

**COMMUNITY PARTICIPATION IN CONSTITUENCY DEVELOPMENT  
FUND (CDF) PROJECTS IN LUSAKA CITY: THE CASE OF KANYAMA  
CONSTITUENCY (2008-2013)**

**BY**

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## **DECLARATION**

I, PHADALESS PHIRI, declare that this dissertation represents my own work and that it has not been previously submitted for a degree, diploma or other qualifications at this or another university.

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## CERTIFICATION OF APPROVAL

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## **DEDICATION**

To my parents Obister Phiri and Lakelo Phiri

## **ABSTARCT**

The study examined the nature and level of community participation in Constituency Development Funded projects (CDF) in Kanyama Constituency of Lusaka City. In 1995, the Constituency Development Fund (CDF) was initiated in Zambia. The purpose of CDF is to provide local authorities with discretionary funds whose utilisation is solely for the provision of social services. CDF utilisation was expected to occur within a socially inclusive participatory framework. Since 1995, all the districts in Zambia have been eligible to receive the funds (Ministry of Local Government and Housing, 2006).

The general objective of the study was to investigate the nature and level of community participation in Constituency Development Funded projects (CDF) in Kanyama Constituency. The specific objectives of the study were; to find out the nature of community participation in the identification, implementation and monitoring of CDF projects in Kanyama Constituency; to establish the level of community participation in the identification, implementation and monitoring of CDF projects in Kanyama Constituency; to establish factors accounting for the level of community participation in CDF projects in Kanyama Constituency.

The sample size of this study was 300 household respondents residing in Kanyama Constituency. They consisted of 100 respondents from each of the wards in the Constituency namely, Kanyama, Harry Mwanga Nkumbula and Munkolo Wards. There was also one official from the Lusaka City Council and eight local leaders. Purposive sampling was used for key informants and informed respondents while systematic random sampling was used for household respondents. Both primary and secondary data were used for this research. Qualitative and quantitative data was also used for the study.

The study found that community participation takes on different forms at different stages of the CDF project processes. The nature of community participation for the majority of local communities in CDF projects is generally limited to consultation and use of unskilled labour. Local communities are generally not actively involved in project identification, implementation and monitoring processes. The study found that the factors accounting for the level of community participation in CDF projects included lack of awareness and knowledge of CDF, lack of awareness about the right and opportunities for participation, inadequate information dissemination, poverty and poor community attitudes towards participation.

The study recommends that local communities should be sufficiently sensitised to play an active role in the CDF process, in this regard, sub-district structures such as WDCs, ADCs, and RDCs will need to take up the responsibility of sensitising local communities to enable them make informed decisions.

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## **LIST OF ABBREVIATIONS/ACRONYMS**

AIDS	Acquired Immune Deficiency Syndrome
CBD	Central Business District
CDCC	Constituency Development Coordinating Committee
CDF	Constituency Development Fund
CSO	Central Statistical Office
DDCC	District Development Coordinating Committee
DSA	District Situational Analysis
EAZ	Economics Association of Zambia
EFZ	Evangelical Fellowship of Zambia
GRZ	Government of the Republic of Zambia
MFNP	Ministry of Finance and National Planning
MoLGH	Ministry of Local Government and Housing
MP	Member of Parliament
NGOs	Non-Governmental Organisations
PDCC	Provincial Development Coordinating Committee
SAG	Sector Advisory Group
WDC	Ward Development Committee
ZGF	Zambia Governance Foundation

# CHAPTER ONE

## INTRODUCTION

### 1.1 Introduction

Decentralisation of local governance is popularised as a means of not only extending government to the lowest possible level but also as means of legitimizing governance processes. It is championed as a means to improve service delivery and promote participatory democracy and decision making (Government of the Republic of Zambia, 2002). Decentralisation facilitates development because of flexibility, accommodation, adaptability and learning which do not exist in a centralized blueprint approach. This is to say that local governments are much more effective than central governments in providing opportunities for citizens to participate in the political life of their community. More critically, decentralisation protects freedom by dispersing government power and creating a network of checks and balances as peripheral bodies check central government as well as each other.

This dissertation examined the nature and level of community participation in Constituency Development Fund projects in Lusaka City, specifically in Kanyama Constituency from 2008 to 2013.

### 1.2 Background

Since attaining her independence in 1964, Zambia has undertaken what may be construed as decentralisation programmes, all aimed at bringing about development. According to Dresang (1975:92), at independence Zambia inherited a disjointed administrative structure comprising a “diffuse collection of government departments enjoying a large measure of autonomy and only loosely controlled by any central, coordinating body, whether bureaucratic or political.” The government was faced with the challenge of transforming the inherited structure “into a dynamic local governance framework that could facilitate sustainable public participation” (Chikulo 2009:98).

After independence, the government began to carry out reforms aimed at transforming the inherited government structures so as to enhance local government and public participation in development initiatives. Hampwaye (2008:348), points

out that, “Since independence in 1964 the Zambian government has made various efforts to decentralise. The decentralisation efforts have included a mixture of the major types of decentralisation, namely de-concentration, delegation and devolution.”

In 1994, a motion was moved on the floor of the Zambian Parliament regarding budgetary allocation for constituency projects, The motion called for “a provision of not less than “K500, 000,000, (US\$ 100,000) in real terms, for development projects directly decided upon by the people in each constituency and that such funds be disbursed through district councils (National Assembly of Zambia 1994:1053).” The CDF in Zambia was approved by Parliament in 1995 for the implementation of community based projects which would in the long term improve the socio-economic wellbeing of the constituents (GRZ 2006:1). It was introduced within Zambia’s wider decentralisation drive as a public fund to target development projects at the grassroots level. It is situated within the local government framework and was set up by the government to mitigate poverty and to harmonise the spread of development throughout the country, with the aim of ensuring that a portion of the annual government revenue is earmarked for constituencies to finance development projects on a priority basis arrived at by members of a constituency. According to Chileshe (2011), CDF is one of the most significant transfers disbursed annually to the 150 constituencies. In 2006, the budgetary allocation for CDF was approximately US\$ 13,000 per constituency and has risen to approximately US\$ 200,000 per constituency in 2012 (National Assembly of Zambia 2012). Since 1995, all the districts in Zambia have been eligible to receive the funds (Ministry of Local Government and Housing, 2006)

The CDF was introduced as an innovative method “to tackle poverty at the grassroots through financing development at constituency level through elected Members of Parliament” (Kaduuli 2008). Chinsinga (2009:10-11) points out that “CDF is entrenching the salience of the constituency service function role of parliamentarians because they are able to conform to community’s developmental expectations since they are now able to implement small-scale patronage driven developments in their respective constituencies”. As espoused by (Francis *et al* 2009: 5), CDF is meant to provide resources to be used in the development of communities to give them a choice to maximise their welfare in line with their needs and preferences. The fund

targets to redistribute national resources to the community in order to alleviate poverty; as well as bring facilities and services closer to the people; and elevate the standard of living of local communities. It seeks to avail resources to local communities to fund development projects at constituency level and to ultimately achieve bottom up development. Apart from the objective of poverty reduction CDF is also aimed at enhancing people's participation in decision making processes; promoting good governance; and promoting transparency and accountability (Francis *et al* 2009: 11).

It is worth noting that Constituency Development Funds (CDFs) represent a form of proximal governance and policy making within the framework of decentralized development. In this framework, Members of Parliament (MPs) and local government are assumed to be the primary agency of providing social services to communities. This, it is argued, can result in an effective means of enhancing the quality of life of local communities and, thus contributing to the promotion of sustainable livelihoods.

According to the Centre for International Development (2005), Constituency Development Funds (CDFs) represent a development policy framework that seeks to meet the immediate social needs of local communities and are operational in nearly twenty-three (23) countries. In Africa, these countries include Tanzania, Uganda, Zambia, and Zimbabwe Malawi, Kenya, Ghana, Liberia, Nigeria, Rwanda, Namibia and Southern Sudan. From Asia, these countries are Bhutan, Malaysia, Nepal, Pakistan, Mongolia and India. Others are Honduras, Jamaica, Papua New Guinea, Philippines Solomon Islands. In all these aforementioned countries, CDFs represent locally-based development funding provisions that channel money from central government directly to electoral constituencies for local infrastructure projects. Nonetheless, the form of CDF differs, both between and sometimes even within, countries, in terms of the amount, allocation principles and utilisation.

In Malawi, for example, CDF is meant to respond to immediate, short-term community development needs and ensure that rural development spreads evenly throughout the country. In Kenya the rationale of CDF is to promote development and alleviate poverty at constituency level;

In Uganda, CDF is meant to address poverty at the grassroots level, where other government poverty reduction policies have not been able to succeed more fully;

In Jamaica, it is to promote human and infrastructure development at the community and constituency levels' and to 'empower the Members of Parliament to respond to the needs and priorities articulated by their constituents, thereby achieving improved governance at the local level.

The rationale for CDF in Zambia is to provide MPs and their constituent communities with the opportunity to make choices and implement projects that maximise their welfare in line with their needs and preferences. It was established in order to assist MPs in implementing development projects so that they can financially contribute to development projects as they have no finances to do so. The incumbent MP is empowered to manage the CDF within the framework of some guidelines. The Guidelines on the Utilisation and Management of the Constituency Development Fund were introduced by the Ministry of Local Government and Housing in the absence of specific legislation to guide the use of CDF (Ministry of Local Government and Housing 2006).

The projects to qualify for funding under CDF are to be developmental in nature and are supposed to be beneficial to various stakeholders in the district. It should be noted that project selection is very critical for the success of any developmental project. Projects which are financed by the CDF are preliminarily chosen by constituency development committee (CDC) and local community (MoLGH, 2006). CDF guidelines provide a range of projects that are eligible to receive funding. Broadly speaking, projects eligible to receive funding include water supply and sanitation, roads, agriculture, education and health, social amenities, sports and recreation and other economic activities. CDF guidelines give a lot of flexibility in terms of project eligibility. However, qualifying conditions that the local communities consider critical could justify utilisation of the CDF on such projects and programmes.

### **1.3 Statement of the problem**

Government has provided the Constituency Development Funds (CDF) through which the constituents can come up with projects to reduce the levels of poverty and

improve the quality of their lives (MoLGH, 2006). This is a type of decentralised government funding that is supposed to deliver goods and services directly to constituents by providing additional funds for local community development, outside line ministries. CDF represents the tenets of decentralisation as an engine for community development in that it is about financing development initiatives at the community level through decentralisation of funds and decision making to the local level. The constituency development fund (CDF) is guided by CDF guidelines.

The CDF guidelines provide for community participation in the identification, implementation and monitoring of CDF-funded projects. These funds are required to meet the immediate social needs of local communities by allowing them to participate in the process by identifying, implementing and monitoring the infrastructural projects to be implemented in their own communities. However, concerns have been raised about community participation in identification, implementation and monitoring of projects funded under Constituency Development Fund (CDF). The question therefore is to what extent do communities participate in CDF projects in Kanyama Constituency?

## **1.4 Study objectives**

### *1.4.1 General objective*

To investigate the nature and level of community participation in Constituency Development Fund projects in Kanyama constituency.

### *1.4.2 Specific objectives*

1. To find out the nature of community participation in the identification implementation and monitoring of CDF projects in Kanyama Constituency.
2. To establish the level of community participation in identification implementation and monitoring of CDF projects in Kanyama Constituency.
3. To establish factors that account for the levels of community participation in CDF projects in Kanyama Constituency.

## **1.5 Research Questions**

1. How do local people participate in the identification, implementation and monitoring of CDF projects in Kanyama Constituency?

