-conventional energy sources, health and family welfares, sanitation and public health, irrigation, roads, pathways and bridge, sports, animal care and other public facilities. Government of India (2016) further showed that Members of Parliament Local Area Development Scheme is for Development works and creation of durable community assets. Individual benefits and movable and non-durable assets (certain exemptions excepted) are generally not allowed under the scheme. Tsubura (2014) opined that funds are paid into separate accounts for each constituency. The funds are released in instalments, first and second instalments by the Ministry of Statistics and Programme Implementation.

The Government of India (2016) asserted that guidelines on the management of MPLADS were stipulated by the Ministry of Statistics and Programme Implementation. The guidelines were first issued in 1994 but they have undergone several changes since their inception. Government of India (2016) pointed out that there are established levels of administering the funds from the Ministry to the end user. Government of India (2016:1) stated that:

The Ministry of Statistics and Programme Implementation has been responsible for the policy formulation, release of funds and prescribing monitoring mechanism for implementation of the Scheme. A Department in each State or UT is designated as the Nodal Department with the overall responsibility of supervision, monitoring and coordination of the MPLADS implementation with the districts and other Line Departments. The Government of India informs the State Nodal Department about the MPLADS funds released to the District Authorities. The District Authorities report the status of MPLADS implementation to the Government of India and State Nodal Department.

The role of the Members of Parliament is limited only up to recommendation of works. As stated by the government of India the implementation agencies are the District Authorities. The works recommended by the MPs are executed by the District Authorities.

#### **2.3.4 Constituency Development Funds in Philippines (The Countrywide Development Fund)**

Tsubura (2014) pointed out that in Philippines Constituency Development Funds were first introduced in 1989 and were given the name Mindanao Development Fund and Visayas Development Fund. These funds did not cover all the parts of the country. Instead they covered two geographical areas of Philippines. Later in 1990

the name changed to Countrywide Development Fund to cover all parts of the country. Tsubura (2014) also asserted that these funds later in 2000 became known as Priority Development Assistance Funds. International Budget Partnership (2010) revealed that in terms of funds allocation Senators are given P200 million each (4.27 million USD) while the 238 House members receive P70 million (1.5 million USD) each for the implementation of developmental projects in their areas.

Tsubura (2013) noted that Countrywide Development Funds in the Philippines were introduced to address the unequal allocation of government budgets for local development due to pork barrel politics. Tsubura (2013) further charged that it is alleged that Country Development Funds in the Philippines were heavily controlled by the President. Hence, constituency representatives had to regularly visit the presidential palace for the approval of the release of the funds. In addition, the funds were also unequally distributed among the constituencies. This is a slightly different norm in the Philippines compared to other countries which have adopted the scheme. However, after some time the situation normalised after the CDF was formally established and required equal distribution across all the constituencies.

Tsubura (2013) also pointed out that CDFs in the Philippines have a number of contentious issues in their management. It is alleged that MPs are using them as campaign tools and for vote buying during elections. Consequently, this situation forced the non-governmental organizations to push for the removal of the scheme. However, the Supreme Court ruled that the scheme was constitutional arguing that the house of congress had powers to utilise the funds in the constituencies.

### **2.3.5 Constituency Development Funds in Pakistan**

International Budget Partnership (2010) indicated that in Pakistan CDF was first introduced in 1985 and since that time, it has evolved a lot. Tsubura (2013) encapsulated that at inception it was called a Five Year Programme under Prime Minister Muhammad Khan Junejo. In 2003 it changed its name to Tameer-e-Pakistan Programme, later Khushal Pakistan Programme-I. The rationale behind its introduction was to solve socioeconomic problems in the country and enhance a democratic system with a strong national defence and foreign policies. But in reality in Pakistani CDF was initially driven by the Prime Minister's intention to establish his power independent of the President and this led to his dismissal by the President

in 1988 and thereafter, each political party that came into power changed the name for the scheme. International Budget Partnership (2010) indicated that R20 million (240356 USD) was allocated for each National Assembly member and each Provincial Assembly member receives 5 million rupees (60 089 USD).

### **2.3.6 Constituency Development Funds in Jamaica**

Government of Jamaica (2009) contended that Constituency Development Funds were introduced in February 2008/2009 annual budget with the aim to empower MPs to respond to needs articulated by constituents. Every Member of Parliament is allocated J\$40 million (456 361 USD). Government of Jamaica (2009) showed that CDFs were included in a budget of J\$2.45 billion in that financial year and was estimated to receive an allocation of J\$2.54 billion in the 09/10 budget.

Government of Jamaica (2009) revealed that a structure has been created for the implementation of Constituency Development Funds. At the office of the Prime Minister there is a Management Programme Unit whose task is to ensure that projects to be implemented are determined by the community and provide oversight of expenditure and implementation.

Government of Jamaica (2009) pointed out that the CDF's primary objective is "to improve the effectiveness of the peoples' representative by way of a designated funding mechanism for constituency projects. In the management of CDFs Government of Jamaica (2009) postulated that there are Regional project managers. Each Regional project manager covers three parishes and an officer in each parish helps develop draft project documents. Constituency Project Oversight Committees are meant to be set up in each constituency. Government of Jamaica (2009) further revealed that project proposals are submitted to an evaluation committee in the Office of the Prime Minister for approval. Disbursements are then made to appropriate Government of Jamaica ministries, departments and agencies (MDAs) such as the Social Development Commission, National Water Commission, National Works Agency) either for them to carry out the work themselves or to tender for private contractors.

The Government of Jamaica (2009) also highlighted various roles of the CDF and projects to be implemented through the CDF. The roles include the following;

“promote human and infrastructure development at the community and constituency levels, catalyse economic activities at the constituency level, foster local governance including good environmental stewardship, improve service delivery, bring government and the people closer together and increase the response capacity of the elected representatives.” Government of Jamaica (2009) also asserted that projects to be financed through CDF are “Development (social and physical), disaster mitigation, community centres, hard courts for sports and general infrastructure, educational projects, economic enablement (micro financing for small entrepreneurs), welfare and emergency and social housing.”

### **2.3.7 Constituency Development Funds in Malawi**

Cammack *et al* (2007) noted that in Malawi the initiating of CDFs was one way to promote decentralisation, local decision making and to foster infrastructural and business development at the grassroots level. Cammack *et al* (2007) revealed that in Malawi constituency development funds came as a result of the government and parliament agreeing in the 2006-2007 national budget after a delegation sent to Kenya to learn more about constituency development funds came back. There were several suggestions among members of parliament about how they wanted these funds to be utilised and the appointment of committee members to sit on the utilisation of these funds in individual constituencies. Cammack *et al* (2007) explained that the Ministry of Local Government and Housing was of the view to utilise the funds in accordance with the national decentralisation policy to ensure that they eradicated poverty and that transparency and accountability existed in the utilisation of the CDFs. The main goal of the introduction of the CDFs was to increase household incomes, productivity, create employment, boost food security, sustainable growth and development and trigger rapid rural transformation (Cammack *et al*, 2007).

In Malawi there were concerns on utilisation of the constituency development funds. Cammack *et al* (2007) noted that there has been no system in the dissemination of information on how utilisation of CDFs has to be done. Cammack *et al* (2007) showed that these funds have been used by the MPs for re-election campaigns which is contrary to the motive behind their introduction. Furthermore, questions have been



advanced as to whether these funds are not to be accounted for in the manner they are utilised because they have been seen to be oiling political networks.

Cammack *et al* (2007) has explained that the introduction of CDFs in Malawi was partly to enhance decentralisation. CDFs are a vehicle through which decentralisation can be rolled out because decision making involves community members at the grass root level. Although this study did not look at decentralisation it also showed that one of its significance was that CDFs might be helpful in enhancing the decentralisation policy. Cammack *et al* (2007) also indicated that utilisation of CDFs faced a challenge of accountability. Accountability in the utilisation of CDFs is one of the areas this study addressed. Accountability ensures prudent use of the funds for their intended purposes. It is also one of the pillars of Good Governance Theory.

### **2.3.8 Conferences on Constituency Development Funds**

Interest in CDFs has also been seen in the academic area. Between 8<sup>th</sup> and 9<sup>th</sup> December the State University of New York's Centre for International Development (SUNY/CID) (2009) held a workshop with 25 academics and practitioners at the University at Albany's Rockefeller College for Constituency Development Funds. Several papers were presented and discussed during the workshop on CDF. Professor Joel Barkan who presented data on Kenya, Malawi, Zambia, South African, Namibia and Mozambique from the African Legislatures Project (ALP) demonstrated the importance of constituency politics in Africa even amidst some strong party systems and the great desire of African publics for strong constituency service. Shem Baldeosingh from the Commonwealth Parliamentary Association (CPA) presented on operations of CDFs in a number of systems. He concluded that the focus should remain in addressing the systemic and systematic issues arising within the existing development financing arrangements for local government (which are many), strengthening the Office of Parliament, and reorienting the relationship between MPs and their constituents to its democratic rather than (apparent) financial basis.

Commonwealth Parliamentary Association (2011) working with State University of New York conducted a workshop in Jamaica with intent to investigate the utilisation of constituency development funds in commonwealth countries where the scheme of

CDF had been initiated. Commonwealth Parliamentary Association (2011) stated that the workshop had to deal with three issues and these included: the efficiency of service delivery in constituencies, the extent to which such policymaking contributes to effective administration, and the best ways to enhance the accountability and transparency of policy making on such funds. This workshop affirmed the need to have a common governance system on constituency development funds despite being different in countries. Commonwealth Parliamentary Association (2011) revealed that guidelines were set for the utilisation of CDFs in an effort of having a common governance system in the CPA's Asian, Indian and Caribbean Regions. These guidelines include; responsiveness, transparency, administration and management, accountability and oversight and monitoring and evaluation.

Another workshop was held by the Commonwealth Parliamentary Association and State University of New York's Centre for International Development (SUNY/CID). The workshop was held in Tanzania, Dar Es Salaam from 9-11 October 2012 on constituency development funds where public participation was emphasized. 20 governments with CDFs schemes were in attendance. According to the Commonwealth Parliamentary Association (CPA) and State University of New York's Centre for International Development (SUNY/CID) (2012) the objective of the meeting was to consider the experience with CDFs in several commonwealth governments, to assess the extent to which such policymaking contributes to effective administration, and to consider how best to enhance the accountability and transparency of these funds. Hence, as pointed out earlier on the need for public participation, the participants designed a Public Participation Tool that would provide a guide to good practice in CDFs in the commonwealth countries that have this scheme. The CPA and SUNY-CID (2012) opined that creation of the Public participation tool would enhance transparency and accountability in the utilisation of constituency development funds.

From the researcher's point of view, the three conferences that were conducted on CDFs brought to light many issues that affect CDF implementation. The conference hosted in Jamaica in June 2011 settled on the need to have a common governance system in the administration of CDFs in all the countries that have adopted the schemes. They adopted principles that are also elements of the Good Governance Theory. They included the following: responsiveness, transparency, accountability

and oversight .The main outcome of the conference that was held in Tanzania was the formulation of a Public Participation Tool to promote good practices in the management of CDFs in commonwealth countries. This shows that in the area of academics CDFs have attracted attention. Academics have demonstrated that there is need to improve how these funds are managed so that they can meet their objectives. This implies that issues of awareness, civic participation, accountability and CDFs meeting the socio-economic obligations must be enhanced.

#### **2.4 Local Studies on Constituent Development Funds in Zambia**

The Evangelical Fellowship in Zambia and Micah Challenge Zambia (2013) carried out a study on Constituency Development Funds on Transparency in Grass Root Development or Political Patronage. Evangelical Fellowship of Zambia and Micah Challenge Zambia (2013) asserted that “Constituency development fund is the generic name for a policy tool that dedicates public money to benefit specific political subdivisions through allocations or spending decisions influenced by their representatives in the national parliament”.

EFZ and MCZ (2012) also pointed out that CDFs can only benefit communities when they are centred on transparency, participation and accountability. This participation may be in two forms: consultative participation and empowerment participation. The study established the following findings: CDFs have had a positive impact at community level through the construction of infrastructure in various sectors of social services and that CDFs are useful mechanisms to ensure equitable spread of development. Despite success recorded through CDFs the findings of the study also revealed that there are numerous challenges in the implementations of CDFs. EFZ and MCZ (2013) espoused that these challenges include the following: inadequate information on CDF projects, citizens not knowing how to participate in CDF processes, misuse of funds and people not knowing how to report CDF malpractices, people not knowing how to monitor CDF projects and suppliers of materials, inappropriate projects, and insufficient adherence to CDF Guidelines.

EFZ and MCZ (2013) also indicated that in constituencies where there was transparency and participation of community members in the utilisation of CDFs positive results were achieved. This implies that transparency and community

participation are essential ingredients if CDFs are to be used effectively. In addition, the challenges brought forward by EFZ and MCZ (2012) call for interventions because their prevalence will make it difficult for CDFs to achieve the needed development in constituencies.

In relation to the current study, EFZ and MCZ (2013) study was carried out in 11 constituencies drawn across the country. 112 participants participated in the study. Findings of the study were drawn across the 11 constituencies which have different characteristics due to geo-political boundary differences. These findings, therefore, cannot be generalised to the current study.

Malama (2009) conducted a study on Utilisation of Constituency Development Funds in Kabwata on Participatory Communicative Approach. Findings of the study showed that 74.7% of the respondents had an awareness of constituency development funds and that this led to community participation. Awareness of CDF information was achieved through CDF programmes and adverts (Malama, 2009). However, the study revealed that community participation in identification of projects, implementation, monitoring and evaluation was very low in the constituency. The study also revealed that 90% of the respondents never had access to reports, district plans and minutes on CDFs. In addition, there was inadequate information on CDFs such as on notification of the availability of funds and utilisation.