2. What is the level of community participation in identification implementation and monitoring of CDF projects in Kanyama Constituency?
3. What factors account for the levels of community participation in CDF projects in Kanyama Constituency?

### **1.6 Significance of the study**

The significance of this research lied in its attempt to examine the nature community participation in CDF projects and the level of the participation. The findings from the study provided information about the role that the community plays to ensure effective community participation in CDF projects. The information gathered from the study will also draw useful conclusions for relevant policy makers with regard to designing changes to streamline the CDF management and utilisation to enhance more participation. It enables them broaden their understanding of community participation in decision making, implementation and monitoring of CDF projects and its importance to community development, as well as national development. This, therefore, stimulates a growing interest and appreciation of the role community participation can play in fostering development in general. The research builds on the existing literature and theories pertaining to CDF and community participation and ultimately contributing to the body of scientific knowledge.

### **1.7 Scope of the Study**

The study investigated the nature and level of community participation in CDF projects in Lusaka city. Lusaka city is composed of seven constituencies that comprise thirty-three wards. To illustrate the nature of community participation in CDF projects an in-depth study was undertaken in Kanyama constituency. Kanyama constituency is composed of three wards; Kanyama Ward, Harry Mwanga Nkumbula Ward and Munkolo Ward. Kanyama constituency shares her borders with three other constituencies; to the north is Matero constituency, to the eastern side is Kabwata and to the south east is Chawama constituency. Locating Kanyama physically, it is bounded by Lusaka-Mongu (also known as Mumbwa) road on the northern side, Lusaka- Livingstone (Kafue) road on the eastern side and Makeni road on its southwestern boundary.

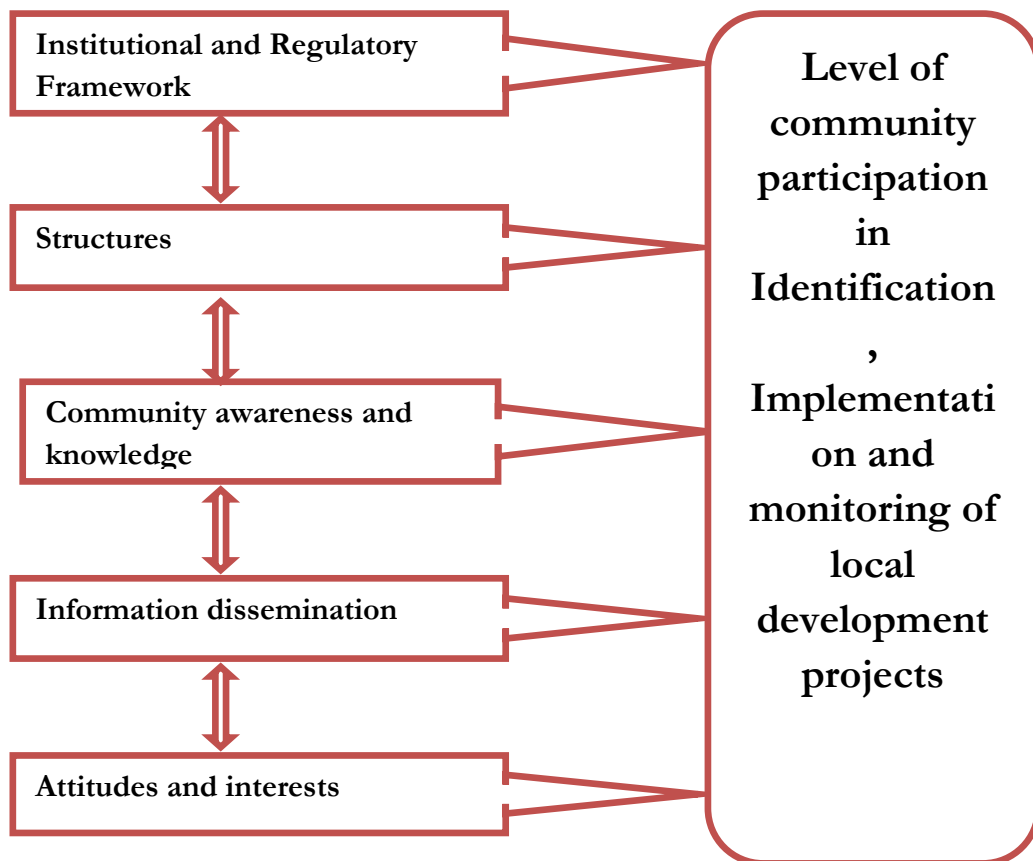
## 1.8 Conceptual framework

The study used a conceptual framework on Community participation in local development projects that focused on the main factors that may affect community people's participation in development projects especially in identification, implementation and monitoring stages.

**Figure 1.1: Conceptual Model for Community Participation in Local Development Projects**

**Independent variable**  
variable

**Dependent**  
variable



In this study community participation is understood as a process in which people take part in decision making in the institutions, programmes and environments that affect them Westergaard (1986). This implies that community participation is the involvement of all those affected by a particular issue in decision making about what should be done and how it should be done. In terms of Local usage, community

participation is conceived as the involvement of community members with similar needs and goals in decision making about issues affecting them.

***Community Participation in CDF projects:*** refers to the involvement of individuals in various activities associated with identification, implementation and monitoring of projects implemented at the constituency level using CDF. Therefore, community participation ought to be concerned with the local people taking part in the activities, projects and services provided in their communities in order for the projects to effectively respond to their needs.

***Community awareness and knowledge:*** refers to members of the community knowing about the existence of CDF projects in their community so that they are able to participate in identification, implementation and monitoring of these projects. It, therefore, follows that if members of the community are aware of the existence of these projects, they are likely to participate.

***Institutional and Regulatory Framework:*** In this study, Institutional and Regulatory Framework refer to the systems of formal laws, regulations, and procedures, guidelines, customs, and norms that shape activity and behaviour of people in the management of development projects. The amiable institutional framework and supportive legal framework of an organization is considered as a precondition for ensuring stakeholders' access in identification, planning and implementation process of its development programs. The institutional structure integrates and widens the scope of all parties involved in successful operationalization of development projects. It instigates and encourages people to participate in development initiatives undertaken by it. In addition, complex regulatory framework acts as deterrent in integrating and elating the community people into local development projects.

***Structures:*** refers to organizations or establishments through which local people can participate in identification, implementation and monitoring of local development projects in their communities such as Area Development Committees and Ward Development Committees. It follows therefore that if communities are not aware of these structures, their participation in development will be hindered.

***Information dissemination:*** means to spreading information, knowledge and opinions widely about development projects at local level. When information is

limited or lacking, community will lack vital information useful for participation in identification, implementation and monitoring of local development projects.

*Attitudes and interests:* tendency to respond positively or negatively towards a certain idea, object, person, or situation. Attitude influences an individual's choice of action, and responses to challenges, therefore community member's attitude will greatly affect their participation in local development projects.

The level of community participation in identification, implementation and monitoring of local development projects therefore, ought to be high when an appropriate institutional and regulatory framework is in place. This is very important in shaping procedures as well as ensuring and protecting the participatory right of community people in local development projects. The institutional and regulatory framework provides the structures with a mechanism to disseminate the right information. Information dissemination affects community knowledge and awareness. But with or without knowledge, participation is also influenced by people's attitudes and interests. Therefore, with a positive attitude, with the right information and knowledge, and the availability of structures and an institutional framework, there will be more participation.

The benefits of involving local people in decision making and implementation in general and local development projects in particular are, therefore that ; local people will have a great amount of experience and insight into what works for them, what does not work for them, and why. They (local people) will be given the necessary knowledge local development projects which will make them be able to contribute to the success of the project. Involving local people will help to increase the resources available for the programme, promote self-help and self-reliance, and improve trust and partnership between the community and the project staff and that the projects implemented will likely address their (local people's) needs. Involving local people in development projects will make them guard jealously infrastructure as they will consider them their own. This, to a larger extent, is likely to reduce vandalism of the infrastructure in their respective communities.

## 1.9 Literature review

There is plethora of literature on local government in Zambia, but there is paucity of literature exclusively focusing on people's participation in CDF process at local level. However, a few research studies have been conducted on people's participation at grass-root development projects. Other works from outside Zambia that are related to the current study were also reviewed. The core findings of those studies are pointed out here.

Madimutsa, (2006) in his dissertation, entitled *Popular Participation in Poverty Alleviation, Activities and Strategies in a Decentralized System of Government: A Case Study of Mumbwa District in Zambia* argues that "devolution of the government enables a variety of lower level government institutions to be established to link local people to vital social services, such as, safe drinking water, housing, education, food and health care". Through a dual system of government decentralisation, a variety of options are offered to the local people in order to participate in poverty alleviation activities. This participation comes either through the deconcentrated sector ministries or institutions of government that are devolved such as the District Council, Ward Development Committees (WDCs), likened to RDCs today, and traditional rulers.

The work by Madimutsa (2006) show that devolved government institutions play a pivotal role in the poverty alleviation activities through the process of employing a variety of participation methods which include, among others, organising meetings with local people where discussions on poverty alleviation are done and strategies of carrying them out. Contributions by the local people are done through provision of local labour towards alleviating local poverty. Activities such as brick moulding and procurement of local materials such as building sand are all part of the contributions from the local people. The work is important but not relevant to the research question being investigated since the focus is on popular participation in poverty alleviation. Nevertheless, lessons are drawn from this review that traditional rulers tend to attract a higher percentage of people to participate in poverty alleviation than any other devolved government institution such as local councils, WDCs or civil society organisations and, therefore, could foster local participation for public service delivery. Further, although his focus is limited only to poverty alleviation in general,

his assertion that WDCs are vulnerable to political interference is justified, as these units which are meant to link the people to local authorities, causes people to shy away from participating in local affairs. The study helps to explain the role of local governance institutions in service delivery, as it demonstrates how important these institutions link the people to municipalities.

Folotiya (2000) in her undergraduate law degree research project report found out that the development of an efficient, transparent, accountable and participative local government will help develop and enhance democracy in Zambia. She observes that “the Zambian government accepts that it needs to decentralise the system of local government as a method of enhancing democracy. The development of democracy and decentralisation of local government are viewed as a means of improving the provision of services by the public sector and thereby the quality of life of citizens” (Folotiya, 2000: P 50).

Further, she argues that leaders and decision-makers are supposed to be accountable to the citizens for their words and actions. She points out that citizens have the democratic right to criticise their rulers, to exercise freedom of association so that demands are made on their rulers and in the end win their support for the policies they advance and by so doing people are able to participate in the democratic process. The 1991 Local Government Act provides for the system of local administration. The elected council represents the citizens and council meetings are convened to make decisions on the provision of services to the public.

Folotiya argues that lack of commitment on the part of central and local government to educate and sensitise the citizens on their civic obligation, is the major cause for lack of participation in local affairs by the citizens. She further argues that central government’s efforts to democratically decentralise local government have led to the deconcentration and not the devolution of decision-making authority. She concludes by stating that these efforts by government to enhance democracy at the local government level have not been effective mainly due to lack of political will from central government.

A report on Fiscal Decentralisation and Local Government Finance in relation to infrastructure and service provision in Zambia by Saasa, O. S, et al. (1999: P 163) reads:

“It is important to observe that, in the Zambian case, observed weaknesses in the level of quality of infrastructure and service provision are sometimes more a function of institutional, organisational, and resource capacity limitations than the absence of regulatory and legislative frameworks. Equally observed are the facts that deliberate flouting of laid down procedures and legislation has been evident at both the level of central government as well as sub-national government authorities.”

Folotiya (2000) concurs with the observation of Saasa (1999) and his colleagues for she argues that the legal framework for an effective local government does exist in Zambia, save for some of the sections that need to be repealed in the 1991 Local Government Act. Some of these critical areas of governance in the section relate to the reduction of central government’s control on local government. She argues that central government’s control on local government has, for example, been exercised through the determination by central government of acceptance of council minutes and resolutions, approving of council bye-laws and property rates. The dissolution of council for failure to function is done by the Minister in charge of local government who performs duties on behalf of central government. The findings in the study by Folotiya provide insights and important lessons on the reform process from the legal standpoint. Her findings also help to explain legislation framework as provided for in the 1991 Act. She argues that the MMD government’s efforts in the reform process aimed at democratizing the local government system for improved local level participation and service delivery. However, Folotiya’s study does not specifically focus on local level participation and decentralisation of service delivery but rather central government’s policy reforms on the democratization of local government system.

Malama, (2009), in his masters dissertation entitled *The Utilisation of Constituency Development Funds (CDFs) in Kabwata: A Participatory Communicative Appraisal* points out that whilst local community involvement in CDF projects is promoted, knowledge about the fund is limited. This ultimately will influence the suitability and appropriateness of projects at a grassroots level, and the ability to achieve sustainable community development. There exists no deliberate communication strategy by the council or the sub district structure to create awareness and encourage residents to participate in CDF projects.

Malama's work is helpful because it reveals the communicative strategies involved in the utilisation of CDF in Kabwata. The current study seeks to investigate the nature of participation.

Musenge (2013) in her masters thesis, entitled *An assessment of the role of participatory planning in the attainment of community owned CDF projects: a case of Butondo street lighting project* observes that, though the CDF community projects (e.g. Butondo street lighting) supposedly adopted a participatory planning approach during its planning and implementation process, it was unable to attain community owned projects, as the planning process had been more of 'rational planning' in nature than 'participatory planning' as purported by the Zambian government. Most interesting still, the research identified a unique pattern of stakeholder's participation during the CDF projects' planning process; the community was just involved during the first stage (project identification) of the planning process and later on was totally excluded from the planning process leaving only the local authority in the process. This type of a planning process (rational planning) resulted into the stakeholders not building strong relationships that would have necessitated for the formation of project steering committees (to spearhead project's activities) and collective actions/decision making. This scenario ultimately results into the lack of 'community ownership' of the implemented CDF project which was evidenced by the desertion or non-participation of the community in the operation and maintenance of the project thus, leaving the entire responsibility to the local authority. In addition, exogenous factors such as CDF guidelines (rules), resources, time and centralized power vested only in the full council committee, also adversely affected the full participation of stakeholders in the process, thus, making the participatory planning process in the form of 'rational planning' The process became more closed, rigid and sequential in nature, and provided for no formation of vital actor relations. This scenario resulted into the lack of community ownership of the street lights project. This lack of community ownership of the street light project resulted into the community vandalising and stealing project's fittings immediately after its implementation by the contractor. This situation made the project non sustainable.

Musenge's work was important to this research because it highlighted some of the challenges faced by the communities in participatory planning process. This research

benefitted from the literature because it sought to find out what factors influence community participation in CDF projects in Lusaka. The research by Musenge focused on the planning process, There was also need to find out if the community was involved in other activities of the project such as implementation and monitoring of the project activities. Therefore, this research sought to fill the identified gaps.

The Evangelical Fellowship of Zambia (EFZ) and Micah Challenge Zambia conducted joint research, with the support of Tearfund, to establish how transparency and participation in the use of the Constituency Development Fund impacted service delivery. The research was carried out in 11 constituencies in six provinces of Zambia between October and December 2012. The majority of positive experiences of CDF and cases demonstrating better use of funds were in constituencies where transparency and participation were key elements of the CDF process. The research found numerous challenges associated with the CDF and which need to be addressed, if it is to have the impact on development. Intended among these challenges were, lack of transparency in CDF processes led to reduced community participation and the loss of funds and materials, awareness of the CDF guidelines was mainly limited to those involved in the CDF process, rather than the wider community. There was a lack of transparency in decision-making as CDF committees did not provide citizens with detailed explanations as to why certain projects were funded or rejected. The procurement of CDF materials was not transparent, arousing suspicion. In most constituencies, the local authorities did not use the suppliers or materials suggested in the CDF application and did not provide an explanation for their choice of supplier. The study found a lack of community participation in the majority of CDF processes, which often resulted in unfinished or inappropriate projects: In some cases, citizens were not aware of CDF procedures or involved in identifying CDF projects. This led to inappropriate CDF projects which were unwanted and left unused.

According to the same findings, the structure of the CDF process creates the potential for undue political interference: The involvement of the MP breaches the principle of separation of powers by conferring parts of the executive function on the legislator. This contributes to political clientelism and means that the MP is managing government funds, rather than representing citizens and holding the executive accountable. The majority of the CDF committee – four members – are

directly 'selected' by the MP, so the committee is not representative of stakeholders in the constituency. Furthermore, less than one per cent of respondents knew of the existence of the CDF committee, which raises questions about accountability.

The work by Evangelical Fellowship of Zambia (EFZ) and Micah Challenge Zambia is important because it highlights numerous challenges, including insufficient transparency throughout CDF processes, lack of community participation and undue political influence exerted by elected representatives. However the factors attributed to this lack of participation are not clearly stated. This research also probed the knowledge, attitude and perception of people in Lusaka district towards participation in CDF projects.

A study by the Economic Association of Zambia (EAZ) 2011 had the objective of assessing the impact of the Constituency Development Fund (CDF) with a view to examining how its processes may be reformed to strengthen local governance structures in order to enhance the implementation of wider fiscal decentralisation initiatives and develop local councils' capacities in the context of sector devolution. According to the findings, the direct impact of CDF funded projects on poverty alleviation was very minimal. Constraints relating to financial resources necessary for effective monitoring of, and in some cases insufficient capacity among communities to undertake income-generating activities greatly undermine the potential for such activities to make a significant contribution to poverty alleviation. Consequently, CDCs were usually afraid to approve projects of income-generating nature especially those relating to the rearing of livestock or poultry such as goats, pigs, and chickens and yet such activities, if properly managed, can have a direct and positive impact on poverty alleviation. It is, therefore, very important that capacity to venture into such projects is ascertained or built before hand in order to guarantee project success. In this respect, the intervention of relevant government line ministries, significant impact on communities. The study also observed that because of this desire by local politicians to get a share of every CDF allocation, many projects are usually given funding in phases, a situation which has resulted in an array of uncompleted projects. Effective monitoring and financial accountability of these projects is adversely affected. Income-generating projects, especially for women's groups, such as chicken rearing and tailoring, are the most notorious with regard to failure and the lack of financial accountability.

The involvement of formal and critical structures in the “official” CDF project approval process is greatly undermined because of the politics and vested interests which characterise the CDF. In this respect, the District Development Coordinating Committee (DDCC) and its Planning Sub-Committee is largely used to rubberstamp decisions that have already been made by the politicians - MPs and councillors - and their supporters. Their role to scrutinise proposed projects and to carry out desk and field appraisal is largely ignored. The influence of MPs has, in some instances, resulted in the implementation of good community projects.

The work by EAZ is important because it shows the impact of CDF on reduction of poverty in Zambia and it further reveals constraints to achieving the desired impact of CDF on poverty alleviation among this was a lack of community participation. It, however, does comprehensively highlight the factors that account for poor participation in CDF projects which this research seeks to investigate.

### **Experiences outside Zambia**

Otieno (2013) *Deepening Democracy at the Grassroots Level: Citizen Participation in State Devolved Funds (CDF) In Kenya* explains recurrent pitfalls faced by the CDF program in its attempts to establish democracy at local levels through enhanced citizen participation. The research findings reveal major structural shortcomings within the CDF which are antithetical to citizen participation within the CDF program. The primary structural misnomer bedevilling the CDF program is powers (functions as the structural-functionalist approach terms it) bestowed on the MPs to unilaterally appoint the fifteen committee members. The findings also reveal the hurdles of citizen participation occasioned by the powers vested on MPs under Article 23(1) of the CDF Act to appoint committee members. First, even though in overall citizens happen to know committee members, citizen knowledge of committee members in the urban constituency is extremely low, thereby suggesting that MPs do not consult much with local citizens while appointing the committee members. This, in essence, means that committee members do not necessarily represent interests of citizens as stipulated in the Act. Even where some form of citizen-committee member discussion exists, it is extremely low more so in the urban

constituency. Most importantly however, is the fact that such discussions fall below the desirable qualities of meaningful deliberation.

The literature by Otieno (2013) was important to this research because it provided information on the structural shortcomings within the CDF which are antithetical to citizen participation within the CDF. However, the research by Otieno was carried out in Kenya which could have different social and economic as well as political characteristics from those of Zambia.

Kariuki and Misaro (2012) in their study entitled *Economic Status and Participatory Development in Kenya* found that, while most respondents had high literacy levels, they also suffered severe socio-economic deprivation. CDF projects had contributed to setting up school bursaries, dispensaries, creating employment opportunities and efficient transport. Furthermore, respondents were aware of the role of CDF funds. Yet, participation in CDF projects, seminars, workshops or educational tours was generally low. Lack of transparency was mentioned as the major factor influencing low participation levels.

The literature analysed the socio-economic factors influencing participation in CDF projects based in Ol-kalou Constituency, Nyandarua District in Kenya. Apart from not being the only factors that affect participation by locals, it was noted that socio-economic factors differ according to regions. As such, the findings of the study may not be generalised to all regions in Kenya or beyond. Nevertheless, the study provides a framework for identifying and analysing factors that influence community participation in development projects.

The International Budget Partnership (IBP) *Constituency Development Funds: Scoping Paper (2010)* observes that one of main arguments in favour of CDFs is that the institution enables greater involvement by citizens in identifying development priorities. The key measures of public participation being the representivity of the CDC committee and the inclusivity of the processes used for project identification and selection.

Development agencies and authors distinguish different dimensions, spaces, degrees and levels of participation. The typology of participation, which positions participation on a seven step ladder is useful in analysing these degrees of

participation (Kumar, 2002; Pretty *et al.*, 1995). People should be able to participate directly in development efforts in order to succeed in strategies and programmes to alleviate poverty (Oakley *et al.*, 1991).

Arnstein (1969: 216-224) explains that citizen participation is the categorical term for citizen power. She explains that it is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated and benefits like contracts and patronage are parcelled out. She further explains that there is a difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process. She explains this difference using the eight levels of participation in what she terms 'the ladder of citizen participation'

She argues that the bottom rungs of the ladder are manipulation and therapy. These two rungs described levels of 'non-participation' that have been contrived by some to substitute for genuine participation. The real objective is not to enable people to participate in planning or conducting programmes, but to enable power holders to relate 'educate' or 'cure' the participants. Rung 3 and 4 progress to levels of 'tokenism' that allow the have-nots to hear and have a voice: (3) Informing and (4) Consultation. When they are preferred by power holder as the total extent of participation, citizens may indeed hear and be heard. But under these conditions they lack the power to ensure that their views will be headed by the powerful. Rung (5) Placation is simply the higher level of tokenism because the ground rules allow have not's to advise, but retain for the power holder the continued right to decide. She suggests that further up the ladder are levels of citizen powers with increasing degrees of decision making clout. Citizens can enter into a (6) partnership and enables them to negotiate and engage in traditional power holders. At topmost rungs, (7) Delegated Power and (8) Citizen Control, have not citizens obtain the majority of decision-making seats, or full managerial power (Arnstein, 1969).

Bretty (2003, p.5) conceptualises these levels in terms of 'weak and strong participation'. According to his views, weak participation involves "informing and consulting" while strong participation means "partnership and control". He argues

that, in practice agencies managing complex projects find it hard to move from the ‘weak end’ of the continuum and tend to assume that, intended beneficiaries will be consulted during the project design to take into account their felt needs and aspirations. Wilcox (1994) cautions that, information giving and consultation are often presented as participation leading to disillusionment among community interests.