Findings from Malama's study suggest that more has to be done in the utilisation of CDFs. These funds are communally driven but it seems that community members are usually excluded in CDF processes. Community members must have an upper hand in decision making, hence, there is need to provide them with useful on CDFs so that they can actively participate. A gap in the provision of information implies that community participation will continue to be very low as indicated by Malama.

In the context of the current study, Malama's study was a mixed design with a sample size of 100 participants who randomly sampled. The study was also carried out in a constituency situated in Lusaka city. This implies that geo-political boundary factors affect the findings of the study in relation to the current study.

A study conducted by YEZI Consulting and Associates (2013) on political governance study in Zambia also cited lack of transparency in the utilisation of CDFs. Respondents also showed that utilisation of Constituency Development Funds were one area in political governance where there was no transparency and that those who had access to the funds had connections to the incumbent MP. YEZI Consulting and Associates (2013) stated that the few who had access to CDFs did not utilise them for the intended purposes. From these findings it can also be stated that dominance of CDF utilisation by area MPs is still a problem. In addition, transparency has to be improved in the use of CDFs in line with the Good Governance Theory. This will promote accountability in the use of the funds.

Chibomba (2013) conducted a study on Constituency Development Fund as a tool for Community Development in Katuba Constituency of Zambia spells out the objective of CDFs in Zambia. In addition, Chibomba (2013)'s study established that on local knowledge of CDFs, most of the community members had heard of CDF. However, they did not have knowledge on the nature of the fund with regard to where it comes from, management and utilisation and how much was allocated. Regarding community participation the study showed that ordinary citizens had opportunities of being invited for CDF meetings every year through chiefs, headmen, adverts at schools, churches and health posts (Chibomba, 2013). The invitations were for the community members to decide on the projects they wanted to be financed through CDFs. It was noted that councillors and the MP influenced project identification and not ordinary members. Members of parliament and councillors had a final say on projects to be implemented through CDFs.

From Chibomba (2013)'s study, it can also be stated that hearing of CDFs alone is not ideal for community members. Constituents must possess adequate knowledge on CDFs in all aspects such as their source, utilisation processes and many others that affect their utilisation. In addition, in the context of the current study, Chibomba's study was qualitative and a case study design was employed. Findings were based on secondary and primary data which was obtained through qualitative methods. The study was conducted in Katuba Constituency which is both rural and peri-urban Chibombo District of Central Province. The implication of the study site in Chibomba's study means that the findings cannot be generalised to the current study's site which is urban and peri-urban constituency.

Zambia Institute for Policy and Research (ZIPAR) (2015), in their report they submitted to the committee on local housing and chiefs' affairs on the Management of Constituency Development Funds, identified several challenges in the utilisation of CDFs. Observations made by ZIPAR (2015) included: passive community participation in CDF projects which was as a result of lack of community awareness. CDF utilisation was also operated under the influence of the MPs. ZIPAR (2015) also opined that guidelines on the implementation of CDFs are outlined in the CDF Framework, however, these guidelines were overlooked.

Emanating from the report by ZIPAR, it is paramount to suggest that there is need to facilitate community participation in CDF utilisation through community sensitization. Community members must be sensitized through various platforms so that they can have more information on CDFs. In addition, there is need to revise CDF guidelines because it seems like MPs have an upper hand when it comes to managing the funds and eventually their overall utilisation. This might negatively affect the effectiveness of these funds in meeting the intended objectives.

Zambian Governance Foundation (2013) conducted a workshop on how Zambian citizens can engage with government in its efforts to deliver quality services at Sandy's Creation in Lusaka from 11th-13th November 2013. CDFs were among the areas of interest where active citizenship could be enhanced. Hence, this workshop brought to light issues of active participation in relation to CDFs. Zambian Governance Foundation (2013) asserted that there was need to strengthen community structures to inspire and organise communities to be active citizens through making communities to be actors. ZFG (2013) explained that by having regular meetings, communities would be promoting active citizenship through the following structures: WDC/ADC, CDC/constituency office, PSC, DDCC and full council. ZFG (2013) stated that the Ministry of Local Government and Housing must regularise this engagement.

Zambian Government Foundation has demonstrated that existing structures on CDFs must be strengthened. Structures such as ward development committees and area development committees should be vibrant in the utilisation of CDFs. They are the structures that are very close to constituents. Participation of community members as

one of the pillars of Good Governance Theory is likely to be enhanced through CDF structures.

Zambian Governance Foundation (2013) added on by indicating that access for information is important in the enhancement of active citizens because a citizen might be active but might be lacking information. This is the case with CDFs where some studies show that respondents heard about CDFs but did not know the nature of funds, how much was allocated and who was responsible (Chibomba, 2013). Consequently, this affected their quality of participation in decision making. The theoretical implication of this observation is that transparency which constitutes the sharing of information is not practised in the utilisation of CDFs. Access to information promotes accountability, awareness on CDFs and generally improve how CDFs are utilised. Therefore, it is paramount that information sharing is considered for active participation. The conference suggested that on CDFs there was need to advocate for implementation of decentralisation policy, establish joint lobby groups amongst actors dealing with CDFs and forming of an advisory group on CDF at local and national level.

The Economic Association of Zambia (2011) also carried a study on the impact of the constituency development funds in Zambia. The study was carried out in 24 constituencies. Economic Association of Zambia (2010) gathered the following major findings from the study: CDF is not known to many ordinary residents regardless of the extent of their proximity to CDF-funded projects; CDF projects are associated with personal funding from the area MP; CDF projects are associated to relevant sector ministry; politicisation of CDF by elected leaders such as councillors and MPs; decision making was also dominated by elected leaders; constituency development funds guidelines were not adhered to; too many projects of less communal benefit were funded; poor record keeping of information about CDF projects; projects were poorly monitored; bills of quantities were not adhered to; the use of unskilled or semi-skilled local labour; there are unfinished projects.

Findings by EAZ (2011) show contentious issues on CDF utilisation. These findings raised by EAZ are also not in line with the principles of Good Governance Theory. The implication is that poor quality projects will be built and will not stand a taste of time. This means that there will be no progress in the alleviation of poverty. Partisan

attitudes and political influence are not ideal for CDF utilisation because they cause social exclusion.

The point of departure with the current study is that the study by Economic Association of Zambia employed a case study where both qualitative and quantitative data was collected. Both descriptive and explanatory designs were used in the study. The study was carried out in 24 constituencies with a sample size of 336 participants who were purposively selected.

Policy Monitoring and Research Centre (PMRC) (2014) also carried out a Constituency Development Fund Analysis. PMRC (2014) explained that a number of key issues are affecting the ability of CDF to address grassroots development needs. The identified issues included the following: poor community knowledge of CDF, poor guidelines and support for how CDF should be utilised, late release of funds affecting project implementation, poor quality projects and lack of monitoring, lack of sanctions against offences or misuse; and weak auditing processes. As a result of these revelations PMRC (2014) concluded that the root problem is that CDF is essentially a flawed process, in existence largely due to political motivations and failings in existing systems of service delivery and development.

Findings by PRMC suggest that more publicity is needed on CDFs and that there is need to revise CDF guidelines. There is also need to have CDFs released on time so that planned projects can be completed within the projected time. CDFs should have a long lasting impact in the socio-economic affair of people through the construction of quality projects which will stand a taste of time. In addition, there is need to restore public confidence by the depoliticising of CDFs and the incorporation of principles of Good Governance Theory.

Caritas Zambia (2011) also conducted a study on allocation, disbursement and utilisation of constituency development funds. The study by Caritas Zambia made the following findings: adherence to CDF guidelines was noted through the formation of CDF structures though influencing authority was seen in CDF processes, community knowledge of the CDF was considerably unsatisfactory in most cases and CDF was used to construct a variety of projects in different social sectors (education, health, sanitation, security) and renovation of existing infrastructure. On project selection and implementation the study found that project



proposals were utilised, identification of locally-based development projects was done by local communities and respective community's choice of projects was rationalised by their socio-economic needs. On community participation the study found that the MP prioritised CDF projects and partisan attitudes influenced project identification, selection and implementation leading to social exclusion. In addition, the study further established that there was inadequate adherence to government expenditure and procurement regulations, 44 CDF corruptions in the period 2006 to 2010 were reported to the Anti-Corruption Commission (ACC) and that CDF utilisation was fraught with difficulties.

From these findings it can be pointed out that partisan attitude has an influence in the utilisation of CDFs. It is a contentious issue because it excludes other community members from participating. Corruption cases that were reported suggest that there is need to put in place measures to make CDF use free from corruption. It is also important that elected representatives should allow community members to freely participate without considering their political affiliation.

In the context of the current study, the study by Caritas Zambia (2011) had 227 participants from 27 constituencies who were drawn across the 9 provinces of Zambia. Secondary and primary data was used to arrive at the findings and conclusions. Despite some similarities in the areas of interest with the current study the findings cannot be generalised to Monze Central Constituency because Caritas Zambia study involved multiple geo-political boundaries (constituencies).

Kakungu (2013) also carried out a study on Resource Allocation Model for the Constituency Development Fund. The study was on equal quantum of funding of the constituencies in Zambia. Kakungu (2013) stated one size fits all formula of allocating CDFs to constituencies was depriving some constituencies more especially rural constituencies. This is because rural constituencies do not have many lucrative activities that generate other income to develop the areas. Kakungu's study was only focused on the impact equal quantum of funding on the constituencies. He classified all the 150 constituencies into 5 quintiles. The 1<sup>st</sup> quintiles consisted of the richest constituencies while the 5<sup>th</sup> quintile consisted of the poorest constituencies in the country. Therefore, using an aggregate distribution of constituencies 60% of the

constituencies were mostly deprived; 25% were moderately deprived and 25% least deprived.

From Kakungu's study this suggests that even if CDFs are given to constituencies they may fail to make an impact. This is because some constituencies have higher rates of poverty than the others as indicated quintiles they are grouped. Therefore, there is need to come up with a formula of CDF allocation which will promote equity in terms of development. In the context of the current study, Kakungu's study only concentrated in showing how the disbursement of an equal quantum of funding per constituency has equity concerns because constituencies are not equal. In addition, the study did not address issues of awareness, participation and accountability which the current study addressed.

## **2.5 Context and Current Status of Constituency Development Funds (Zambia)**

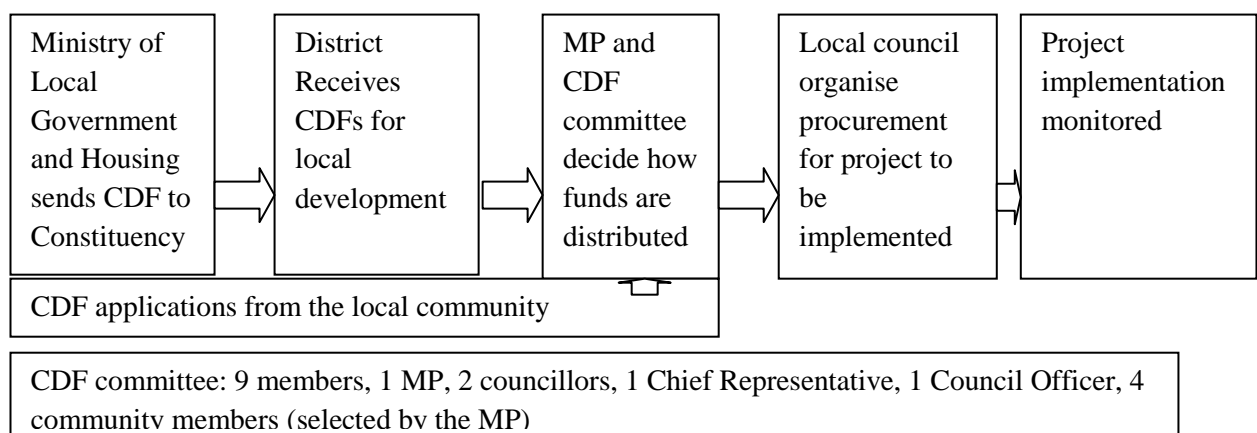
GRZ (2012) espoused that Constituency Development Funds were created by the Zambian parliament in 1995 to finance micro-community based projects for poverty reduction. Lumba (2014) stated that the introduction of the CDF was a government intervention aimed at financing micro-community-based projects in order to alleviate poverty. EFZ and MCZ (2013) asserted that the CDF was established as an initiative to combat poverty and promote equitable growth and development around the country. EFZ and MCZ (2013) also stated that the management of CDFs in Zambia is carried out through the local authorities in respective districts around the country. GRZ (2012) opined that the local authorities are also required to account on how these funds are utilised. In addition, EFZ and MCZ (2012) stated that CDF project implementation and identification is carried out by several stakeholders at the community level.

GRZ (2012) stated that when selecting projects the Constituency Development Committee receives project proposals through, Area Development Committees (ADCs), Resident Development Committees (RDCs) and from representatives of the constituents in their respective communities. GRZ (2012) further pointed out that these project proposals are then forwarded to the Planning Sub Committee of the District Development Coordinating Committee (DDCC) for recommendations so that they can be adopted by the council. To ensure that there is accountability in the

utilisation of these funds auditors from the Ministry of Local Government and Housing audit local authorities regularly.

GRZ (2012:2) explained that the utilisation of constituency development funds which is always in the custody of the council shall be executed with reference to the following guidelines as outlined below:

- i. The Council (Local Authority) should administer the channelling and utilisation of the CDF.
- ii. The authority to decide the utilisation of the CDF is vested in the Council in accordance with Section 45 (1) of the Local Government Act Chapter 281 of the Laws of Zambia.
- iii. All payments to contractors executing constituency projects are supposed to be paid by bank cheques and no payments in cash is allowed.
- iv. Duties performed in connection with the administration of the CDF by members are part of community contribution. No allowances whatsoever should be paid from the CDF.
- v. The Council through the Director of Works should monitor the projects and issue progress reports on behalf of the Community which should be submitted to the Provincial Local Government Officer for onward submission to the Minister responsible for Local Government and Housing.
- vi. Administrative component of CDF was pegged at K20, 000,000 per constituency with effect from January 2010.