### **Conclusion of literature review**

From the literature reviewed from both Zambia and other countries, the general observation is that most of the studies have indicated that implementation of Constituency Development Fund has encountered a number of operational and structural challenges amongst, which include poor community participation and contribution to projects. The literature also revealed that community participation in identification, implementation and monitoring of CDF projects is key to the success of such projects. This is because community participation is seen as an effective strategy of managing public affairs. This study was necessitated by the fact that most of the researches that have been done have revealed that the level of community participation in constituency development fund projects at the constituency level is low. This study, therefore, tackles the issue of the level of community participation in CDF projects by looking at the ways in which the community can participate in CDF projects. This study does not merely look at the participation of the community in CDF projects but it goes a step further to find out the factors that account for the level of community participation in CDF projects in Lusaka and Kanyama constituency in particular.

### **1.10 Methodology**

#### *1.10.1 Study design*

This study was both descriptive and explanatory in terms of its design. Descriptive research is the type of inquiry that deals with the collection and analysis of data for the purpose of describing and interpreting existing conditions, and on-going process, current practices and attitudes (Bless and Achola, 1988). The study was also explanatory in that it examined some potential cause/effect relationships between some variables. Both qualitative and quantitative data were used in this research. The

use of qualitative and quantitative data provided room for compensation of weakness in one method by the other. Qualitative data offered an in depth explanation of the phenomenon under investigation, while quantitative data generated quantifiable data. The use of quantitative and qualitative methods was necessitated by the fact that the study required several methods to be used to collect data in order to achieve desired results.

#### *1.10.2 Sources of data and instruments of data collection*

Data came from primary and secondary sources. In-depth interviews and semi-structured questionnaires were used in primary data collection. Data from key informants such as WDC officials and representatives of Constituency Development Fund Committees was collected using interview guides. Interviews were used because they provided a base for face to face encounters between the researcher and informants directed towards understanding informants' perspectives on their experiences or situations as expressed in their own words. Interviews made it easier for the researcher to explain questions to the respondent. Interviews lead to in- depth and accurate information because of the lengthy time spent with the informant, it was assumed that the rapport between the researcher and informants would be enhanced, thereby bringing about corresponding understanding and confidence between the two.

Data from households was collected using questionnaires. The questionnaires consisted of both closed and open ended questions, which were administered to respondents from the three wards, Kanyama, Munkolo and Harry Mwanga Nkubula wards in the constituency. This ensured consistence and easy data analysis. This also ensured less bother on the respondents, as answers were easily provided and confidentiality assured. Secondary data was collected from articles, previous research findings, books, journals, internet and other documentations with relevant information. This enabled the researcher to generate information that was useful to the investigation of the problem being studied.

#### *1.10.2 Sample size*

Kanyama Constituency has a total population of 366,170 people from which the respondents were selected (Central Statistical Office 2012). The study had a total

sample size of 309 respondents and these were categorised into two main groups, key informants and household respondents.

#### *1.10.2.1 Key informants*

There were nine (9) key informants. These provided information such as the type of projects that had taken place in their respective areas as well as how the local people had participated in those projects. The key informants are listed here under: Ward Development Committee members; Constituency Development Fund chairperson; Constituency Development Fund Secretary; Ward councillors and an official from Lusaka City Council

#### *1.10. 2.2 Household respondents*

These included a total of 300 sampled respondents, 100 from each ward, Harry Mwanga Nkumbula, Kanyama and Mukolo wards. This size, 300 respondents, was selected because it was less costly, manageable, less time consuming and effective. The degree of accuracy was high and reliable, since it was adequately large. The sample allowed for detailed and intensive study of the population because the information that was acquired was gathered in a much shorter period of time than would have been possible if the whole population survey was to be conducted.

#### *1.10.3 Sampling procedure*

The study employed purposive and systematic sampling methods. Purposive sampling was used for key informants and informed respondents, while systematic sampling was used for household respondents.

1. Purposive sampling: this is a non- probability sampling method which is also known as judgmental sampling and is based on the judgment of the researcher regarding the characteristics of a representative sample (Bless and Achola, 1988). Here a researcher selects a sample based on who he/she thinks would be appropriate for the study. Purposive sampling was used to sample key informants.

2. Systematic sampling: This was used to sample household respondents. Here the researcher went to the target constituency and selected all the three (3) wards from the constituency. From those wards, the researcher purposively selected a household

and chose a direction in which to go. After that, the researcher selected a number, ten (10) as an interval of sampling. Therefore, every 10th household was sampled.

#### *1.10.5 Data Analysis*

Data was analysed both quantitatively and qualitatively. Data from questionnaires was analysed using Statistical Package for Social Sciences (SPSS), In the first place, the data collected using questionnaires was checked for uniformity, consistency and accuracy. The raw data collected was subjected to coding and entered into the computer programme which is SPSS software. Frequency tables and graphs were then produced and used to formulate the interpretation. While data from interview guidelines was transcribed into major themes which emerged. These themes formed the basis of data categorization. Secondary data was analysed manually by the researcher.

## **Structure of dissertation**

This dissertation is divided into five chapters. Chapter one gives an introduction to the study, statement of the problem, objectives of the study, significance of the study, conceptual framework, literature review and methodology of the study. Chapter Two presents the socio-economic profile of Lusaka district and the governance and administration of CDF. Chapter Three presents information on the nature of community participation in CDF projects in Lusaka district. It also presents information on the level of community participation in CDF projects. Chapter four discusses the factors accounting for the level of community participation in CDF projects. Chapter five discusses the conclusions of the study. It also gives recommendations on how community participation in CDF projects can be enhanced.

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## **CHAPTER TWO**

### **DEMOGRAPHIC AND SOCIAL ECONOMIC PROFILE OF KANYAMA CONSTITUENCY AND THE GOVERNANCE AND ADMINISTRATION OF CONSTITUENCY DEVELOPMENT FUNDS.**

#### **2.1 Introduction**

This chapter provides the context of the governance and administration of Constituency Development Funds in Zambia. It does so by discussing the issues pertaining to the management of the CDF, the CDF process, as well as the disbursement and utilisation of CDF. This discussion provides a premise on which the processes of Constituency Development Funds in Zambia can be understood in the subsequent chapters (chapters three and four). The profile of Kanyama Constituency is discussed, as it helps in establishing the kind of socio- economic environment in which participation in CDF projects takes place. This chapter also gives an overview of the legal and policy framework for public participation in Zambia. This provides a context of understanding the policy environment in which participation occurs in Zambia. The chapter begins with the discussion of the profile of Kanyama constituency. The section dealing with the governance and administration of CDF projects then follows. Thereafter, brief discussion on the policy framework for public participation follows.

#### **2.2 Profile of Kanyama Constituency**

Kanyama constituency is composed of three wards; Kanyama Ward, Harry Mwanga Nkumbula Ward and Mukolo Ward. Kanyama constituency shares her borders with three other constituencies; to the north is Matero constituency, to the eastern side is Kabwata and to the south east is Chawama constituency. Locating Kanyama physically, it is bounded by Lusaka-Mongu also known as Mumbwa road on the northern side, Lusaka- Livingstone Kafue road on the eastern side and Makeni road on its south-western boundary. Each ward is represented by a ward councillor. Kanyama Constituency is divided into smaller fragmentations known as Wards and Zones. These Zones and Wards are the grass root structures that facilitate local community participation because they are closer to the people.

Kanyama constituency has a population of 366,170 (CSO, 2010). It is one of the largest constituencies in Lusaka. Kanyama is a residence for migrants from all over Zambia and outside Zambia for several reasons. Firstly, the settlement is a walking distance of 4.5 km to the CBD and within the proximity of the industrial areas (Mwape, 2007). It is conveniently placed for the residents who can't afford the bus fare to and from work daily, as the majority of them are dependent on the CBD and industrial areas for their livelihoods. Furthermore, a good number of them have no permanent employment, so they have to trek into town and the industrial areas in search of jobs. Kanyama constituency has a mixture of houses- some good buildings in wall fences and others that are substandard, with hardly any space in between. It is not easy to tell where the boundaries for most plots in the locality are. Hence, making Kanyama to be a high density area covering a big portion west of Lusaka town.

### **2.3 Governance and Administration of CDF**

The Constituency Development Fund is aimed at providing local authorities with discretionary financing that can be decided upon and utilised at the discretion of the communities under the auspices of the Council with the representation of the Member of Parliament (MP) and the Councillors within a particular constituency.

The Ministry of Local Government and Housing (MLGH) is responsible for national administration of the Constituency Development Fund (CDF). The Fund is appropriated from the national budget. Allocation and disbursement to the 150 constituencies is done equally upon receipt of the funds from the Ministry of Finance and National Planning (MFNP). Indirect disbursement to expending recipients in the constituencies is undertaken by the respective local authorities. This is done within the framework of individual local authorities being mandated to include CDFs for community-based projects in their capital budgets. To which end, respective local authorities administer the disbursements and utilisation of the CDFs. This is in accordance with Section 45(1) of the Local Government Act Chapter 281 of the Laws of Zambia. The monies from the CDF are solely for locally-based development project financing, with a fixed amount of Twenty Million Kwacha being for costs of administering the CDF process in terms of auditing, monitoring and evaluation.

As a way of ensuring that there is an organised structure through which projects in the constituency are identified and funds for implementation are released, a Constituency Development Committee (CDC) is established in each constituency after approval by the Minister of Local Government and Housing. The country's CDF guidelines provide that there shall be nine (9) members of the CDC. The Constituency Development Committee (CDC) is the main body responsible for selecting and recommending CDF projects to higher and/or advisory committees. Membership of the CDC comprises, (i) the area MP, (ii) two councillors nominated by all councillors in the constituency, (iii) one chiefs' representative nominated by all chiefs in the constituency, (iv) Director of Works in the case of a district council or Director of Engineering Services in the case of municipal and city councils, and (v) four community leaders from civil society and NGOs, churches, community based organisations (CBOs), identified by the area MP and councillors in the constituency. The latter provides representative community participation in governance and administrative control of the CDF. The CDC members elect their Chairperson and Vice Chairperson annually from among themselves.

The CDF process recognises local authorities as the custodians of the fund who are responsible for its accountability through regular auditing carried out by Local Government Auditors from the Ministry of Local Government and Housing. Project identification and proposal writing is the responsibility of local communities with the intervention of Area Development Committee (ADCs) and other sub-district structures. Such committees and structures assist in organising local communities and initiate meetings to facilitate the writing of project proposals.

The District Development Coordinating Committee (DDCC) with its Planning Sub Committee provides expert advice on the CDF process. Only projects that are eligible for funding, as indicated on the list of eligible projects on the CDF guidelines, and have successfully undergone the approval process, are funded for implementation. Payments for the implementation of CDF projects are made to the successful contractors and/or suppliers selected through the due process of bidding, especially for specialised projects, and not to any other individuals or groups of individuals.

## Management of CDF

The management of the CDF is supported by a simple guiding framework. The guidelines are clear regarding procurement and accounting; the exact recipients of the funds; and the types of projects to be implemented. The guidelines also specify support structures necessary for the successful implementation of the CDF.