(Adapted from EFZ and MCZ (2012))

**Figure 3: Current CDF Process in Zambia**

Several studies carried out within and outside the country have shown that CDFs were introduced in order to alleviate poverty at the grass root levels where local citizens decide on the projects to be funded in relation to their local needs (EFZ and MCZ, 2013); (Zyl ,2010); ;(GRZ 2012) and (Malama, 2009). Despite this good rationale behind the introduction of the scheme, GRZ (2012) indicated that in the Auditor General's Report on the Management of Constituency Development Funds for the year ended 31<sup>st</sup> December, 2012 there were a number of audit queries in the manner CDFs were being spent.

GRZ (2012) cited mismanagement of CDFs in various ways which include: misapplication of funds amounting to K662, 501,095, misappropriation of funds amounting to K 69,607,070, irregular payments of funds amounting to K10,012,678,075, unaccounted for stores amounting to K870,741,278. Others were missing payment vouchers amounting to K337,484,440, unsupported payments amounting to K5,250,574,050, unretired imprest amounting to K108,717,000, unapproved payments amounting to K172,242,000, excess expenditure on administration activities amounting to K438,059,030, failure to follow tender guidelines amounting to K8,242,391,620, unspent funds amounting to K41,395,116,148, unapproved projects amounting to K556,438,000, wasteful expenditure amounting to K48,500,000, overpayment to suppliers amounting to K767,885,450 and unimplemented projects amounting to K957,544,010.

The Auditor General's Report has shown how expenditure and procurement in CDFs does not adhere to government expenditure and procurement regulations. Colossal sums of money are involved to have been used inappropriately. This shows that there are loopholes in terms of accountability in the utilisation of CDFs. These loopholes must be dealt with so that all funds are accounted for and used for the intended purpose.

A study that was conducted by Caritas Zambia (2011) also revealed contentious issues in their findings on CDFs. The study established that partisan attitudes tended to influence project identification, selection and implementation. Caritas Zambia (2011) also revealed that influencing authority on CDFs utilisation of elected constituent representatives, particularly MPs in some instances resulted in misapplication and diversion of funds from the intended approved projects. The

Caritas report also revealed that community knowledge of the CDF is considerably unsatisfactory which has an implication on community participation.

The EAZ (2011) report revealed that CDF projects are wrongly associated with the personal funding from the area MP and this leads to politicization of CDFs. Consequently, MPs and other politicians dominate the decision making process. These findings are sources of great concern in the management of CDFs because they are threat to poverty alleviation in relation to the utilisation of CDFs. CDFs are devolved funds that are community centred in their utilisation. Observations made by EAZ (2011) need urgent attention because CDFs might fail to meet their main objective of poverty alleviation in constituencies.

## **2.6 Research Gap**

Literature reviewed was drawn from various contexts. A number of studies done locally and internationally were reviewed inclusive of conferences on CDFs. In some instances reviewed literature addressed similar issues the current study focused on. But because of a number of research issues surrounding these studies the findings could not be generalised to the current study. These issues that gave a distinction to literature reviewed in relation to the current study included the following: methodology issues, geo-political boundaries and areas of focus.

Many of the studies reviewed were quantitative studies while others were mixed designs. Due to the nature of the studies, samples were usually very large when compared to the current study. Both qualitative and quantitative methods were employed. In addition, some studies covered more than one constituency. This raised research issues emanating from geo-political boundaries, hence, the current study. Furthermore, in terms of scope some studies did not address any of the issues the current study addressed. In addition, much of the literature reviewed was based on Kenyan studies on CDFs. In the Zambian context very few studies have been done on CDFs, hence, the current study.

In view of the above issues, as observed in reviewed literature, the current study adopted a holistic approach on the utilisation of CDFs in Monze Central Constituency. It explored awareness, participation, accountability and the socio-economic impact of CDFs in the constituency.

## **2.7 Chapter Summary**

This chapter has presented literature review drawn on the perspectives of international studies on constituency development funds, specific country contexts on CDFs, conferences on CDFs, local studies on constituency development funds and context and current status of constituency development funds (Zambia). The next chapter presents methodology that was employed by the study.

## CHAPTER THREE

### METHODOLOGY

#### 3.1 Chapter Overview

Chapter three describes methodology that was employed in the study. It consists of sub-topics and these include: research approach, research design, study sites, limitations, population and sample size, sampling procedures, data collection and data collection instruments. In addition, the chapter shows data analysis techniques and ethical considerations that were adhered to during the research. Furthermore, validity and reliability of the study are also presented.

#### 3.2 Research Approach

This study is a qualitative research. Marczyk *et al* (2005) stated that “Qualitative research involves studies that do not attempt to quantify their results through statistical summary or analysis. Qualitative studies typically involve interviews and observations without formal measurement.” Kothari (2004) added that qualitative approach research is concerned with subjective assessment of attitudes, opinions and behaviour. In addition, William *et al* (2007) also asserted that qualitative research is a set of techniques frequently in social science and marketing in which data are obtained from a relatively small group of respondents and are not analysed with statistical technique. It involves detailed, verbal descriptions of characteristics, cases and settings and it uses observation, interviewing and document review as source of data.

#### 3.3 Research Design

Kothari (2004) stated that research design constitutes decisions regarding what, where, when, how much, by what means concerning an inquiry or a research study. Hence, by definition Kothari (2004) defines a research design as the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure. In other words, the research design is the conceptual structure within which research is conducted and it constitutes the blueprint for the collection, measurement and analysis of data.

This study employed a qualitative descriptive research design. Lambert and Lambert (2012) stated that qualitative descriptive studies tend to draw from naturalistic

inquiry, which purports a commitment to studying something in its natural state to the extent that is possible within the context of the research arena. Lambert and Lambert (2012) stated that data collection of qualitative descriptive studies focuses on discovering the nature of the specific events under study. Thus, data collection involves minimal to moderate, structured, open-ended, individual or focus group interviews. Furthermore, data collection also may include observations, and examination of records, reports, photographs, and documents.

This research design was selected because of its suitability in qualitative studies. This design enabled the researcher to interact with the respondents so that data could be obtained through the use of various research instruments suitable for qualitative studies. As pointed out by Lambert and Lambert (2012) this research design was also ideal for the study because made it possible to obtain data through various research instruments such as one to one interviews, focus group discussions, documents, photos and observations.

### **3.4 Study Site/Delimitation**

Kombo and Tromp (2013) stated that the selection of a research site is essential. It influences the usefulness of the information produced. The idea is to start with a larger population and through progressive elimination, end up with the actual site where data is collected. The study was carried out in Monze Central Constituency of Monze District in Southern Province of Zambia. Monze Central Constituency was chosen to conduct the study from because it is among the constituencies cited in the Auditor General (2012)'s report on misapplication of constituencies funds. The Auditor General's Report also observed weaknesses in the management of the projects in that there was poor workmanship and failure to complete projects on time in all the constituencies. Monze Central Constituency was also cited for failing to implement approved projects even when funds were readily available. Monze Central Constituency also failed completely to utilise the allocated funds in 2016 and the funds were taken back to the treasury.

### **3.5 Limitations of the Study**

Simon and Goes (2013) stated that limitations are matters that arise in a study which are out of the researcher's control. They limit the extensivity to which a study can go and sometimes affect the end result and conclusions that can be drawn. This study



was conducted in Monze Central Constituency with a limited number of participants. The findings of this study might, therefore, not be generalised to other constituencies in the country.

### **3.6 Target Population**

Marczyk *et al* (2005) stated that the target population are all participants of interest to the researcher. Marczyk *et al* (2005) contended that selecting participants is one of the most important aspects of planning and designing a research study. Individuals with valuable information were targeted. Thus, the target population for the study included: councillors for all the wards, Council Chairperson, the area Member of Parliament for Monze Central Constituency, Constituency Development Committee Members, and Ward Development Committees Members, local traditional leadership (headmen), Parliamentary Assistants for Monze Central National Assembly Office, and community members in Monze Central constituency.

### **3.7 Sample size**

Kothari (2004) stated that sample size in research refers to the number of items to be selected from the universe to constitute a sample. Marczyk *et al* (2005) a sample is a subset of the population to be studied. Marczyk *et al* (2005) encapsulated that for those research studies that involve human participants, the selection of the study participants is of the utmost importance. Marczyk *et al* (2005) indicated that since researchers may not be able to study the entire population of interest, it is important that the sample be representative of the population from which it was selected. The study had 51 participants in the categories of: 1 Council Chairperson for Monze District, 2 Constituency Development Committee Members, 1 Director of Works, 1 Socio Economic Planner, 3 Ward Councillors, 2 headmen, 2 Parliamentary Assistants for Monze Central Constituency National Assembly Office and 39 community members.

### **3.8 Sampling procedure**

Dawson (2002) contended that if it is not possible to contact everyone in the research population, researchers select a number of people to contact. This is called sampling. Purposeful sampling was used in this study. In purposive sampling the researcher is concerned with participants feels possess the characteristics vital for the study.

Hence, Kothari (2004) describes it as that sampling procedure which does not afford any basis for estimating the probability that each item in the population has the chance of being included in the sample. Tracy (2013) asserts that good qualitative researchers, at the very least, engage in purposeful sampling, which means that they purposefully choose data that fit the parameters of the project's research questions, goals, and purposes. In this study purposeful sampling was used to choose the participants in the study.

Ritchie and Lewis (2003) also stated that there are a range of different approaches to purposive sampling, designed to yield different types of sample composition depending on the study's aims and coverage. This study utilised typical case and homogeneous sampling to select the participants. Ritchie and Lewis (2003) stated that typical case sampling involves cases which characterize positions that are 'normal' or 'average' are selected to provide detailed profiling. This requires prior knowledge about overall patterns of response so that what is 'typical' is known while homogeneous samples are chosen to give a detailed picture of a particular phenomenon, for example, individuals who belong to the same subculture or have the same characteristics. This allows for detailed investigation of social processes in a specified context.

### **3.9 Instruments for Data Collection**

It is very important for the researcher to have adequate knowledge on research methods to be used in the study. Dawson (2002) opined that research methods are tools used to gather data. Kumar (2011) also asserted that anything that becomes a means of collecting information for the study is called a research tool or a research instrument. Dawson (2002) pointed out that there are many instruments that can be used to collect data in the study. These include interviews, focus groups, questionnaires, participant observation. In this study interview guides, focused group interview guides, document analysis and observation schedule were used as data collection instruments because they are suitable for a qualitative study.

#### **3.9.1 Semi-Structured Interviews**

There are different types of interviews. These are unstructured, semi-structured and structured interviews. This study used semi-structured interviews. Dawson (2002) stated that `` In this type of interview, the researcher wants to know specific

information which can be compared and contrasted with information gained in other interviews. To do this, the same questions need to be asked in each interview. However, the researcher also wants the interview to remain flexible so that other important information can still arise."

As pointed out by Dawson (2002) semi-structured interviews were administered to respondents identified in the sample size. Each category of respondents had similar questions on the interview schedule covering all the independent variables that were under investigation. Semi-structured interviews provided a lot of information useful to the study as respondents were given an opportunity to add more information to the asked questions.

### **3.9.2 Focus Group Interviews (Focused Group Discussions)**

Dawson (2002) stated that focus group interviews may also alternatively be called group discussions. In focus group interviews a number of respondents identified are asked to come together in a group to discuss a certain issue with regard to the study at hand. During the discussion the moderator or facilitator introduces the topic, asks specific questions, controls digressions and stops break-away conversations. In this case the researcher will be the facilitator. All the respondents are given the opportunity to express themselves. The researcher ensures that the deliberations of the discussion are taken down either through the video or tape recording. What will be discussed will be recorded accurately so that correct information is obtained.

In this study four group interviews (focus groups discussions) were conducted in order to obtain a wide range of opinions from the questions that were asked at one gathering (interview schedule). This method helped in saving time as one group interview discussion captured a wide range of information at one interview session. There were variations in the numbers of participants in the Group Interviews that were conducted within the study site.

### **3.9.3 Document Analysis**

Document analysis provided secondary data for the study as another data collection instrument. Ranjit (2011) asserted that secondary data in qualitative comes from various sources that include the following; government or semi-government publications, earlier research, personal records and mass media. In this study

documents containing relevant information to the study were utilised as forms of data collection instruments. Constituency Development Funds progress report on 2012-2014 to 2017 CDF projects was availed to the researcher. 2017 Approved CDF projects were made available by the Local Authority officers. The CDF Guidelines under the auspices of the Ministry of Local Government and Housing were also analysed to find out if they were adhered to in all CDF utilisation processes.

#### **3.9.4 Observation Method**

The study also used the observation method in data collection. Marczyk *et al* (2005:119) postulated that “Observation is another versatile approach to data collection. This approach relies on the direct observation of the construct of interest, which is often some type of behaviour. In essence, if you can observe it, you can find some way of measuring it. The use of this approach is widespread in a variety of research, educational, and treatment settings.” As illustrated by Marczyk *et al* (2005) observation method was adopted in the study because of its suitability in the study. The use of constituency development funds in the constituency involves erection of infrastructure of various nature vital for socio-economic development such as police posts, health posts, markets, toilets, bus stops and others. Hence, this method enabled the researcher to go into the field to have a look at some of the projects that were serving the community funded by CDFs and also have a look at some of the projects that were under construction through CDFs. Photos were also taken on infrastructure built through CDFs.