- i. The Local Authority administers the channelling and utilisation of the CDF.
- ii. The District Development Coordinating Committee (DDCC) is a forum for coordinating the planning and implementation of development activities at the District level<sup>5</sup>. The DDCC has various sub-committees with its Planning Sub-Committee being responsible for screening project proposals received from the CDC, to avoid the occurrence of duplicated funding for the same projects.
- iii. The Constituency Development Committees (CDC) receive project proposals from sub-district development structures consisting of Area Development Committees (ADCs), Resident Development Committees (RDCs) and representatives of stakeholders from the townships on behalf of communities. On the basis of this, CDCs select projects and refer them to the Planning Sub-Committee of the District Development Coordinating Committee (DDCC) for appraisal before recommending them to the Council for adoption.

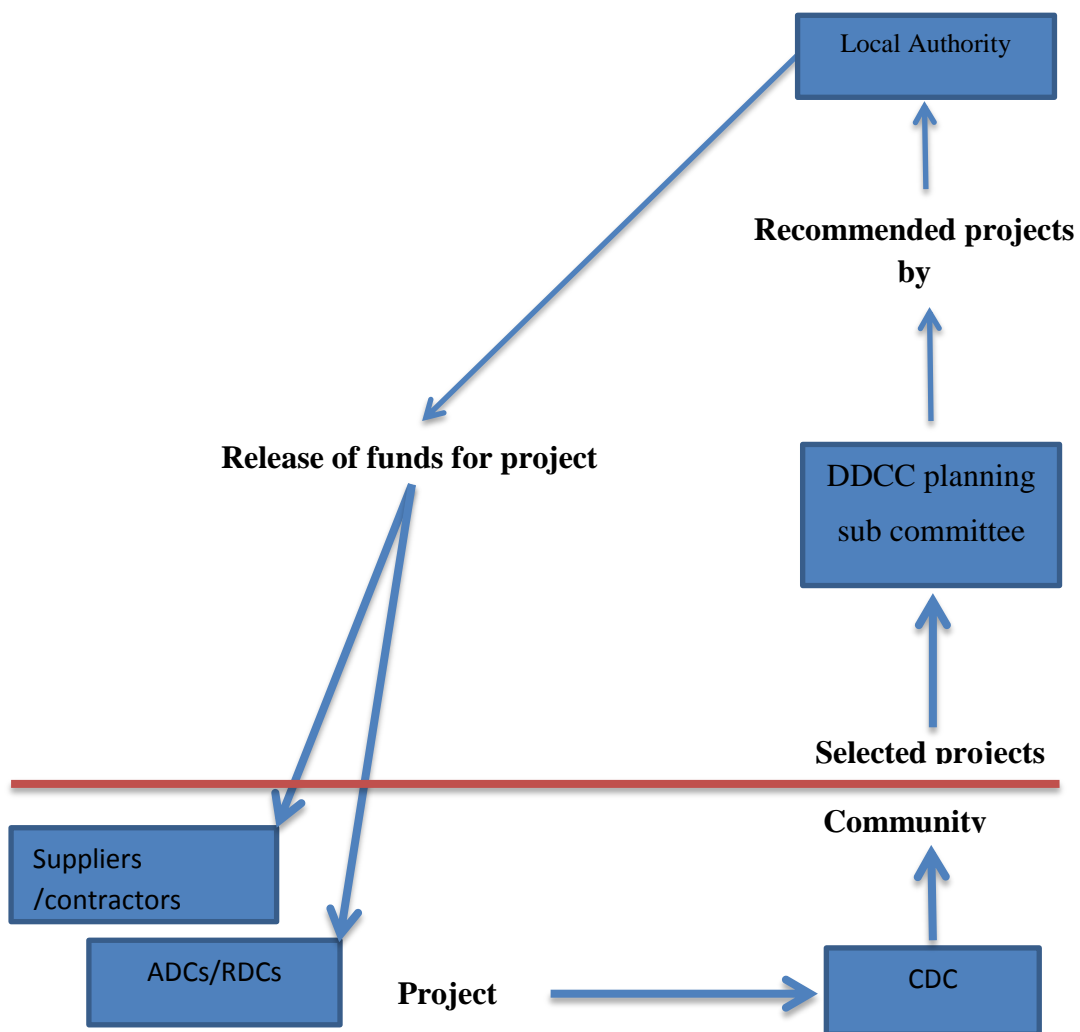
The Local Authority notifies the CDC on which projects have been approved for funding and implementation. The implementation of the projects involves community participation in form of labour, both skilled and unskilled, and use of locally available materials (stones, sand, etc.) as much as possible. For specialized works, the Tender Committee at District level uses a flexible tender system in the invitation of tender offers from eligible contractors/suppliers. The District Tender Committee evaluates the bids and recommend to the Council for award of contracts which are then communicated to the successful contractor/supplier. Preference is given to local contractors and suppliers.

iv. The Area Development Committees (ADCs)/Resident Development Committees (RDCs)/Ward Development Committees (WDCs) and other stakeholders from the townships comprise of structures at the grass root of the community. Apart from identifying and prioritising locally-based development projects based on their needs

they are also responsible for project implementation and monitoring. The DDCC, CDC and ADC/RDC structures are established through Cabinet Circular No.1 of 1994 in order to enhance the operations of district administrations.

The allocation of the CDF to respective constituencies is made through the national budget process. This allocation provides for an equal amount of the fund to each of the 150 constituencies. The general responsibility to administer CDF lies with the Ministry of Local Government and Housing (MLGH) which then disburses the funds to local authorities. These funds are treated as ear-marked funds within the Local authorities. Thus, separate bank accounts and books of account from the local authorities' regular accounts are maintained for the CDF.

**Figure 2.1 Structure of CDF Management in Zambia**



Source: ZIPAR 2012

The CDF process of approving and subsequently funding projects, according to the CDF guidelines, is relatively simple and it is explained as follows:

- a) The Council invites project proposals from the communities during the first quarter of every year through advertisements, open meetings, posters in conspicuous locations, and notifications to chiefs and village headmen:
- b) Communities identify projects, write their project proposals, and submit them to the CDC. Upon scrutiny, project proposals approved by the CDC are submitted to the Planning Sub-Committee of the DDCC; and
- c) The Planning Sub-Committee of the DDCC carries out the desk and field appraisals, and subsequently submits its appraisal report to the DDCC for onward transmission to the council for approval and implementation. Only projects which have been appraised and approved by the council are eligible for funding. Through the council's Principal Officer, such as the Town Clerk or Council Secretary, the CDC is notified about projects that have been approved by the council for funding and implementation. With regard to project implementation, the CDF guidelines emphasise the involvement of communities in the form of labour, both skilled and unskilled. For specialised works, the District Tender Committee invites bids, and recommends to the council to award contracts to successful contractors and suppliers. All payments to contractors and suppliers are sanctioned by the council and payable by cheque in the name of the authorised contractor or supplier and not to a third party or individual (CDF Guidelines, 2006). The CDF guidelines set the tone for formal coordination between local authorities and sector ministries of government in as far as the management and administration of the fund is concerned. The DDCC and its Planning Sub Committee, therefore, provides the interface for an institutionalised formal coordination of key stakeholders on matters concerning the CDF.

#### Disbursement and Utilisation

The allocation of the CDF to respective constituencies is made through the national budget process. This allocation provides for an equal amount of the fund to each of the 150 constituencies. The general responsibility to administer CDF lies with the Ministry of Local Government and Housing (MLGH) which then disburses the funds to local authorities. These funds are treated as ear-marked funds within the Local

authorities. Thus, separate bank accounts and books of account from the local authorities' regular accounts are maintained for the CDF.

The CDF guidelines provide for a range of projects that are eligible to receive funding. In broad sense, these include water supply and sanitation, roads, agriculture, education and health, social amenities, sports and recreation and other economic activities. CDF guidelines give a lot of flexibility in terms of project eligibility. All the projects prescribed within the CDF guidelines are distinctively a responsibility of the executive but they may not be in the District Development Plan. However, qualifying conditions that the local communities consider critical could justify utilisation of the CDF on projects and programmes not prescribed in the guidelines.

It is the responsibility of the Local Authorities to invite project proposals from the communities during the first quarter of every year which are submitted to respective CDCs. However, it is up to the 9 member CDC to decide, on behalf of the entire constituency, which project proposals to recommend to the Local Authority for approval. Invitations for the proposals are made through advertisements, open meetings announcements, fixing of posters in conspicuous locations and letters written to Chiefs and Village Headmen.

#### Constituency Development Fund Accountability Measures

CDF in Zambia is subject to accountability and transparency mechanisms as stipulated in the CDF Guidelines. As earlier stated, CDF is audited regularly by local government auditors in line with the Local Government Act. Further, every local council is mandated to maintain separate books of account for each CDF and to prepare monthly statements for submission to the MLGH. The local council is also mandated to maintain records of proceedings of all CDF meetings. Noteworthy is that the District Planning Unit of the local council is the secretary to all such meetings. This ensures that the local council has representation at every CDF meeting. Quarterly copies of such proceedings are submitted to the MLGH.

In accordance with the Guidelines, the local council is supposed to carry out regular audit inspections of projects and to monitor project implementation as often as necessary depending on the nature and stage of projects. The local council has the responsibility to prepare progress reports on behalf of the community and to submit these reports to the MLGH. Evaluation of projects is done hand in hand with officers from the appropriate line ministries and government departments upon completion of

projects (GRZ 2006:7). After projects have been completed, the MLGH is supposed to carry out regular audits and physical verification of all completed projects in the country in accordance with the Local Government Act and the CDF Guidelines. This verification has to take place before disbursement of the following year's CDF. The Ministry then produces an annual report on the performance of CDF for submission to Cabinet and Parliament.

The Guidelines provide that any abuse of CDF through misapplication or misappropriation by the local council may result in the suspension of the council or the forfeiture of council grants. Any abuse by members of the CDC or community or any council official will result into legal action (GRZ 2006).

#### **2.4 Local level participation**

The local government system was established under the Local Government Act of 1991Cap 281 of the Laws of Zambia. Councils comprise the mayor and elected councillors who represent wards as defined by the delimitation commission and the local MPs. Councils are mandated to deliberate on development challenges and have powers to formulate by-laws for their municipality or district. Sub-committees set the agenda for the council's deliberations. The main actors are the councillors who are the elected representatives of the people at ward level and are expected to bring the community agenda to the council sessions. Members of public (experts and eminent citizens) are sometimes invited to local council sessions depending on the matter at hand and the expertise required. At this level, opportunities for engagement for non-state actors are mainly in the form of social, religious, cultural and other community associational activities that bring the "targeted" experts and eminent citizens in contact with members of the public (ZGF:19). PDCCs and DDCCs were set up in 2003 as development structures supporting the ADC, providing a "bottom-up" (decentralised) mechanism of governance. According to the 2003 Cabinet Directive, all organisations and institutions operating in a particular district are expected to register with the District Councils in order to become members of the DDCCs. Each DDCC should be divided into sub-committees based on the nature of organisations operating in the district. The sub-committees discuss development policy concerns and identify matters for the DDCC agenda. Deliberations at the DDCC level are expected to feed into PDCC deliberations, which, in turn feed into the national framework. Non-state actors should ensure that they belong to or are represented in

all these structures (ZGF, 2012:20) The Local Government Act (CAP 281 of the Laws of Zambia) provides for an integrated three-tier local administration system and defines the functions of local authorities. As with the Standing Orders of Parliament, the Act also provides that documents produced by local governments must be made accessible to members of the public.

In this case, however, there is some variation, as there is no fee or payment required in order to access the documents produced by the local councils. Under the Act (article 109, part xii of miscellaneous provisions), it is provided that a document shall be open to the inspection by any person or class of persons: (a) any such person may, without payment, take copies thereof or make extracts there from; (b) the council may supply a copy thereof or any extract there from to any such person on payment of such charge, if any, as may be imposed under this Act. A document shall be deemed to be open to the inspection of any person or class of person's at all reasonable times if it is open to such inspection at the offices of a council during the normal office hours of the council. Furthermore, it is also provided that a public notice required to be given by a council or by an officer of a council shall be given by publication of the notice in a newspaper circulating in the area of the council or in such other manner as the minister may approve.

Physical access to the chambers of local government, Council Committees are open to the public. It should be noted, however, that the Local Council Meetings are not open to the public, as no mention is made of this within the text of the document. Unfortunately this limitation also includes documents related to council meetings. It is generally accepted that public participation in local government affairs is increasingly viewed as an integral part of a healthy grassroots democracy. This is supported by the household interviews that were carried out in the target areas. Indeed, one of the most important sectors of local government work and public participation is that of budget formulation (Local Government Act, Cap 281 of the Laws of Zambia). It is thus evident that considerable inroads could be made to increase public participation in the affairs of local government if the relevant sections of the above legislation were promoted amongst the public. A spirit of public participation, however, must be incorporated into the principal framework that outlines the way in which local government is to operate and be structured. Unless specific provision is made for local councillors to consult with the public regularly,

then there is no obligation to do so and local level government can act in isolation from the public should it so choose.

The National Decentralisation Policy (2002) and the National Gender Policy (2000) are among the most significant and relevant policies in understanding public participation. Other policies have a limited mandate at district level and, therefore, commit limited resources towards public participation.

The National Decentralisation Policy (2002) was developed to overcome the highly centralised and exclusive structure and systems of governance inherited from the colonial era. The policy encapsulates the theme of "empowering the people" by providing for the "strengthening of local government to facilitate more effective citizen participation in governance and accountable, delivery of public services as the basis for decentralisation" (GRZ, Ministry of Local Government and Housing, 2002). The long-term vision of this policy is to achieve "a fully decentralised and democratically elected system of governance characterised by open, predictable and transparent policy making and implementation processes at all levels of the public service, effective local community participation in decision making and development administration while maintaining sufficient linkages between central and local government" (Ibid, 2002). In February 2013, the Patriotic Front government approved the National Decentralisation Policy to empower provinces and districts to manage their own affairs for effective social economic development. Despite this approval, not all functions were transferred to the councils, as central government retain some core functions over essential national matters. The government through cabinet will also provide leadership and direction to implementation of devolution and implementation of the national decentralisation policy (Ibid).

In the context of public participation, vulnerability implies the inability of a person to actively participate in public affairs due to social or physical status, nationality, economic, education or age reasons. The most significant policy document that tackles issues of vulnerability in Zambia vis-à-vis public participation is the National Gender Policy, 2000. Gender refers to the socially constructed roles and responsibilities assigned to women and men in a given culture or location (Calasanti, Slevin, 2001:1). According to the primary findings in this survey, the degree of

participation in public affairs between men and women in Zambia varies. Traditionally, Zambian men have an upper hand in participating in various spheres of social, economic and political life compared to women. This is consistent with other findings in a study by Calasanti (2001). A review of the formal policy formulation guidelines shows that there is no mention of gender in terms of the policy formulation process or structure or in terms of representation and participation (ZGF:18). Therefore, public participation is not equally distributed among men and women, resulting in a gender gap in public participation.

The National Gender Policy guides on customary and statutory laws that perpetuate gender inequality and provides proposals to redressing inequalities in public participation in both the short and long term. The policy proposes that at least 30 percent of all participants at all levels of government be allocated to women. Several civil society leaders and others involved in gender and human rights matters who were interviewed for this study believed this policy is targeted at resolving the historical injustice of women's participation. Many women who took part in this study stressed that this arrangement has hindered them from participating effectively in public affairs in their communities.

People living with HIV/AIDS constitute another vulnerable group under the National Gender Policy, especially since HIV is most prevalent among women compared to men (ZDHS, 2012). The effects of HIV/ AIDS affect the family, which is the core unit of the nation. HIV is changing the landscape with regard to public participation. The findings of this study show that HIV/AIDS is posing a new challenge where women and children are heads of families. For instance, many women who participated in this study expressed that HIV/AIDS has posed a serious challenge because they cannot participate in community programmes; rather, they have to focus on providing food for their families since their husbands have died from HIV/AIDS. As such, there needs to be a change in the manner in which participation is governed as a lot of women and children are remaining dispossessed as a result of the death of their husbands or fathers

In the Sixth National Development Plan, the Zambian government urges all Zambians from all walks of life to be fully committed and participate in the

development process of the country. The Sixth National Development Plan was developed through a consultative process and provides a comprehensive medium-term strategy for an all-inclusive development agenda. It builds on the achievements and lessons learnt during the implementation of the Fifth National Development Plan and uses SAGs to achieve wider participation. As observed, Sector Advisory Groups SAGs are limited in that individuals who do not belong to organisations are left out, as well as those that are rural, poor and uneducated. This can create the appearance that SAGs are elitist.

## **2.5 Conclusion**

This Chapter gave a profile of Kanyama Constituency. The discussion on the profile of Kanyama constituency was important, as it shows the location as well as the socio- economic situation of the constituency. The management and utilisation of CDF in Zambia was also underlined in this chapter. This chapter has also discussed the existing policy framework for local level participation in Zambia. By discussing the policy framework for participation in Zambia, this chapter has provided a context in which the participation of the public in developmental processes in Kanyama Constituency can be understood and this will be useful in the discussions of subsequent chapter

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## **CHAPTER THREE**

### **THE NATURE AND LEVEL OF COMMUNITY PARTICIPATION IN CDF PROJECTS IN KANYAMA CONSTITUENCY**

#### **3.1 Introduction**

This chapter establishes the nature and level of community participation in CDF projects. The objective is to establish the current nature of local people's involvement in identification, implementation, and monitoring of CDF projects. This chapter also establishes the level of community participation in CDF projects in Kanyama Constituency. It was important to carry out such an assessment given that CDF projects are supposed to reflect the priority needs of the local people and community participation in project identification, implementation and monitoring.

The study found that there are four main ways in which the community in Kanyama Constituency participates in CDF projects. These were identified as, firstly participation during the identification of projects. Secondly, participation during project implementation and thirdly, through community involvement in project monitoring activities. Fourthly, Community participation in CDF projects is also assured through the local representatives who sit on the CDC, membership on project implementation committees.

#### **3.2 Participation in CDF project identification**

The identification of projects is central to the success of CDF projects. The responsibility to identify possible projects lies with many players depending on the context. In Zambia this is the responsibility of community members through organs like the Area Development Committee (ADCs), Ward Development Committees (WDCs) and other representatives of community stakeholders. One way in which the community in Kanyama Constituency participates in CDF projects is through project identification. Project identification in Kanyama Constituency is done through members of the community having meetings with their respective community leader and representatives. The community identifies the project and appoint the project committee at a public meeting. That project committee then makes the application to the CDF committee on behalf of the community.

As the CDF secretary put it “One of the basic starting points for community participation in Kanyama constituency is through having consultative meetings within the constituency. During these meetings, the community themselves defines the pressing problems they are facing and would want to resolve in their constituency and develop project proposals (Kanyama Constituency CDF Secretary, 10<sup>th</sup> July 2014).

At the beginning of the year, meetings are held in each ward through the guidance of the Ward Development committees. The meetings are called for the purpose of identifying and prioritizing locally based development projects based on the needs of the people. According the Kanyama constituency CDF secretary, “if participation of the local people is to be meaningful it must start from the respective zones and wards from which they come from. This is because these are the smallest units that are closest to the ordinary members of the community.”(WDC Kanyama Ward 10 Vice Chairperson, 10<sup>th</sup> July 2014).

The key informant stated that, “during these meetings, we often have open discussions and everyone was encouraged to come and share ideas with the others in order to come up solutions. (Interview with Kanyama Ward Councillor, 11th July 2014). He further added that during community meetings, every person’s contribution is respected and taken note of.” The CDF Secretary further explained that the project selection process was done in line with CDF Guidelines; through Ward Development Committees (WDCs) and other relevant stakeholders such as community based organisations. She stated that the process was highly consultative and each year communities that had not benefitted from previous funding were deliberately prioritised. In addition, respective community’s choice of projects is rationalised by their socio-economic needs. During such meetings stakeholders including ordinary community members, business people, churches, influential people, politicians and NGO’s are all invited. As such, participation in ward meetings takes place in the form of interaction; it enables people to ask questions on the development projects taking place in the ward as well as propose what problems need to be addressed within the Ward and constituency at large.

It was also established that involving local men and women in identifying and prioritizing projects is very important since the people understand their problems

better and they are better placed to come up with lasting solutions for their problems unlike when few people sit and decide, on behalf of the community, the projects to be implemented. For instance, due to high levels of crime in Kanyama ward 10, the residents of the area proposed that a community police post be constructed to curb the rising crime levels (Kanyama Ward Development Committee Vice Chairperson, 11th July 2014). This reflects on the importance of having the constituents identify and prioritize their needs to be funded with CDF.

These community meetings are gatherings that enable MPs, constituents and government officials to identify community needs and develop priorities for local development. They provide opportunities for constituents to consult with MPs and other officials on the use of CDF funds. These meetings also allow MPs to demonstrate their responsiveness to constituents by publicizing recent activities. Various stakeholders participate in meetings that are called within the constituency. The CDF secretary in Kanyama constituency indicated that among these stakeholders that are normally present in these meetings include the ordinary members of the community, business community, churches, politicians, NGO's and other influential people within the community (interview with CDF Chairperson 9<sup>th</sup> July 2014).

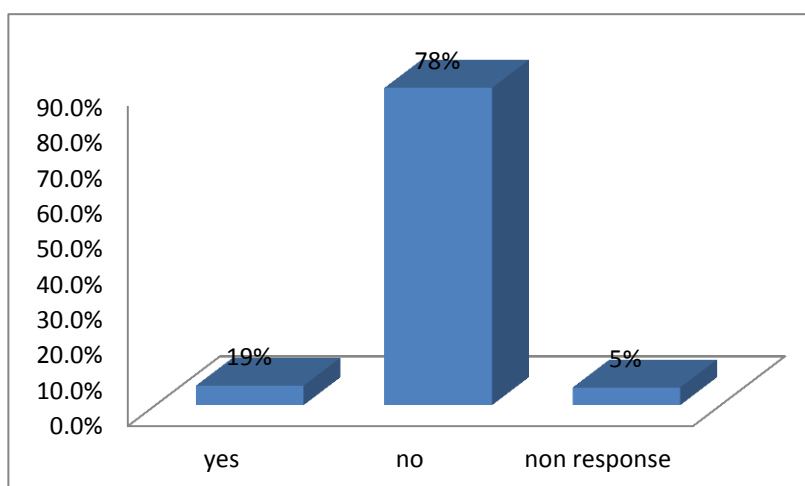
During project identification stage once projects have been identified, the WDC together with some community members with project proposal writing skills develop project proposals. The Kanyama CDC chairperson explained that after the meetings, once the project proposals are ready, they are submitted to the Ward Development Committees (WDC) in their respective wards. After receiving the proposals, WDC then applies for funds using either the Ward development fund or the Constituency Development Fund (Kanyama CDC chairperson 9<sup>th</sup> July 2014).

The CDF chairperson also indicated that once the proposals for projects have been submitted, CDF committee will then scrutinize all proposed projects from the community and prioritize the projects. The Constituency Development Fund Committees receives project proposals from sub district development structures consisting of Ward Development Committees (WDCs) and representatives of stakeholders from the townships on behalf of communities. On the basis of this, CDF committee select projects and refer them to the Planning Sub-Committee of the

District Development Coordinating Committee (DDCC) for appraisal before recommending them to the Council for adoption. The Local Authority notifies the CDF committee on which projects have been approved for funding and implementation.