#### **3.10 Procedure for Data Collection**

Chesang *et al* (2016) pointed out data is anything given as a fact on which research inference will be based. It is anything actual or assumed as a basis of reckoning. Creswell (2009) also asserted that the data collection steps include setting the boundaries for the study, collecting information through unstructured or semi-structured observations and interviews, documents, and visual materials, as well as establishing the protocol for recording information. Therefore, permission was obtained from the relevant authority at Monze District Council to undertake the study in Monze Central Constituency. The researcher visited study sites where the participants were found with appropriate data collection instruments put in place. This is because the data from the participants was the basis for the research in

making correct conclusions of what was transpiring with regard to the variables being investigated. The researcher visited different wards of Monze Central Constituency to meet members of the CDF committee members, councillors, the traditional leadership, ordinary citizens and generally the target population relevant to the study. Information obtained was recorded in the electronic recorders such as a phone. A note book was also utilised to record obtained data from documents.

### **3.11 Data Analysis**

Lacey and Luff (2007) asserted that qualitative research is good at answering the questions Why, What and How? Consequently, the mass of words generated by interviews or observational data needs to be described and summarised. Bogdan and Biklen (2003) defined qualitative data analysis as “working with the data, organising them, breaking them into manageable units, coding them, synthesising them, and searching for patterns”. Flick (2013:5) also explained that qualitative data analysis is the classification and interpretation of linguistic (or visual) material to make statements about implicit and explicit dimensions and structures of meaning-making in the material and what is represented in it. The aim of analysis of qualitative data is to discover patterns, concepts, themes and meanings. In this study data was analysed through the themes that emerged. Bryman (2008) explained that this technique is called Thematic Approach.

### **3.12 Ethical Considerations**

Neuman (2013) stated that codes of research ethics can be traced to the Nuremberg Code, which was adopted during the Nuremberg Military Tribunal on Nazi war crimes held by the Allied Powers immediately after World War II. The code, developed as a response to the cruelty of concentration camp experiments, outlines ethical principles and rights of human research participants. The principles in the Nuremberg code focused on medical experimentation. They have become the foundation for the ethical codes in social research. The following ethical issues were observed in the study:

#### **3.12.1 Ethical approval of the study by the Ethics Committee**

The researcher adhered to research ethics. To start with, ethical clearance was applied for to the University of Zambia through the Ethical Committee to be granted

permission to proceed in undertaking the study. This was done in accordance with the provisions of the Directorate of Research and Graduate Studies. The study was approved by the Research Ethics Committee at the Directorate of Research and Graduate Studies, University of Zambia.

### **3.12.2 Clearance to undertake the study in Monze Central Constituency by the Local Authority**

In the study site all ethical issues were given maximum care and attention. In this regard the researcher sought permission from Monze District Council which is the overseer of Monze Central Constituency to be given a go ahead to undertake the study. Monze District Council responded favourably by allowing the researcher to conduct the study in Monze Central Constituency and to also interview some of its officers who are directly linked to utilisation of CDFs. The researcher also had to seek consent from the participants.

### **3.12.3 Voluntary participation in the study/Informed Consent**

Participation in the study was at voluntary basis. No one was forced and those who felt like withdrawing were allowed to do so. Informed consent was used and it was indicated that participation purely on voluntary grounds.

### **3.12.4 Anonymity**

The study also maintained anonymity by withholding the names of all the participants. There is no participant whose name was revealed and used in this study apart from official titles for office bearers.

### **3.12.5 Treating participants with respect**

All the participants were treated with respect and provided with incentives such as thanking them for their participation and time and exercise beneficence.

### **3.12.6 Confidentiality**

Furthermore, information obtained from the study has not been inappropriately used and that all information obtained from the study was secured.

### **3.12.7 No biased reporting**

In the study that there is no biasness in reporting and no incorrect reporting but information has been reported the way it was obtained in the study site.

### **3.13 Trustworthiness and dependability of the study**

According to Noble and Smith (2015) stated that evaluating the quality of research is essential if findings are to be utilised in practice and incorporated into finding solutions to societal problems in the related field. Thus, validity and reliability establish the trustworthiness and credibility of a study in the area of research. Bryman (2008) stated that other terms associated to this aspect of the study include dependability, conformability, transferability, and authenticity of the study. Hence, any study that is undertaken in the area of research must have these two key elements, validity and reliability. Bashir *et al* (2008) contended that validity in qualitative research means the extent to which the data is plausible, credible and trustworthy and thus can be defended when challenged. In addition, Heale and Twycross (2015) describe validity as the extent to which a concept is accurately measured in a qualitative study. On the other hand, Heale and Twycross (2015) explained that reliability relates to the consistency of a measure of the study. In addition, Golafshani (2003) described reliability as the extent to which results are consistent over time and an accurate representation of the total population under study is referred to as reliability and if the results of a study can be reproduced under a similar methodology, then the research instrument is considered to be reliable.

Consequently, in order to have validity and reliability in a qualitative study a number of approaches can be employed in the study. Creswell and Miller (2000) and Simon (2011) opined that in qualitative research a number of approaches can be used to determine validity and reliability of the study. These include: triangulation, member checking, expert review, disconfirming evidence, researcher reflexivity, prolonged engagement in the field collaboration, audit trail, thick rich and peer debriefing. Since, it is not possible to use all these approaches highlighted. In this study member checking, triangulation and expert review were utilised.

### **3.13.1 Member Checking**

Harper and Cole (2012) asserted that member checking continues to be an important quality control process in qualitative research as during the course of conducting a study, participants receive the opportunity to review their statements for accuracy. Hence, according to Harper and Cole (2012) member checking is defined as a quality control process by which a researcher seeks to improve the accuracy, credibility and validity of what has been recorded during a research interview. After writing the findings of the report the researcher went back to key informants of the study and presented to them the written report so that they could confirm if it is a true reflection of what was said by them. Furthermore, as indicated already triangulation was utilised as well.

### **3.13.2 Triangulation**

According to Yeasmin and Rahman (2012), triangulation is a process of verification that increases validity by incorporating several viewpoints and methods. Yeasmin and Rahman (2012) also contended that in the social research, triangulation refers to the combination of two or more theories, data sources, methods or investigators in one study of a single phenomenon to converge on a single construct and can be employed in both quantitative (validation) and qualitative (inquiry) studies. As indicated in Chapter Three of this study, three main data collection instruments were highlighted. These are semi-structured interviews, document analysis and observation. A compilation of data obtained from these instruments resulted in triangulation.

### **3.13.3 Expert Review**

Simon (2011) observes that expert review is one of the primary evaluation strategies used both in formative and summative. Simon also opines that it is a good idea to provide experts with some sort of instrument or guide to ensure that they critique all of the important aspects of the study to be reviewed such as the interview questions and many other keys issues of the study.

## **3.14 Chapter Summary**

This chapter has presented the methodology by discussing philosophical orientation, research approach research design, study sites, population and sample size, sampling



procedures, data collection and data collection instruments, data analysis techniques and ethical considerations and validity and reliability of the study. The next chapter presents findings and results of the study based on the research objectives.

## CHAPTER FOUR

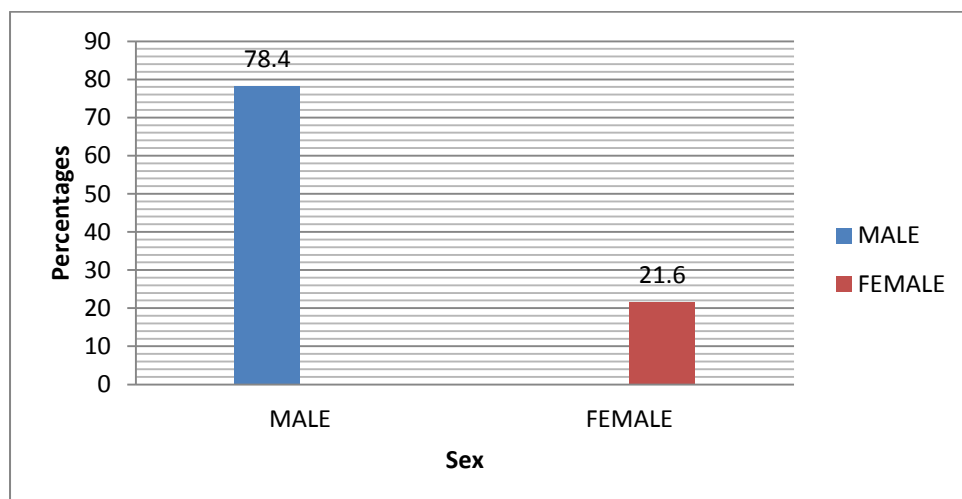
### PRESENTATION OF RESULTS AND ANALYSIS

#### 4.1 Chapter Overview

Chapter Four presents the findings of the study under investigation. Data presented in Chapter Four of this study was obtained using various research instruments that included interviews, observations, document and observation. The data is also presented according to the objectives of the study. The objectives of the study were: to establish whether there is community awareness in the utilisation of constituency development funds; to determine whether there is Civic participation in the utilisation of constituency development funds; to assess whether there is accountability in the utilisation of constituency development funds and to ascertain if constituency development funds are used in alleviating socio-economic challenges (poverty) in Monze Central Constituency.

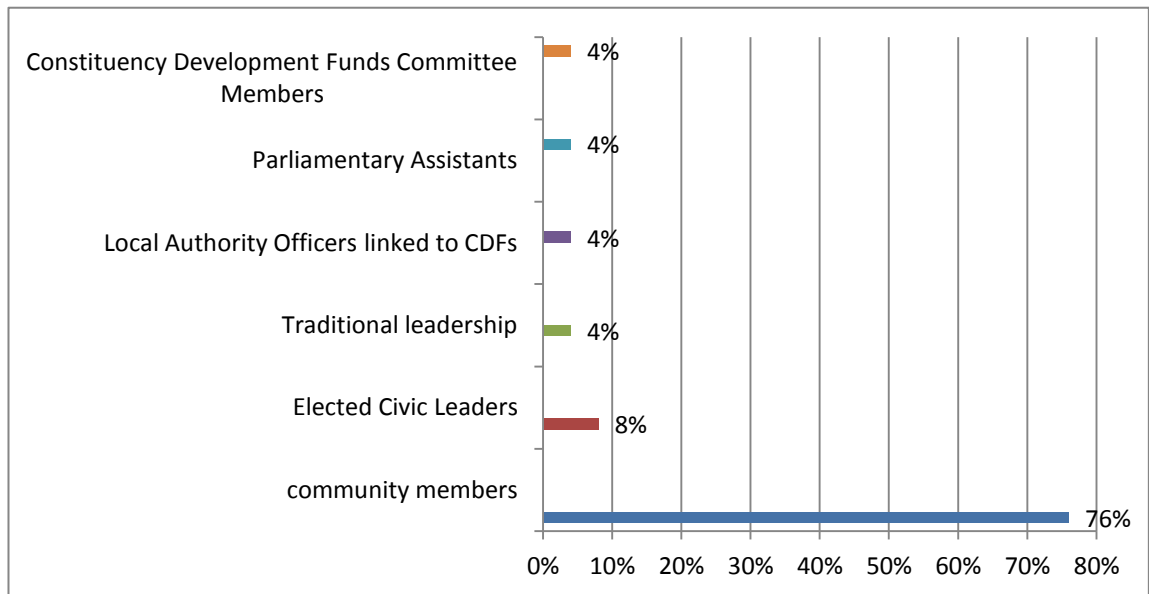
#### 4.2 Demographic characteristics of respondents

In this section the characteristics of the respondents who participated in the study are presented. There were 4 civic leaders, 2 Constituency Development Fund committee members, council officers, Council Chairperson for Monze District, 2 Parliamentary Assistants, two headmen and 39 community members in Monze Central Constituency.



**Figure 4: Classification of Respondents by sex**

According to Figure 4, 51 respondents participated in the study. 11 respondents were females who represented 21.6% of the respondents and 40 were males who represented 78.4 % of the respondents. Males were more represented than females.



**Figure 5: Categories of Respondents**

According to Figure 5, Constituency Development Funds Committee members represented 2(4%), Parliamentary Assistants 2(4%), Local Authority Officers linked to CDFs 2(4%), Traditional Leadership 2(4%), Elected Civic Leaders 2(4%) and Community Members 39(76%).

### **4.3 Findings on Community Members' understanding of Constituency Development Funds**

The first objective of the study was to whether there is community awareness in the utilisation of constituency development funds in Monze Central Constituency. This objective was guided by the research question: *Is there community awareness in the utilisation of Constituency Development Funds in Monze Central Constituency?*

#### **4.3.1 Budgetary allocation**

Thirty-nine (39) community members were asked a question on the concept constituency development funds. This question was finding out from the participants if they knew what CDFs are. They were required to define or describe the concept in their own understanding. Thirty-five (35) respondents were able to describe the concept constituency development funds by stating that it was part of budgetary

allocation. Four (4) participants failed to describe the term constituency development funds.

The Thirty-five (35) respondents who had an understanding on constituency development funds gave a variety of responses. One of the participants, for instance commented that:

These are funds that are provided by government into constituents so that they can help in reducing poverty or help in improving some of the projects such as water, health, infrastructure and other many activities such as women's clubs or youth clubs which can be funded under agriculture (Community Member-June 2018).

Another participant commented that:

These are funds which are accessed by the MPs and currently, any way before the new changes this constituency development funds was managed by the councillors. But I think there have been some changes, it comes through the MPs to the councillors. It is being managed through the council, the local authority (Community Member-May 2018).

Yet another participant stated that:

Constituency Development Funds these are funds these are funds coming from central government, which are released from central government and given to local government, which is councils to improve or bring development to the people (Community Member-July 2018).

#### **4.3.2 Central Government Source Funds**

The study also sought to find out from the participants if they knew the source of constituency development funds. Thirty-five (35) participants through one to one interviews and four (4) focused group discussions were asked a question on the source of constituency development funds. All the thirty-five (35) participants were able to point out the source of constituency development funds. One of the participants commented that:

The CDF money comes from Central Government. It is an allocation to respect command areas for MPs (Community Member-June 2018).

Another participant commented that:

This money is coming from the central government and then it is disbursed down to the local authority (Community Member-July 2018).

Another participant stated that:

The state funds CDF and CDF is actually already embedded, for instance in the national budget. It simply means that it comes in from Central Government (Community Member-July 2018).

### 4.3.3 Utilisation Role

S/n	Roles
i	Engaging the councillors to give views on utilisation of CDFs
ii	received Identifying priority areas of development through community meetings
iii	Knowing how much has been received
iv	Ensuring that there is accountability in the utilisation of CDFs
v	Ensuring that there is transparency in the utilisation of CDFs
vi	Ensuring that what has been planned is implemented in the constituency

**Table 1: Active Role in Formulating Utilization Programme**

Question one of the study also sought to find out from the community members if they knew their roles in the utilisation of constituency development funds. A total number of thirty-five (35) respondents were asked the question on their roles in the utilisation of constituency development funds. 1 respondent did not know his role in the utilisation of CDFs while thirty-four (34) respondents had knowledge on their roles in the utilisation of constituency development funds. Some of the responses which were given by the community members describing their roles in the use constituency development funds in Monze Central Constituency included the following:

One community member identified the role of engaging councillors in the ward to give views on the projects to be financed through CDFs as indicated in the verbatim below:

My role is very big, though we are not taking up our roles as citizens. But my role is to ensure that my councillor in the constituency that am in gets to get views from us citizens. So that we want tell what we want and what kind of development we want in our constituency. So my role is to ensure that I submit my plans for a particular constituency (Community Member-July 2018).

Another community member community member pointed out that:

My role as a member, I have a say because I decide in what type of development that I need in my area and also have a say in what needs to be done concerning these finances. My role could at the point of deciding on what should be done priorities and also so to see to it that what projects have been proposed where these finances go. I also have a role to see that what has been planned is actually what has been done. This is major role. Actually it is to participate and have a say as a member (Community Member-May 2018).

Another community member identified the role of submitting a plan or a project for communal use:

In my constituency, my role of constituency development funds is to submit a plan or a project which or a project or contribute to a project which can be submitted to access the fund (Community Member-May 2018)

#### **4.4 Findings on Community Participation**

The second objective of the study was to establish if there is civic participation in the utilisation of constituency development funds in Monze Central Constituency. It was guided by the following research question; *Is there civic participation in the utilisation of constituency development funds in Monze Central Constituency?* The following themes emerged:

##### **4.4.1 Limited community consultation**

<b>Nature of participation</b>	<b>Number</b>
Participation as a community member	1
Participation on expert basis	3
Participation both as a stakeholder and community member	1
Never participated	30

**Table 2: Distribution of Participation by community members in the utilisation of CDFs**

The study also sought to find out if community members were involved in the utilisation of constituency development funds in the constituency. Thirty-five (35) respondents through one to one interviews and 4 focused group discussions were asked a question to state whether they had participated before in the use of these funds. From Table 2 only One (1) participant participated as a community member in the utilisation of CDFs. Three (3) participants participated on expert basis in line ministries and NGOs they were heading. 1 participant participated as a community member and as a stakeholder. 30 participants had never participated in the utilisation of CDFs in the constituency.

Some of the views given by the participants included the following as indicated in transcribed verbatim:

Unfortunately I have never participated in how these funds are utilised. The reason is simple, those that are charged with the responsibility to use these funds, the councillors, ward development committees in some areas they do not exist and in some areas where these structures exist those responsible persons do not inform the members of my community where I reside that the funds have come and people can we meet we make proposals of what you need to use these funds for. (Community member-May 2018)

Another respondent pointed out that:

No. No, in the sense that we have a councillor quite okay, but he is not active. From the time I started voting I have not heard him calling for a meeting in our constituency to sit down then we tell him what we want. So that is why it is a No (Community Member-September 2018).

One participant who had participated both as a community member and a CDF committee member commented that:

Yes, I have participated before both as a community member and as well as an officer in government where a community meeting was called and then it was announced that so much money was received for Monze Central constituency and then members were given time which priority areas they thought could be handled first (Community Member-July 2018).

#### **4.4.2 Less involvement and empowerment**

The study also sought to find out from the participants the kind of participation they have been involved in the utilisation of constituency development funds. Thirty-five (35) participants (community member) were asked a question on the forms of participation they engaged in the utilisation of CDFs in the constituency. Only five (5) participants had participated in the utilisation of CDFs. One participant stated that:

As a community member I took part in helping making decisions and making proposals that we needed to concentrate on the feeder roads and then in the capacity of a stakeholder I participated together with the community to prioritise which areas were affecting them in the constituency (Community Member-July 2018).

Another participant pointed out that:

We were invited as an institution to go and decide how the funds would be used and this is the time when Monze District wanted to buy a grader which was supposed to be used by the three constituencies in the district. And then our role was actually to go there and make a vote whether we allow the district council to go and use these funds to purchase a grader and how best the grader would help the three constituencies and also the community members themselves. (Community member -August 2018)

One participant was pleased to point out that he championed the construction of the fresh fish trading area. He commented that:

I participated by a way of prioritising of what projects we should have as Monze urban ward. And I was happy to see it that I championed the construction of the fresh fish trade market of which I will proudly say that we have this structure in Monze today (Community Member-July 2018).

A constituency development committee member commented that:

It becomes tricky even when people are aware of the existence of these funds. Their participation is limited. It is because the person who will get down to the ground and run those projects would leave out community members. They will just go on the community and ask them what they want, 'we want this and that'. They will give them without literally engaging them to ask them as to whether the kind of intervention to be undertaken in that area is exactly what they want to take. They will just take something and force it down throughout. To a large extent this is entailing that the community has had little to say (Constituency Development Committee Member-July 2018).

#### **4.4.3 Inadequate and Ineffective Ward Development Committees**

Interviews with two key respondents (1 civic leader and 1 community member) revealed that some wards did not have ward development committees. The stakeholder indicated that at the time they were in the process of forming ward development committees for all the wards in the constituency they received instructions to halt the formation of ward development committees until further notice. Out of eleven (11) wards only three (3) wards had ward development committees. A community member pointed out that WDCs that were in place were inactive. The following were some of the comments from the respondents;

...whilst in the process of forming ward development committees we received an instruction to halt the process (Civic Leader-May 2018).

Another respondent commented that:

At the moment in Monze Central Constituency we do not have the ward development committees. The three that have been there they were only elected. They have not been told of their roles...member of those two committees that are existing and Monze has about 10 to 11 wards. So we need that in all these wards we need to have ward development committees. Then those people need to be told what to do. (Community Member-key respondent-May 2018)

#### **4.4.4 Politicisation of utilisation**

One to one interviews with three (3) key respondents (1 Civic Leader and 2 community members) revealed that the utilisation of Constituency Development Funds in the constituency had been politicised. A lot of politics were involved in the utilisation of the funds with reference to political affiliation. A key respondent (civic leader) commented that;

CDF is associated with politicians so in a way of trying to please our electorates you would like to give them as many, to approve as many clubs as possible so that the area



it is covered and yet once you do that because the funds are not enough . So you will be giving them little amounts which will not take them anywhere (Civic Leader-May 2018)

Yet another key respondent commented that:

...it has been politicised. They are more closed up into political circles. So that has been a challenge. And those people who have privileges to get closer to the CDF they are those affiliated to the political parties where the councillor hails from...So the councillors shouldn't be politically inclined just like the Mayor, they shouldn't be politically inclined because they de-franchise other members of the community. You know they don't participate. If it was like a councillor is a neutral person he doesn't belong to this party every community member will participate. Now the councillor is UPND, the councillor is PF so now you only find PF circles is participating...it is a challenge. (Community Member-June 2018)

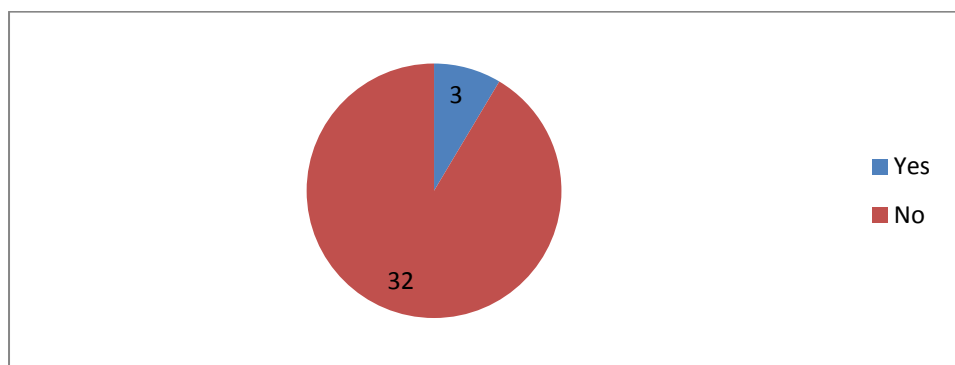
Another respondent stated that:

No. These civic leaders the councillors, the area Member of Parliament they do not invite. This is why as citizens sometimes we make proposals or demand that we need to depoliticise the utilisation of these funds. What normally happens is that the Civic leaders and the Members of Parliament when these funds are disbursed by government they will only invite those the inner circle of their political parties. (Community Member-May 2018).

#### 4.5 Findings on Accountability in utilisation of CDFs

The third objective of the study was to assess accountability in the utilisation of constituency development funds in Monze Central constituency. It was guided by the research question: *Is there accountability in the utilisation of constituency development funds in Monze Central Constituency?*

##### 4.5.1 Non-disclosure of Financial Reports



**Figure 6: Views on accountability on utilization of CDFs from community members**

From Figure 6, thirty-two (32) participants out of thirty-five (35) stated that there is no accountability in the utilization of constituency development funds in the constituency. Some participants alluded that issues of transparency were only

reserved for the few elite in the utilisation of constituency development funds. One respondent stated that:

I wouldn't say there is accountability in that issues of transparency are reserved for the few elite in the community. Basically the council would only engage the elected leaders. So it is mainly between the council and those elected. That is more less like have information on what is going on. Beyond that community members are not well informed. They are not even told how much was approved...let me start from somewhere. If they were to apply for the project at times they are not even informed how much has been approved that project. All they will see are materials being delivered on site and even the contractor they will not be informed how much the contractor will be paid. So like I said the information is actually reserved to the few (Community Member-July 2018).

Another participant had noted that there was no time when community members were invited to be availed with financial reports and also to ask how CDFs were being used. He asserted that:

I don't see accountability because there has been no meetings where actually members have been called to sit down probably the civic leaders giving us light on how the funds have been utilised and besides the platform is not there where community members are actually to suppose to question the civic leaders on how the funds are being utilised (Community Member-September 2018).

On the other hand one participant revealed that accountability existed in the utilisation of constituency development funds. He stated that:

In terms of accountability I think so far it has been there in the meetings where the local authority reports on how much was received, how much was disbursed and if there is any balance. If there is any balance a resolution has to be passed where else can we use the money (Community Member-July 2018).

#### **4.5.2 Lack of Accountability at utilisation**

An interview with Forty-five (45) participants, a composition of civic leaders, Constituency Development Committee Members, Parliamentary Assistants and community members yielded mixed responses on accountability during utilisation. Thirty-four (34) participants suggested that that there is no accountability at utilisation. Two (2) participants suggested that accountability was partly there and not partly there. Nine (9) participants suggested that accountability was there in the utilisation of CDFs.

Some of the responses on accountability during utilisation included the following:

At times it is 50-50. May be the very people who are involved there they will agree with the supplier and they will just say no other materials we do this but in the actual sense they have gotten the money (Community member-August 2018).

Another one commented that:

I would say Yes, there is accountability. Accountability is there in the sense that there are external auditors who monitor this CDF. Where there are some loss nuts I think the council facilitates that. I think accountability is there (Community member-June 2018).

A key respondent who made an observation at utilisation of CDFs and stated that:

But where the supervision is where accountability is lacking with the quality of work, materials because we discovered that as CDF Committee when the suppliers supplies they supply poor quality (meanwhile they quote those from genuine materials but when they go to purchase they may purchase low quality) (Constituency Development Committee member-July 2018).

From the findings participants had mixed views concerning accountability at utilisation. Some pointed out that accountability lacked while others suggested that it was there. In addition, other respondents indicated that it was partly there and partly not there.

#### **4.5.3 Record keeping on approved projects**

Ten (10) participants were interviewed to find out if there was accountability in the utilisation of constituency development funds in the constituency. These included four (4) civic leaders, two (2) Constituency Development Committees members, Two (2) Council Officers and Two (2) Parliamentary Assistants.

All the ten (10) respondents revealed that there was accountability in the utilisation of constituency development funds in the constituency. They stated that accountability was enhanced in a number of ways that included; allocation of CDFs to approved projects was done by the constituency development fund committee (a composition of members of different backgrounds) as depicted in Figure 3, bills of quantity were prepared by technocrats for approved projects, all the projects which were funded were approved, all approved projects were also presented before a full council meeting and afterwards they were sent to the Ministry of Local Government for Approval.

Some respondents on accountability stated that:

There is because, initially when you are given this fund you are supposed to apply. Then there is a committee which selects consisting of twelve (12) members. They will approve your application. Then it is forwarded to the council where you receive your fund (Parliamentary Assistants-July 2018).