Respondents were asked if they had ever attended any meetings that were called in their constituency to identify projects to be funded using CDF. The responses are given below.

**Figure 3.1 responses of community members who have ever attended meetings to identify projects to be funded using CDF.**



**Source: Primary Data**

The study found that attendance of public meetings for identification of CDF projects was low. It was established that only the minority of the household respondents had ever attended public meetings. As illustrated in figure above, out of the 300 sampled ordinary residents, only fifty seven (19 percent) of the household respondents indicated that they had attended meetings within the constituency where the identification of CDF projects was being discussed, while two hundred and twenty eight (76 percent) of the household respondents indicated that they had not attended any meetings within the constituency and fifteen (5 percent) of the household respondents did not give a response on whether had attended these meetings or not.

Those respondents that had said that they had attended meetings stated that they were invited to open meetings at the beginning of every year through their area councillors to give their views on what CDF projects should be carried out.

Respondents however stated that although such meetings were held, there was a lot of influence from councillors and the MP regarding what was identified as community needs. A major concern was raised regarding partisan influences. Some respondents observed that communities that were seen to belong to the area MP's political party were given priority in project approval. Mr Chomba a household respondent from Harry Mwanga Nkumbula Ward stated that he had attended a meeting in 2012 "We are not fully involved in the final say of what projects are developed. Although we are invited for meetings to discuss projects, these meetings are fruitless and are just formalities because what comes out in the end is different from the consensus that was reached during the meeting. It appears as though the MP and the councillor change things during the CDF committee meetings to decide projects that suit them."

The study observed that members of the public are not pro-active in the identification of CDF projects. Majority of the respondents admitted that they had not attended any meeting that had to do with CDF in their constituency. Many respondents observed that there is a very limited opportunity for citizens' participation through the local structures. More often than not there are no clear channels on how the citizens are supposed to participate. If they are there, they are not known to the ordinary people. Other respondents attributed the lack of attendance in meetings to a general lack of channels for educating the citizens on the importance, means and opportunities for participation hence the low attendance.

However, according to Kanyama Constituency CDF Secretary community members people tend to shun meeting out of ignorance. While some will decide to attend meeting or not depending on who has called the meeting due to political inclination. (Kanyama Constituency CDF Secretary, 10<sup>th</sup> July 2014). The Constituency CDF Committee chairperson added that, "we often have open discussions and everyone is encouraged to come and share ideas with the others in order to come up solutions. Notices of meetings are placed on notice boards at schools and clinics not only that, verbal communication is also used as a means of CDF information dissemination by the Ward Development Committees (WDCs)." (In interview with Kanyama Constituency CDF Committee chairperson, 2014). He further added that during community meetings, every person's contribution is respected and decisions are

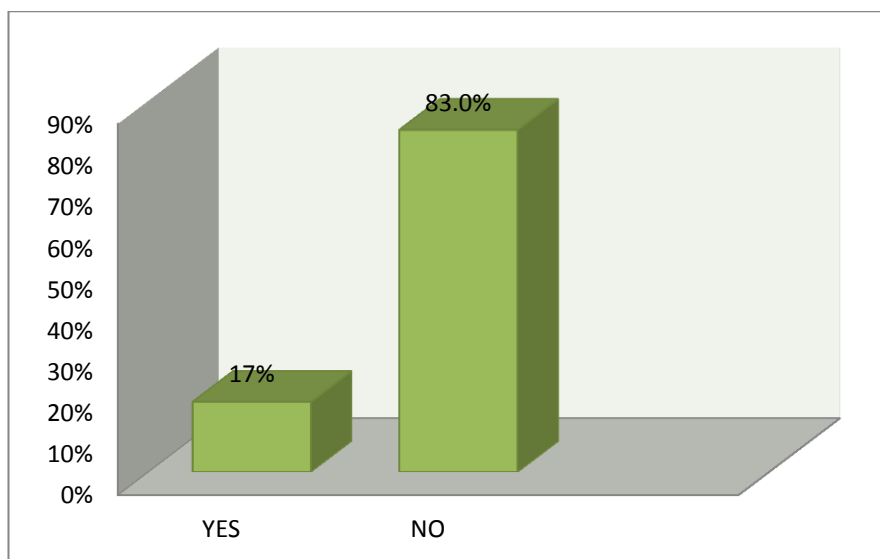
often made consensually and everyone is free to contribute ideas as everyone was equal.

On the basis of the information provided by the respondents, it has been established that, community participation in the project identification stage of CDF projects ranges from ‘passive’ to ‘participation by consultation’. This limited nature of community involvement in problem identification could also be viewed as ‘weak participation’ as it does not lead to people’s empowerment. These findings are more or less similar to what Pretty (1995) had observed in a study involving 230 rural development institutions employing some 30,000 staff in 41 countries in Africa, where he found that participation for local people was most likely to mean simply having discussions or providing information to external agencies.

### **3.3 Participation in CDF project implementation**

In addition to attending local level meetings, the community members in Kanyama Constituency also participate in CDF projects through CDF project implementation. The CDF Committee chairperson indicated that, there are three ways in which the community participates in CDF projects implementation. Firstly through the use of local labour, secondly through the respective community’s contribution of materials to the projects and thirdly through the use of local contractors. During CDF project implementation, emphasis is placed on using local labour and materials and local representatives to assess progress. In order to ensure community participation in CDF projects, local contractors are encouraged to apply whenever a tender is advertised for local projects. He stated that “we often insist that whichever contractor is hired to implement a project, they should employ our local people from within the constituency to ensure community participation in CDF projects as well as instil a sense of ownership among the residents of the community.” (Kanyama CDF Chairperson, 9<sup>th</sup> July 2014).

**Figure 3.2 Responses showing respondents who have ever participated in implementation of CDF projects**



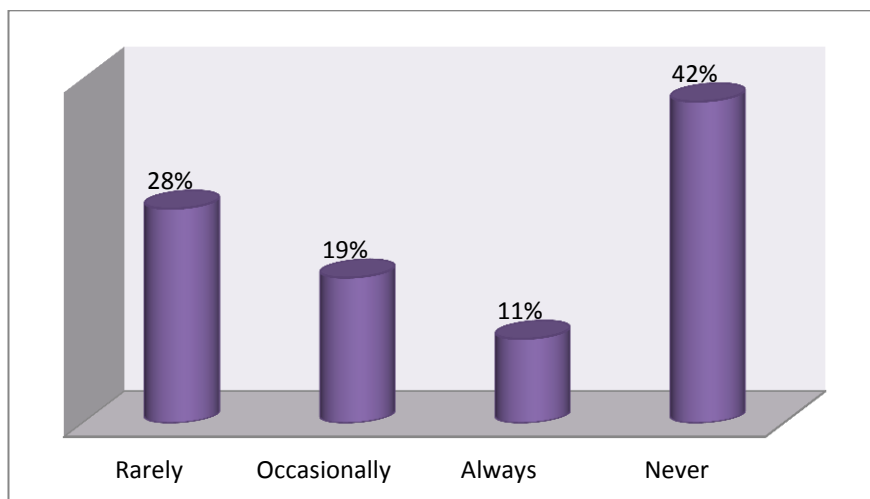
**Source: field data**

Respondents were asked if they had ever participated in CDF projects implementation or if they knew anyone from within the community who had participated in CDF project implementation. The study found that out of 300 respondents 51 (17 percent) respondents mentioned that they had participated in the implementation process of at least one development project funded using CDF. Whereas 249 (83 percent) had never participated in the implementation of any CDF projects.

It was also indicated that community participation in form of labour involved both skilled and unskilled labour. For instance, some respondents in Kanyama constituency had admitted that they had participated in the construction of market shelter at Kanyama market; some had participated in the Renovation of the ablution block at Kanyama clinic as well as the VCT block. The respondents that had participated in the implementation of CDF projects said that their participation was in form of unskilled labour. Those members of the community who provide unskilled labour in the CDF projects are given jobs that require digging of drainages, laying of pipes and backfilling the same.

Community members were further asked whether local residents contributed to the projects in terms of labour in CDF projects. The results are presented in Table below:

**Figure 3.3 Responses of respondents who have contributed labour to CDF projects**



**Source: Primary Data**

It is evident that 84 (28%) said that community members are rarely given jobs on CDF projects, 57(19%) indicated that they are occasionally provided with jobs, 33 (11%) said that they are always given jobs while 126 (42%) indicated that they have never been offered employment by CDF committees. This shows that some of the projects being implemented in Lusaka constituency do not employ locals or in some cases they are given lesser roles as opposed to other people outside the constituency. This could impact on the completion and sustainability of projects.

According to Kanyama constituency CDF chairperson, in some cases, the contractor is solely responsible for executing the construction works especially in highly technical projects, without involving community members. Even though some community members would want to participate in the implementation process, they have no opportunity to participate in implementation as some contractor's state that the works are technical and they make use of their own qualified staffs that are responsible for executing such works. As such often times the community members are completely left out of the process thus leading to a lack of sense of ownership on the part of the community (Kanyama Constituency development committee Chairperson, 9<sup>th</sup> July, 2014)

One of the respondents Mr Chisenga from Kanyama ward held the view that, “the participation of local people in the implementation of CDF projects is important because they are the most affected by poverty and are in need of development.” He further added that the community is supposed to fully participate in the implementation of CDF projects because doing so allows them to take full control of their own lives and reduce poverty in their communities.

The involvement of community members in the obtaining of building materials such as sand, stones, and the moulding of bricks, also constitutes the community’s contribution as provided for in the CDF guidelines. Mukolo Ward Councillor added that the use of locally sourced materials depended on the type of project that was being implemented in that particular constituency. “In some CDF projects, community members have contributed materials and time, keeping the cost of the project to a minimum and helping to ensure community support for the project in the long term.” (Mukolo Ward 12 councillor, 17th July, 2014).

A social economic planner at the Lusaka city council explained that, Local contractors are also highly encouraged to bid for projects. However, for specialised works, the Tender Committee at District Level shall use flexible tender system in the invitation of tender offers from eligible contractors or suppliers. The District Tender Committee evaluates the bids and recommend to the Council for award of contracts which shall be communicated to the successful contractor or supplier (Interview with a social economic planner, July 30<sup>th</sup> 2014).

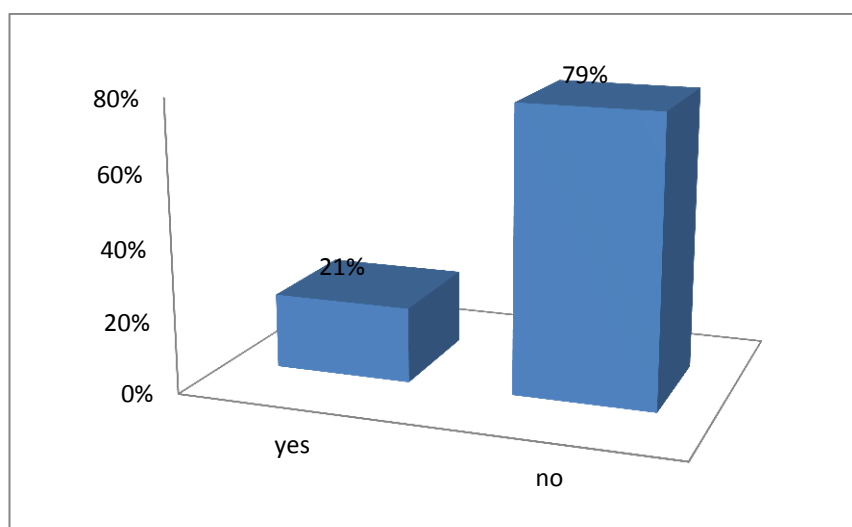
The CDF guidelines, among other things, recommend the use of both skilled and unskilled community labour in the implementation of CDF projects. In practice, however, there seems to be undue preference and over-utilisation of unskilled and semi-skilled labour in the implementation of most projects.