One participant mentioned that each time the constituency development fund committee sat to review the progress of CDFs projects a lot of things were put in place. Financial reports were demanded from the local authority. Projects that had

been completed and funds still remained, such funds were allocated to other projects which were in need of funds. He further went to mention that all expenditures were interrogated to ensure that every penny was put to good use, for instance he stated that:

In the case of Monze all the monies that are there when we sit together in a meeting we would want to see every bit and piece of the expenditure and every expenditure is interrogated. If it's not in line with what is approved of in the agreement we task the people that are holding on to the fund to say they must find the money. I will give you an example of another school somewhere where the cement was withdrawn and taken somewhere where we don't know. We told them to tell us where the cement was taken. Unfortunately they kept on hiding behind the finger and we tasked them to say this cement must be found and must be taken back to that school and that school must benefit. That is the kind of approach we have taken (CDF Committee Member-July 2018).

Another participant stated that where works done by contractors were not satisfactory payment was not made. In addition, there was good record keeping on how funds were being utilised in the use of CDFs.

Yes, there is very much accountability. We are very much accountable we do that through the works, through giving works, so much accountable you can check our records. All the projects that have been given out have been executed, where the contractor, where we are not satisfied with the works of the contractor we cannot pay any money (Council Officer-May 2018).

To show evidence of accountability in the utilisation of constituency development funds the Director of Works produced a progress report of CDF projects going back as far as 2012 to 2017, Appendix (iv).

Some respondents, however, revealed that at implementation stage issues of accountability were of great concern. To some extent accountability lacked at implementation stage. One respondent stated that:

But where the supervision is, it is where accountability is lacking with the quality of work and materials because we discovered that as CDF Committee when the suppliers supplies they supply low quality (meanwhile they quote those from genuine materials but when they go to purchase they may purchase low quality). So the quality of material and we have put a task to the council to say the Director of Works should supervise the buying of quality materials because that is his work and then also the community it has to be taught to follow up those projects like the quality of materials that is being used. So at the community level they should have a committee to supervise. There is on the community and it is their right to refuse poor quality material as a community because us as a committee we are not there (CDF Committee Member-July 2018).

Another respondent stated that:

Partly Yes and partly No. Yes in the sense that to those whose projects are successful. Not all those that have been funded with CDF have their projects successfully implemented. No, even those that had their project successful for instance, those that

ventured into hammer mills...Those that have ventured into hammer mills, you go you will find that the hammer mill which was for the club it has ended up personal because the hammer mills they are always installed in someone's yard. When you follow up the hammer mill has been turned up into family hammer mill with a lot of confusions...You find actually the club has disbanded because one has personalised it and so it becomes difficult to say there is proper accountability. Yes a bit but a bigger chunk maybe 60-70% of it accountability is not there (Civic Leader-May 2018).

#### **4.5.4 Public role in utilisation**

One of the themes that emerged was community members' roles in enhancing accountability in the utilisation of CDFs. Thirty-five (35) participants were interviewed to find out if they possessed knowledge on their roles in accountability on the utilisation of CDFs. All the thirty-five (35) respondents acknowledged that they knew their roles when it came to the use of CDFs. Respondents charged that they had a number of roles they were required to play to ensure that accountability existed in the use of CDFs. Some respondents elucidated that they had the role to create structures within the community that would be monitoring CDFs projects while some respondents revealed that they possessed the role of seeing to it that all finances were used for the intended purposes.

Some of the views included the following:

I think as a community member I need to check on what we agreed in the community meeting if those projects have been implemented and in my layman's view I should also look at the quality of works that have been done. If there is anything wrong I have the right to complain to the Local Authority and the constituency development committee (Community Member-July 2018).

Another respondent commented that he had the role of mobilising other community members to active an active role in utilisation of CDFs. He stated that:

Is to mobilise other community members for them to take an active role in ensuring that public resources are actually utilised for purpose intended for (Community Member-July 2018).

Another respondent noted that as a community member he had a duty to hold accountable civic leaders in the utilisation of CDFs. He commented that:

As citizens we have a big role in ensuring that CDF is used in a normal way by ensuring that we hold our councillors especially accountable by telling them that we know there is CDF and therefore, this CDF should be used according to the way it is planned to be used (Community Member-June 2018).

#### **4.6 Findings on Socio-Economic Impact of Constituency Development Funds.**

The fourth objective of the study sought to ascertain if constituency development funds are used in the alleviation of socio-economic challenges in Monze Central

constituency. It was guided by the research question: *Are constituency development funds used in the alleviation of socio-economic challenges in Monze Central Constituency?*

#### **4.6.1 Infrastructure Development**

Through one to one interviews and four focus group discussions forty-seven (47) participants both community members and CDF handlers showed that Constituency Development Funds were used for various developmental purposes. Participants indicated that constituency development funds played a number of roles in addressing socio-economic challenges. Some of the areas identified by participants where CDFs had an impact included; construction of bridges, roads, milk production centres, classroom blocks, police posts, health posts, construction of markets, funding of women and youth empowerment groups, purchase of Grader and dam rehabilitation. One of the key informants, a Council Officer also availed a list of Monze Central Proposed Projects for Approval for 2017 Funds (Appendix v) which had 22 projects catering a wide range socio-economic sectors that affect the constituency.

A number of responses were given by respondents. One Respondent noted that CDFs alleviated socio-economic challenges in the constituency in a number of ways and stated that:

In terms of alleviating socio-economic challenges, I think I will give you an example like where they were doing milk production centre. You can see how that fund is helping because now they have brought closer to the people because instead of like looking for market they build that and then small scale farmers they just take the milk there. So it becomes easy, for instance, even in terms of if they use it to build a classroom block it means that you are reducing the illiteracy levels and that has got a bearing on the economy to society. So it has got a big role. Those are just a few examples (Community Member-June 2018).

Another respondent stated that:

I think there is. On the part of there is CDF has been a fund which has been given to the constituency directly and as a constituency what we have seen even though we have been not part of the decisions but we have seen the CDF being used in certain projects where people benefit like I think the construction of roads, the funds has been used. So that is why am saying there is a positive contribution (Community Member-May 2018).

A visit in the site by the researcher indicated that there was quite a number of infrastructure which was built through constituency development funds. Some of the infrastructure built through CDFs and currently in use include; Hamusonde Market,

Chibuyu Police Post, Hiltop Police Post, Manungu Market, Monze Mission Mortuary, purchase of a Grader, Fresh Fish Market and many others. Appendix (vi) depicts Hamusonde Market in Monze Urban ward in operation.

Findings from Appendix (vi) show evidence on how CDFs are positively contributing to the wellbeing of Monze Central Constituency in socio-economic aspects. They are responsive to local community needs. It shows Hamusonde Market which came into operational in 2018 and was constructed through CDFs. The Market is housing a number of Marketeers who are trading in assorted vegetable products. The market is empowering the community economically. A document, Appendix (v) obtained from the socio-economic planner is testimony enough to show CDFs had many developmental roles in Monze Central Constituency.

#### **4.6.2 Group Empowerment**

An interview with three (3) respondents (one civic leader) and two community members) revealed that constituency development funds were also used in empowering women's clubs and youth's clubs that involved income activities generating activities. One of the respondents pointed out that:

They help in many sectors because there is no limit. The community can agree if they want to channel their monies into agricultural related activities or infrastructure or to help youth groups or women groups they can even apply all those groups. So there has been a number especially women and youth groups that applied and they have been given constituency development funds and those that are prudent they are doing quite well. Of course other groups have not done well. (Key Respondent-Community member-July 2018).

Another one commented that:

...in fact it is during this period when had a lot of clubs, you know women's clubs who were given 1500, 1000, less than below 2000. A lot of them and yet nothing has happened that just ended up you know being, you call the term chewed... (Civic leader-May 2018)

Another civic cited those groups which had applied for CDFs to implement a variety of income generating activities that involved livestock and gardening. He stated that:

I have seen other communities applying for this fund so that they can do projects like gardening or irrigation, keeping of pigs, goats, chickens. I think in that way families are now able to send their children to school because after like keeping goats or pigs after they mature they sell them they have income at the household level. So by doing that I think it has really helped the local community to move from one position to another positive way (Civic Leader-May 2018).

### **4.6.3 Inadequate Funds**

One to one interviews with ten (10) policy makers and CDF handlers established that constituency development funds were not adequate. Ten (10) participants revealed that the funding was not enough to complete earmarked CDF projects on time. The Progress Status For CDF Projects 2012-2014 and 2017 CDF funding availed by Monze District Council showed that some projects that were adopted in 2012-2014 financial years were not yet completed. An overview of some of these projects included the following; the construction of Namilongwe Primary School (1X4 CRB) adopted in 2014 had stalled and it was waiting for additional funding under 2018 funding. The construction of Kabanga Basic School (1X2 CRB) adopted in 2014 had stalled waiting for additional funding under 2018 CDF. Some of the responses from the respondents included the following:

One respondent stated that:

...Some of the projects that started in 2012 up to now they are not yet completed, why? Because of these small apportioning of funds. This year around this time we are saying we are not funding any new project we have to complete these old, old projects. (Civic Leader-May 2018)

Another respondent commented that;

...Only that at the end of the day monies are the ones that are actually limited (Civic Leader-July 2018).

### **4.6.4 Limited Impact**

An interview with one key informant revealed that constituency development funds had limited impact in addressing socio-economic challenges. The key informant commented that:

Not very high in Monze central but the other two constituencies have greater margin of poverty alleviation. (Council Officer-May 2018)

## **4.7 Chapter Summary**

Chapter Four has presented findings of the study. The findings of the study were presented according to themes that emerged in line with the specific objectives of the study. The next chapter, presents discussion of the findings.



## **CHAPTER FIVE**

### **DISCUSSION OF FINDINGS**

#### **5.1 Chapter Overview**

The previous chapter presented findings of the study on community awareness, civic participation, accountability utilisation of constituency development funds and the socio-economic impact of constituency development funds in Monze central constituency. This chapter discusses the findings of the study based on research objectives which were: to establish whether there is community awareness in the utilisation of constituency development funds in Monze Central Constituency, to establish whether there is Community participation in the utilisation of constituency development funds in Monze Central Constituency, to assess accountability in the utilisation of constituency development funds in Monze central constituency and to ascertain if constituency development funds are used in alleviating socio-economic challenges (poverty) in Monze Central Constituency.

#### **5.2 Community Members' Understanding of Constituency Development Funds**

The study established that constituency development funds are a budgetary allocation, central government funds and that citizens have roles to play in their utilisation. The findings from the interviews with the community members revealed that many participants had a clear understanding of the concept constituency development funds. Thirty-five (35) participants out of 39 participants pointed out that it was a budgetary allocation. Thirty-five (35) participants who were interviewed also showed that the source of constituency development funds was central government. Respondents further revealed that constituency development were given by the central government to respective constituencies Members of Parliament represented in the National Assembly, thus they were Central Government Funds. In addition respondents revealed that their roles included the following as indicated in Table 1: engaging the councillor to submit views on developmental issues in relation to CDFs, deciding what should be priority areas in use of CDFs, ensuring that what has been planned is implemented, knowing how much CDFs have been allocated to the constituency, ensuring that transparency, accountability in the use of CDFs is there, to monitor CDF projects and to ensure that the money was put into proper utility projects that are viable.

Zingel (2012) also stated that a crucial factor influencing community participation is the extent of knowledge of the community members regarding the CDF. Mas *et al* (2011) also explained that having knowledge on constituency development funds is a reflection of transparency and that it is a necessity of good local government. On central government funds source of CDFs, Awiti (2008) also stated that:

Constituency Development Fund comes from ordinary government revenue which is drawn from value added tax (VAT) on foodstuff, clothing, books among others; income tax (PAYE); Licenses and customs excises duty on imported and manufactured goods and many other taxes.

With regard to beneficiaries' roles in utilisation of CDFs, Gikonyo (2008) explained that CDFs are participatory funds. For them to succeed, members of the public and community groups must be involved in all its stages. It is the responsibility and right of every citizen to ensure CDF money is well spent by being informed, participating in CDF meetings in their location and constituency, supporting CDF projects, monitoring CDF projects and reporting cases of abuse. Consequently, community members needed to be abreast of their roles in the utilisation of CDFs.

The findings on community members understanding on CDFs are in line with other studies and not in line with some other studies. Evangelical Fellowship of Zambia and Micah Challenge Zambia (2013) in their study on CDFs found that 30 % of the respondents had never heard of CDF while 70% of the participants were aware of the constituency development funds. Malama (2009) also revealed that in Kabwata Constituency 74.7% of the participants were aware of CDFs. Kimani *et al* (2009) contended that information dissemination on CDFs is very important because it enhances awareness on CDF among local communities. Awiti *et al* (2013) also opined that that increased access to information by the public can deter the misuse of funds meant for the delivery of social services at the local level as in the case of constituency development funds.

Other studies conducted on constituency development funds obtained similar results as what this study obtained. Evangelical Fellowship of Zambia and Micah Challenge Zambia (2013), in their study on CDFs, found that 30 % of the respondents had never heard of CDF while 70% of the participants were aware of the constituency development funds. This finding is also in tandem with Malama (2009) who revealed that in Kabwata Constituency 74.7% of the participants were aware of CDFs. In

addition, this finding is also in line with the theoretical framework the study adopted. The Good Governance Theory advocates for sharing of information to the public. On the other hand Economic Association of Zambia (2011)'s study on the Impact of CDFs in Zambia established that CDF is not known to most 'ordinary' residents regardless of the extent of their proximity to CDF-funded projects. The study by Caritas Zambia (2011) also found that community knowledge of CDF in most cases was unsatisfactory.

Studies conducted in different contexts yielded a variety of findings on community awareness on constituency development funds. International Budget Partnership (2010) also opined that in Uganda a study carried out by UDN established that more than 87% of the respondents lacked knowledge on constituency development funds. Kenyan National Anti-Corruption Campaign Steering Committee (NACCSC) (2008) report also showed that there was low community awareness on CDFs. Chibomba (2013)'s study in Katuba constituency established that on local knowledge of CDFs most of the community members had heard of CDF. However, they did not have knowledge on the nature of the fund with regard to where it comes from, management and utilisation and how much was allocated.

The implication of the findings on community members' awareness on the theoretical framework that was adopted by this study is that they meet at the point of transparency (information). The Good Governance Theory advocates for the dissemination of information to the general public. The findings on community members' understanding on CDFs revealed that participants were well vested with information on constituency development funds on the nature, source and their roles in utilisation. Larrison (1999) also stated that the sense of empowerment that comes with knowledge are the necessary precursors to accomplishing the stated and implied goals of community development.

From the researcher's point of view, these findings are a positive development on constituency development funds. This is a fund that was introduced by the government to finance developmental micro-projects in addressing socio-economic challenges. They are community centred because it is the community members who must decide the kind of projects they would want to be implemented in relation to local needs. Thus, it is ideal that the beneficiaries of these funds they were

introduced for are well abreast with information regarding their nature, source, access and their roles in utilisation.

### **5.3 Civic Participation in the utilisation of CDFs**

The study established that there is limited community consultation, less involvement and empowerment, inadequate and ineffective ward development committees and politicisation of CDFs utilisation. An interview with thirty-five (35) participants revealed that many of the respondents had never participated in the use of CDFs in the constituency as indicated in Table 2. They stated that their leaders had never engaged them in the use of Constituency Development Funds. Out of thirty-five (35) respondents only five (5) pointed out that they participated. Three (3) respondents participated on expertise basis, one (1) respondent participated both on expertise and community basis and another 1 respondent participated as a community member. The largest number consisting of 30 respondents indicated that they had never participated in the utilisation of CDFs in the constituency. The five (5) community members who had participated in the utilisation of CDF indicated that participation was restricted to proposal submission and giving technical advice in the case of line ministries. Monze Central Constituency has 11 wards but only three wards have the structures of ward development committees. The three ward development committees were not effective as well. Politicisation in the utilisation of CDFs is at play as well as indicated by 3 key informants. The dominant political party members have access in participation in the utilisation process of CDFs.

This finding is contrary to the Ministry of Local Government and Housing (2016) CDF Guidelines which provide for the participation of community members in all CDF processes. Zingel (2012) also attested that the CDF process starts by identifying projects at ward level which is supposed be done entirely by the community. This identification is carried out in collaboration of ZDCs and WDCs whose task is to consult the community regarding local needs. The Ministry of Local Government and Housing (2016) CDF Guidelines also stipulate that the implementation of the projects shall involve local community participation in form of labour, both skilled and unskilled and use locally available materials like stones, sand and others as much as possible. For specialised works, the CDFC shall use flexible tender system in the

invitation of tender offers from eligible contractors or suppliers. Preference shall be given to local contractors and suppliers.

The Ministry of Local Government and Housing (2016) shows in CDF Guidelines that CDF Project Cycle on project identification and application WDCs have a very important role to play and that communities shall prepare proposals for submission to the CDFC through WDCs for harmonizing and prioritizing. The closing date for receipt of project proposals shall be 30th April of each year. The Ministry of Local Government and Housing (2016) CDF Guidelines also stipulate that the area member of parliament through their projects sub-committee shall invite ward development committees for proposals during the first quarter of every year by way of advertisements, open meetings and fixing of posters in conspicuous locations such as notice boards of schools, clinics and letters to chiefs, churches and village headmen and public media.

Some of the studies also established similar results on community participation in the utilisation of constituency development funds. Zambia Institute for Policy Analysis and Research (ZIPAR) (2015) also asserted that there is passive community participation in CDF projects. Furthermore, EAZ (2011) revealed that management of CDFs is usually characterised with lack of community participation. The study conducted by Caritas Zambia (2011) also established that community participation in most CDF projects was not in line with CDF guidelines. This was due to partisan attitudes which influenced project identification, selection and implementation. This finding is also not in line with Gikonyo (2008)'s ideal situation in the social audit guide on utilisation of CDFs which shows that CDF is a participatory fund. Thus, community members must be involved in all CDF processes.

The theoretical implication of these findings on community participation is that they are not in line with what theory the advocates for. Participation is one of the key principles of Good Governance Theory as indicated in Figure 1. Participation is a right and an ingredient of development because it allows community members to find solutions on the problems that affect them in the community. Constituency development funds are purely community centred and driven, hence, any form of departure on the principle of participation negatively affects their implementation such as lack of communal ownership of CDF projects and misuse of funds.

From the researcher's point of view the prevailing situation on community participation in the utilisation of constituency development funds as highlighted by the participants is not an ideal situation in the utilisation of CDFs. Going by the provisions of the CDF guidelines all CDF processes must involve the beneficiaries. Furthermore, inadequate and ineffective ward development committees in the constituency posed a danger in the utilisation of CDF because it created a gap between the beneficiaries and policy makers. It is through WDCs that community members are able to deliberate with their leaders on CDF issues but now that some wards did not have them it implied that participation of community members was negatively affected. In addition, the fact that Members of Parliament have remained in-charge of constituency development funds politicisation of these funds will continue. These funds are purely tax payers, hence, each and every constituent must feel free to participate in the utilisation because they do not come with a political tag.

#### **5.4 Accountability in the utilisation of CDFs in the Constituency**

The study established that there is non-disclosure of financial reports, lack of accountability at utilisation, record keeping of approved projects and public role in accountability in the utilisation of Constituency Development Funds. Using one to one interviews and focused group discussions thirty-five (35) community members were asked to state if accountability is there in the utilisation of CDFs in the constituency.

From the findings majority of the respondents revealed that it was lacking. Thirty-two (32) out of the thirty-five (35) participants charged that accountability lacked in the utilisation of constituency development. Some the concerns they highlighted on why they viewed accountability to be lacking in the utilisation of CDFs were that; supervision of works at implementation was the sole task of the Director of Works sidelining the community members who are the beneficiaries. Community members also pointed out that responsible people were not making CDF utilisation process transparent. They did not tell the community the amount of money received and the BoQs technical persons prepared and documentation on the use of the funds. Other community members alluded that accountability was only restricted to the few elite in the community mainly the elected leaders. On the other hand the local authority

had records of CDF expenditure on all approved projects in the constituency as indicated in appendix (iv).

In view of the above discussion, a study by Zingel (2012) on CDFs in three districts of Zambia established that accountability was an issue in the use of CDFs. Zingel (2012) stated that political accountability arrangement exists among five stakeholders which are the CDC, Local Governments, Ministry of Local Government and Housing (MLGH), the Parliament and the Cabinet. It is an upward model of accountability. The constituency development committee is required to deliver minutes for meetings to the Ministry of Local Government and Housing on how the funds are being utilised. This model entails that community members are usually cut from offering accountability in the use of CDFs because everything begins with the CDC going upwards. The accountability model as explained by Zingel (2012) is what is contained in the CDF guidelines.

A study by the EFZ and MCZ (2013) on CDFs in Zambia also revealed allegations of misappropriation of CDFs. EVZ and MCZ (2013) explained that “Lack of transparency throughout the process was shown to lead to increased allegations by the community of the misuse of funds – as citizens were unable to see where and how the funds were used. The major cause of suspicion emanated from the secrecy surrounding the procurement of materials by most of the councils.” This observation is in line with the views that were given out by the participants (community members) in this study. NACCST (2008) also opined that the general lack of transparency in CDF matters was well manifested in lack of open discussion on allocation and use of the fund. Similarly, Caritas Zambia (2011)’s study found similar findings with this study on accountability and stated that:

Corrupt practices are, in the main, sustained by the dominant elected constituent representatives in contract tenders. Allegations and perceptions of prices of materials being inflated by the contracting agents and contractors, and connivance with elected constituent representatives are widespread.

Considering one of the tenets of the Good Governance Theory (Figure 1), accountability this finding has departed from what the theory advocates for. Good Governance Theory advocates for accountability. Accountability as a feature of good governance holds policy makers and other stakeholders answerable to community members. It is anchored on dissemination of information pertaining utilisation of

CDFs. It aims to ensure that adequate information concerning how decisions are made and expenditure is done are made known to the beneficiaries so that they know how their money has been used.

From the researcher's point of view, accountability concerns make it difficult for CDFs to achieve their intended goals. Where accountability lacks these funds are subject to misappropriation. An area of concern in accountability lies in the constituency development guidelines. CDF guidelines have loopholes because they only consider accountability from CDFC to the Minister. Community members are not very much considered going by the model of ensuring accountability. Everything starts from the constituency development committee by submitting minutes and other documents to the Minister yet beneficiaries are sidelined. It gives no room, for instance, whistle blowers who might have discovered embezzlement of the funds. It is also interesting to note that the local authority has good records of CDF projects.

A Progress Status for CDF Projects 2012-2014 and 2017 CDF for Monze Central Constituency ending August 2018 was made available, (Appendix iv). The report was detailed and the following information was showing on it; Ward name, Chiefdom, Name of the project, Sector under which project is, CDF Year the project was adopted, Project sum allocated, amount spent, project balance, progress on works and comments (complete or incomplete) and amount of funds for all funds. The report was well outlined to make it easy when making follow-ups on CDF projects.

The researcher noted that what was not clear was whether community members were availed with such kind of information because this was an important aspect of accountability. The researcher felt that if such reports were availed to community members doubts on accountability would have been minimised. The Local Authority would do much better to sensitize community members that those interested in knowing how funds were being utilised were free to do so by a way of requesting in writing. From these illustrations accountability in the utilisation of CDFs has remained an issue more especially at implementation stage because very few people are involved in CDF processes. CDF information should not be treated as classified information.



### **5.5 Socio-Economic Impact of CDFs in the Constituency**

The study established that there was infrastructure development, group empowerment, inadequate funds and limited impact. Using one to one interviews and focused group discussions forty-seven (47) participants revealed that CDFs had a positive contribution in terms of development in the constituency. Benchmarks of CDFs in the alleviation of socio-economic challenges in the constituency were seen amidst low community participation. The progress status for Constituency Development Funds Projects (2012-2014 and 2017) for August 2018 obtained from the Local Authority revealed that there were a number of projects being implemented (Appendix iv).

A site visit on fact finding mission by the researcher found a number of physical structures which were funded through CDFs and were currently serving the community. The researcher identified the following structures; Monze Mission Hospital Mortuary (Expansion and shelter), Chibuyu Police Post, Hill Top Police Post, Manungu Market, Hamusonde Market, wiring of Sichiyanda Primary School and many others. Appendix (iv) shows Humusonde Market in operation in Monze Urban ward.

Constituency development funds had also been utilised to fund empowerment groups that were involved in various generating income activities such as livestock rearing. Women and youths were empowered and in turn they were able to have income to use in their households. However, in the 2017 CDF funding group empowerment was not allocated any funds but only projects of communal benefits were considered because it was discovered that some misappropriated the funds. Despite playing a role in infrastructure development and group empowerment constituency development funds were inadequate. It took a lot of time to complete adopted projects. The report obtained on the progress status of CDF projects showed that some projects had dragged in completion due to inadequacy funds and were included in the 2017 approved projects for completion. The size of the constituency also made CDFs to have a limited impact. Monze central constituency is an urban and rural constituency at the same time. It is vast and its population is big. Consequently, these factors made its impacts limited compared to the other two rural constituencies in the

district. One key respondent also stated that CDF impact in the constituency was minimal compared to the other two constituencies in the district.

In view of the discussion of above, Evangelical Fellowship of Zambia and Micah Challenge Zambia (2013) established that from the time CDFs were introduced in Zambia there have been a significant number of CDF projects which have had a positive impact at community level to the delight of citizens. In line with the findings, Economic Association of Zambia (2011) also established that:

“in spite of the constraints facing the CDF in general, however, there are some obvious benefits emanating from the implementation of the programme. The construction of classroom blocks, electrification of schools, and construction of teachers’ houses have positively contributed to increasing enrolments, upgrading schools, and enabling pupils to continue to higher grades as well as to promoting a conducive learning and teaching environment. The construction or rehabilitation of clinics is making medical services more accessible, while the construction of roads is facilitating people’s movements as they engage in social and economic activities.”

Kakungu (2013)’s study, titled Resource Allocation Model for the Constituency Development Fund which was commissioned by ZIPAR, also established that one size fits all allocation formula of CDF across constituencies is not ideal because some of constituencies are more deprived in terms of development than others.

Despite having inadequate funds and limited impact infrastructure development, CDFs are responsive. CDFs responded to the needs of the constituents in the alleviation of social economic issues. This finding is consistent with the principle of responsiveness of the Good Governance Theory. Responsiveness is underpinned on the provision of real needs of the communities. These are needs that affect communities in their everyday lives.

From the researcher’s point of view, constituency development funds as indicated by other authors play a number of roles in the alleviation of socio-economic challenges. However, there is need to avoid fragmentation of CDFs so that few projects can be adopted and completed within the shortest possible time. This is because CDFs are usually not enough going by what has been revealed where in some instance it has taken to almost a decade to complete projects. This has been further negatively affecting the impact of the projects because they turned into white elephants and yet funds were used. The non-funding of empowerment of groups in the 2017 funding to focus on projects with communal benefits was well calculated. Evidence showed that

some of the groups disbanded after receiving the funds and there was no trace that the funds were utilised for intended purpose. CDFs are tax payers, thus, they must be put to good use. Consequently, any project that does not benefit the community members should not be funded because doing so it will be a waste of scarce resources.

## **5.6 Chapter Summary**

This chapter has presented the discussions of the findings based on the findings presented in chapter four. The discussions were based on the four objectives that underpinned this study. The next chapter will discuss the conclusion and recommendations of the study arising from the findings. It will also make recommendations for further research.

## **CHAPTER SIX**

### **CONCLUSION AND RECOMMENDATIONS**

#### **6.1 Chapter Overview**

The chapter presents the conclusion, recommendations and suggestion for further research.

#### **6.2 Conclusion**

Constituency Development Funds are devolved funds that are meant to help communities to finance micro projects initiated by communities. They are required to respond to community local needs. The study was centred on utilisation of Constituency Development Funds in Monze Central Constituency. It investigated whether there is Community Awareness, Civic Participation and Accountability in the utilisation of constituency development funds. The study also ascertained if constituency development funds are used to alleviate socio-economic challenges in the constituency.

The study also concluded that many community members were aware of CDFs. They possessed basic information on CDFs. The study also concluded that there was low community participation in the use of constituency development funds and that civic leaders did not invite community members for community meetings to decide on how the funds should be used. Community members also revealed that there is no accountability and were generally not satisfied on accountability in the use of the funds. This was attested by civic leaders and CDF committee members who pointed out that at implementation stages accountability was poor. Furthermore, constituency development funds have positive socio-economic impact in the constituency and that they are usually inadequate to complete adopted projects.

#### **6.3 Recommendations**

Based on the research findings the following are the recommendations;

- i. Publicity on CDFs should continue in the constituency.
- ii. Civic leaders must engage the electorates before they go into the full council meetings to approve the CDF projects to give more room to wider consultations.

- iii. All the 11 wards should have ward development committees to allow decentralisation in the use of constituency development funds in Monze Central Constituency.
- iv. Utilisation of Constituency Development Funds should be depoliticised to allow all constituents to participate.
- v. Accountability at implementation stage should be promoted through community participation and availing of information.
- vi. Funding for CDFs should be increased because there are a lot of developmental needs that require financial resources in the constituency.

#### **6.4 Recommendation for Further Research**

The contemporary world is shaped by research work, hence, research is an ongoing activity. There is no problem that has been exhaustively researched on. Constituency Development Funds are a serious subject area for research despite many studies done on them. A lot of funds are being allocated in CDFs in every fiscal year and these have been seen in various countries where this scheme exists. There is need to carry out further research on Constituency Development Funds from other perspectives as indicated below;

- i. **The influence of Members of Parliament in the Utilisation of CDFs.** There is a view that some of the challenges implementation of CDFs face emanates from bulldozing by Members of Parliament in the CDF processes. In Zambia, the 2016 Amended Constitution had outlawed the involvement of MPs in CDF management but they went against this provision. Hence, they tabled a motion in parliament to have them allowed to be managing CDFs. Consequently, a Statutory Instrument was signed that allows MPs to be part of the stakeholders managing CDFs.
- ii. **Constituency Development Funds as a Campaign Tool for Political Mileage.** Stakeholders and scholars have indicated how CDFs are used for political mileage. In the Zambian context parliamentarians have always castigated the Executive organ of government for not disbursing CDFs to opposition strongholds so that they seem not be working and delivering the needed development to their constituents.

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## APPENDICES

### Appendix I: Interview Schedule for policy makers

#### Community Awareness, Civic Participation and Accountability in the utilisation of Constituency Development Funds in Monze Central Constituency

Venue: \_\_\_\_\_ Interview Number: \_\_\_\_\_ Date of Interview \_\_\_\_\_

Time: \_\_\_\_\_ Name of Organization: \_\_\_\_\_

Designation: \_\_\_\_\_

*Question 1:* Are the constituents aware of the existence of constituent development funds in the constituency? Yes or No. If Yes or No give further illustration.

*Question 2:* Constituency development funds are devolved funds which are anchored on community awareness. What mechanisms have you put in place to ensure that each and every member (eligible voter) in the constituency is fully aware of the existence of these funds?

*Question 3:* At what level of participation are community members engaged in the utilisation and management of constituency development funds in the constituency?

*Question 4:* What activities are community members engaged in as a way of empowerment in the utilisation of constituency development funds in Monze Central? Illustrate by giving examples.

*Question 5:* What kind of evidence is there to show that community members participate in the utilisation of CDFs in the constituency?

*Question 6:* How would you describe the level of community empowerment in the utilisation of CDFs in Monze Central Constituency?

*Question 7:* To what extent do Constituency Development Funds alleviate of poverty in Monze Central Constituency?

*Question 8:* Is there accountability in the utilisation of CDFs in the constituency? Yes or No. Give further elaboration on your answer.

*Question 9:* What mechanisms have been put in place to ensure that there is accountability in the utilisation of CDFs in the constituency? List any.

*Question 9:* What are some of ways in which Constituency Development Funds have been used to address socio-economic challenges in the constituency at least in a time frame of 3 years ago in the financial years 2012-2014? You can give examples.



*Question 10:* In your own observation, do you think CDFs are responsive to local development needs? Elaborate your answer.

**Appendix II: Interview Guide for community members (Focused Groups)**

**Community Awareness, Civic Participation and Accountability in the utilisation of Constituency Development Funds in Monze Central Constituency**

Venue: \_\_\_\_\_ Designation: \_\_\_\_\_

Time: \_\_\_\_\_ Organization: \_\_\_\_\_

Interview number: \_\_\_\_\_

Date of Interview: \_\_\_\_\_

*Question 1:* What are constituency development funds?

*Question 2:* Who finances Constituency Development Funds? Or what is the source of CDFs?

*Question 3:* As a community member what is your role in the utilisation of CDFs in your constituency?

Question 4: Who is involved in CDF?

*Question 5:* CDFs are devolved funds, have you ever participated in their utilisation of these funds in your constituency in any form? Yes or No. Give more information in reference to your answer.

*Question 6:* What forms of participation have you taken part in the utilisation of CDFs in your constituency?

*Question 7:* Do your civic leaders invite you to community meetings to decide on how CDFs should be utilised in terms of proposing the projects to be financed through CDFs? Yes or No?

*Question 8:* Do you think there is adequate community participation by the community members in deciding how CDFs should be utilised in the constituency? Yes or No. Give reasons for your answer.

*Question 9:* Is there accountability in the utilisation of constituency development funds in the constituency? Yes or No. Give details to your answer.

*Question 10:* As a constituent what is your role in ensuring that there is accountability in the utilisation of CDFs?

*Question 11:* What roles do CDFs play in the alleviation of socio-economic challenges in the constituency?

*Question 12:* Is there any positive contribution CDFs have brought in the constituency in addressing socio-economic challenges? Yes or No. Give more illustration with reference to your answer.

*Question 13:* What recommendations or remarks would you give in relation to the utilisation of CDFs in Monze central constituency?

### **Appendix III: Interview Schedule for area Member of Parliament**

#### **Community Awareness, Civic Participation and Accountability in the utilisation of Constituency Development Funds in Monze Central Constituency**

Venue: \_\_\_\_\_

Date of Interview \_\_\_\_\_

Time: \_\_\_\_\_

*Question 1:* As a Member of Parliament for Monze Central Constituency how do you view community awareness on Constituency Development Funds? Satisfactory or not satisfactory? Give an explanation to your answer.

*Question 2:* What mechanisms have you put in place in ensuring that community members are fully aware of constituency development funds?

*Question 3:* Is there community participation in the utilisation of constituency development funds? Yes or No. Give more details to your answer.

*Question 4:* What forms of community participation are there for community members in the utilisation of CDFs in Monze Central Constituency?

*Question 5:* Is there accountability in the utilisation of constituency development funds? Yes or No. Illustrate on your answer.

*Question 6:* What is your role in ensuring that there is accountability in the utilisation of constituency development funds?

*Question 7:* What mechanisms have you put in place in the enhancement of accountability in the utilisation of CDFs in the constituency?

*Question 8:* You have been a Member of Parliament for Monze Central Constituency for about three terms now. To what extent have CDFs alleviated socio-economic challenges in Monze Central Constituency?

*Question 9:* Is the allocation for constituency development funds enough in alleviating socio-economic challenges at the local level in the constituency?

**Appendix IV: Monze Town Council: Progress Status for CDF projects 2012-2014 and 2017 CDF Funding Monze Central Constituency (August 2018)**

SN	WARD	Chiefdom	Name	Sector	CDF Year	Project Sum	Amount Spent	Project Balance	% Progress
1	Hatontola	Moonze	Namilongwe primary School completion of 1x4 CRB	Education	2014	ZMK 90,000.00	ZMK 88,527.00	ZMK 1473.00	95%
2	Mayaba	Moonze	Action Kabanana Community School: Construction of 1x2 Classroom Block	Education	2014	ZMK 50,000.00	ZMK 45,455.00	ZMK 4,545.00	25%
3	Ufwenuka	Ufwenuka	Mulongaalwiili Rural Health Centre: Construction of clinic building	Health	2013	ZMK 74, 846.00	ZMK 74, 846.00	ZMK -	100%
4	Hufwa-Hamapande	Moonze	Kabanga Basic School: Construction of a 1x2 Classroom Block	Education	2014	ZMK 30,000	ZMK 29,052.00	ZMK 948.00	25%
5	Bbombo	Moonze	Bbombo Community School: Completion of 1x3 CRB	Education	2014	ZMK 110,000.00	ZMK 110,000.00	ZMK -	100%
6	Chisekesi	Moonze	Sichiyanda Primary School Electrical Wiring of 1x3 CRB	Education	2014-2017	ZMK 38,000.00	ZMK 25, 982.00	ZMK 12,018.00	85%
7	Katimba	Moonze	Hamunyangwa Community School: Construction of 1no. Staff House	Education	2014	ZMK 40,000.00	ZMK 40,000.00	ZMK -	85%
8	Chipembele	Moonze	Chipembele Primary School:construction of 1 no. Staff house	Education	2014	ZMK 40,000.00	ZMK 38,941.00	ZMK 1,059.00	80%
9	Chipembele	Moonze	Chiyobola Primary School:Completion of 1no. Staff house	Education	2014	ZMK 25,000.00	ZMK 24,009.00	ZMK 991.00	75%

10	Chipembele	Moonze	Namakube Primary School: Construction of 1x3 CRB	Education	2014, 2017	ZMK 200,000.00	ZMK 129,000.00	ZMK 71,000.00	75%
11	Manungu	Moonze	Manungu Market Committee: Construction of water borne toilets, Improving Water System at Manungu Market	Infrastructure	2014, 2017	ZMK 105,000.00	ZMK 105,000.00	ZMK -	0%
12	Manungu	Moonze	ZCA Clinic (Neighbourhood Health Committee): Completion of clinic building	Health	2014	ZMK 130,000.00	ZMK 72,267.90	ZMK 7,732.10	80%
14	Mayaba	Moonze	St. Mary's Rural Health Centre Connection to ZESCO	Health	2014	ZMK 59,595.00	ZMK 46,565.00	ZMK 12,030.00	0%
15	All	All	Contribution to Construction of Bus Station under KFW: Construction of Bust Station	Infrastructure	2013	ZMK 200,000.00	ZMK 181,120.00	ZMK 18,880.00	0%
16	All	All	Completion of railside Bus station: Completion of Ablution Block, Fencing and Paving	Infrastructure	2013	ZMK 100,000.00	ZMK 98,930.00	ZMK 1,070.00	0%
17	Mayaba	Moonze	Mulumbwa Drift Construction Committee of a Drift	Infrastructure	2013, 2014	ZMK 115,800.00	ZMK 7,931.00	ZMK 107,869.00	15%
18	Monze Urban	Moonze	Fairview Police Post: Construction of a Police Post in Fairview Residential Area	Community Service	2017	ZMK 150,000.00	ZMK 25,042.30	ZMK 124,957.70	20%
19	All	All	Front Front-End Loader: Procuring of Front-End Loader	Roads	2017	ZMK 200,000.00	ZMK -	ZMK 200,000	0%

**Appendix V: Monze Central Constituency Proposed Projects for Approval for 2017 Funds**

<b>SN</b>	<b>Ward Name</b>	<b>Applicant</b>	<b>Project Name</b>
1	Chimpembele	Community	Construction of Chikonga- Rusangu Bridge
2	Chimpembele	Namakube School	Completion of 1x3 CRB
3	Chisekesi	Sichiyanda School	Completion of on-going electrification of 1x3 CRB
4	Chisekesi	Community	Construction of Chisekesi Market
5	Chisekesi	Community	Rehabilitation of Simukale Feeder Road
6	Ufwenuka	Community	Rehabilitation of Choobe-Chikuni Road (6km)
7	Ufwenuka	Community	Rehabilitation of Chisekesi- Chikuni Road
8	Ufwenuka	Community	Completion of Nalucha School 1x3 CRB
9	Monze Urban	Community	Construction of the ablution block at Hamusonde Market and Improving the water system
10	Manungu	Community	Improving the water system at Manungu Market
11	Manungu	Community	Rehabilitation of Miyoba Road (10km)
12	Manungu	Community	Rehabilitation of Manungu Police Station
13	Bbombo	Community	Rehabilitation of Nkandela-Pemba Road
14	Hatontola	Community	Rehabilitation of Hamoonga Dam
15	Hatontola	Community	Rehabilitation of Silwili Road to the shed
16	Mayaba	Community	Rehabilitation of Kasalala and Mulongangoma Bridges
17	Hamamvwa	Community	Roofing of teacher's house using the Nalucha rejected iron sheets
18	Hamamvwa	Sinundwe school	Rehabilitation of Kazungula Bridge
19	Hufwa/Hampande	Community	Rehabilitation of Feeder Road from Monze to Hamapande Maize Shed

20	Hufwa/Hampande		Rehabilitation of Habulongo Dam
21	Katimba	Community	Rehabilitation of Katimba and Nabulanda Dams
22	All wards	Committee Members	Procuring of Front End Loader Machines

**Appendix VI: Hamusonde Market Funded built using CDFs**



**Appendix VII: Construction of an Ablution Block at Hamusonde Market using CDFs for 2017 funding**