The study revealed that, just like in the case of community participation through skilled and unskilled labour. Community participation through the contribution and procurement of materials in CDF projects in Kanyama was also limited to the minority of the local residents. As indicated in the figure 3.4, out of the 300 sampled sixty three (21 percent) of the household respondents reported that they had contributed various materials to CDF projects. While 237 (79 percent) of the

respondents indicated that they had never been involved in the procurement of materials used in CDF projects. The results are presented in the figure below:

The study established that those who had contributed materials to CDF projects, their contributions were in terms of blocks, stones, sand, cement, polls and iron roofing sheets. The other respondents that had not being involved in the procurement of the materials said that they were not aware of the process involved.

**Figure 3.4 Responses showing Community involvement in the contribution of materials for CDF projects**



**Source: Primary Data**

### **3.4 Participation in monitoring of CDF projects**

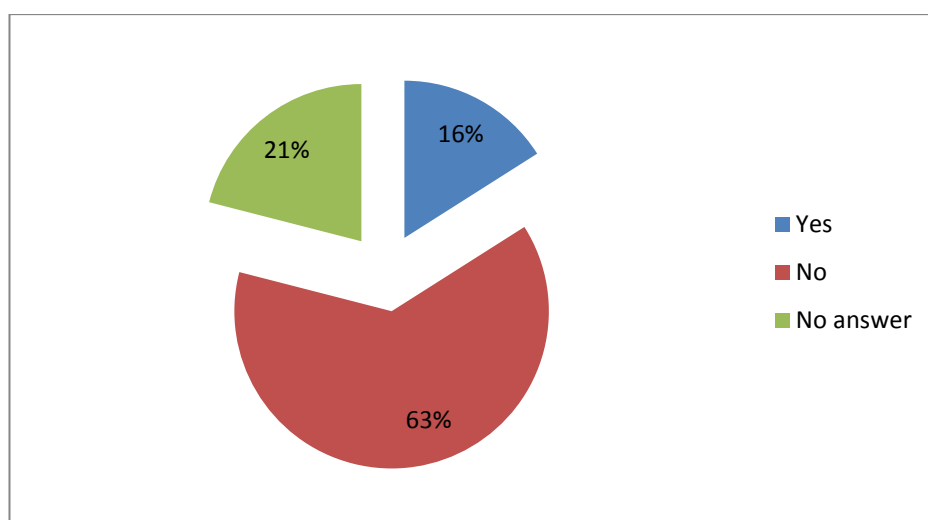
Community participation in CDF projects in Kanyama also takes place in through the local community taking part monitoring of CDF projects. The CDF guidelines state that “The Council, through the Director of Works/Director of Engineering Services or District Planning Officer/Director of Social Economic Planning Offices from relevant Government Line Departments and the beneficiary Community shall monitor the project implementation monthly or as often as necessary depending on the nature and stage of the project. The Community shall be involved during monitoring. The monitoring team shall prepare progress reports on behalf of the community supported by the accounts for the quarter and submit through the Provincial Local Government Officer to the Minister of Local Government and Housing who shall analyse the reports and advise the Government on progress achieved in the implementation of micro- community projects and programmes in the

constituencies.” The Council is responsible for maintaining records of all CDF meetings, and for monitoring CDF project implementation, preparing progress reports, and evaluating projects upon completion before the disbursement of the following year’s funds. All reports should be submitted to the Minister of Local Government and Housing.

The study established that monitoring of project activities is mainly done by the council, however, it was noted by the Kanyama CDF chairperson that, “the constituency does hold regular meetings with the community to appraise the projects progress and in this way, the community is able to take part in the monitoring of CDF projects.” During such meetings, the status and progress of the projects are discussed and the community has an opportunity to air out their concerns about the implementation of the project. (Kanyama Constituency development committee Chairperson, 9<sup>th</sup> July, 2014). In addition to that, local residents also scrutinise the work that is been done and report any suspicious activities to the community representatives.

Respondents were asked if they have ever participated in the monitoring of CDF projects in their community. The responses are presented in the figure below.

### 3.5 Responses of respondents who have participated in monitoring of CDF projects



**Source: Primary Data**

The responses shows that 189(63%) of respondents said that they have never been involved in monitoring of CDF projects, 48 (16%) said that they have involved in

monitoring; whereas the rest 63 (21%) acknowledged that they did not know. The results show that there is low community members involvement in CDF project monitoring.

The result shows that constituents are rarely involved in the scrutiny of projects being implemented by CDF. Of those respondents who have been involved in monitoring of CDF projects there form of monitoring was going back to check if what had been promised to them was being implemented as they had agreed during project selection. It is hoped that by members of the community monitoring these CDF projects will lead to accountability and ownership of the projects. The requirement of accountability applies to all parties involved in the project, such as CDC, WDC's and traditional leaders, as well as the poor and the disadvantaged ordinary members of the community. The representatives of the community involved in project management and implementation are procedurally and periodically answerable to the people in the project area, as well as the citizens of the country in general. Accountability of concerned community members must be ensured, particularly after the decision is taken to implement a CDF project. Participation of communities in CDF processes at various levels will ensure accountability and efficiency in management and utilisation of the funds.

Based on the responses it seems this is another stage in the project cycle where participation of community members can generally be seen to be limited to the lower rungs of the participation ladder amounting to 'passive participation', 'information giving' or 'consultation' as local communities do not play an 'active role' in these stages. This implies that the current CDF monitoring and evaluation set up does not give enough space for local communities to play an active role in monitoring.

Low citizen participation in the monitoring and evaluation of projects funded through CDF was observed as having been caused by the approach to monitoring and evaluation of CDF projects. The study observed that despite the CDF guidelines stating that the community should be involved during the monitoring stage, the guidelines do not emphatically spell out the role that community must play in terms of monitoring of CDF projects. The team from the DPU together with area councillors and WDC are the ones that are actively involved in the monitoring of CDF projects done by taking a trip round the constituency to review the projects

implemented. As such, members of the community do not have a clear role spelt out for them in monitoring of CDF projects.

Based on the findings, the study established there is limited involvement of local communities in CDF project monitoring despite the provisions of the Guidelines. Further, there is very limited information that percolates to the sub-district level that the communities could use to make decisions to monitor the progress or effectiveness of CDF projects. This is attributed to the lack of information and communication channels which create an interface between the communities and the Local Government.

The study also established that community participation in CDF projects was top-down since in most technical stages such as monitoring and evaluation, the community was not fully co-opted yet the stages proceeded without them implying that, there could be other technocrats who were partaking without bothering much of the absence of the community. As such, indeed effective community participation remains an elusive admiration especially if the community is not active in every crucial stage of the project which in turn enhances a strong sense of ownership of the project.

Evade (1995) advises that community participation in monitoring and evaluation is only effective if the communities were involved in the whole project cycle right from planning. He argues that if projects are not initiated in a participatory way, and if communities are not involved in their management, it is unrealistic to expect a high level of local participation in evaluating their impact. This will therefore affect ownership and sustainability of these projects.

### **3.5 Participation through representation by community leaders**

These representatives are at zone ward and constituency level. At zone level the people are represented by the zone committee at ward level the community is represented by the WDCs while at the constituency level there is the Constituency Development Committee (CDC). The CDC is a 9 member committee representing various constituents of the local community. The membership of the CDC comprises the area Member of Parliament (MP), 2 Councillors nominated by all Councillors in the Constituency, 1 Chiefs' representative nominated by all Chiefs in the

Constituency, 1 Director of Works in the case of a District Council or Director of Engineering Services in the case of Municipal and City Councils and 4 community leaders from Civil Society Organisations (CSOs), Non-Governmental Organisations (NGOs), Churches, Community Based Organisations (CBOs) identified by the area MP and Councillors in the Constituency. The area MP, councillors and four community leaders are all seen to represent the interest of the community. The chairperson of the community is also chosen from the community. As such it can be said that community participation in CDF projects in Kanyama takes place in the form of representation. However, it is up to the 9 member CDC to decide, on behalf of the entire constituency, which project proposals to recommend to the Local Authority for approval.

According to CDC secretary, community participation is also guaranteed through the committee in the sense that the presence of MP and two councillors represent the people. He further added that in the same committee there are four community representatives coming from the community also representing the interests of the community (Kanyama constituency development committee secretary, 10<sup>th</sup> July 2014).

Generally, the responses of the respondents of the study suggest that participation through local leaders could be described as 'representational participation' through the CDF committees and community leaders. Hickey and Mohan (2004) argue that, much of what is considered participatory in development projects and agencies is a process whereby large numbers of people are represented by a relatively small group of participants. According to their views, electoral representation offers a particularly limited form of participation, as representational systems and procedures often exclude the poor and therefore lacks the substance of a broader set of participatory engagements. While Bunch (1995) supports this view, he also cautions that, although local representation may be set up, the real 'power behind the throne' often remains in the hands of the elites. Feedback mechanisms from the CDF committees to communities and vice versa may also present another problem, and as such some project activities approved for implementation may only reflect the interests and priorities of the minority community leaders and not the entire local communities they represent.

On the basis of the information provided by the respondents, it has also been established that, the CDF guidelines provisions eliminate the involvement of the community to select their representatives. The identification of CDC membership rests with the MP and Council, the approval of the nominated members for the all country is ratified by the Minister of MLGH and the community has no way to influence this processes. As a result the five identified community representatives are more answerable to the MP and not the community they represent. This is further emphasized by the CDF guideline further providing that “the tenure of office for the members of the CDC shall be three years, unless removed by the Council in consultation with the Provincial Local Government Officer and subject to ratification by the Minister of Local Government and Housing” (MoLGH, 2006).

### **3.7 Conclusion**

Based on the information provided by the respondents of the research, the study has established the nature of community participation in CDF projects in Kanyama Constituency. The responses of the study respondents reveal that, in terms of participation in project identification, community members participate through attending local forums and meetings at zone, ward and constituency levels. The study also established that community participation in the implementation of CDF projects was in the form of skilled and unskilled labour as well as through the contribution of materials used in projects. It has also been established that community members participate in CDF projects through project monitoring by asking their local representatives on the progress of CDF projects. The nature of participation in the CDF project cycle for majority of local communities in CDF projects is generally limited to problem identification through ‘information giving’ or ‘consultation’ as well as proposal writing for a few members of the community with proposal writing skills. Participation in decision making processes is mainly ‘representational’ through the CDC and Ward Development Committees (WDCs). This form of participation has shown to offer limited space for local communities to engage themselves in the development process, and depends on how well representation takes place. The study noted that membership to the CDC was vulnerable to manipulation by the politicians because MPs and selected councillors, were not only members of the CDCs but were also involved in the selection of four members representing civil society, NGOs, and CBOs on the CDCs. This position exposed the

administration and management of the CDF to 'elite capture', a situation that somewhat undermined the democratic vision of the CDF with regard to meaningful community participation in project selection and implementation and monitoring.

Based on the responses by the respondents, CDF has not done enough in terms of community participation and has failed to give the people of Kanyama Constituency a sense of empowerment and a feeling that they are fully sharing in its benefits and taking the development of their community in their own hands. This has the danger of resulting in the implementation of projects that are not appreciated by the community and could lead to projects being neglected or vandalised, thereby negating grassroots development efforts. The findings suggest that although community participation is present in project identification, implementation and monitoring, it appears to be inconsistent and has not been institutionalised in the entire CDF process.

Equally, based on the information provided by key informants and household respondents, the study has revealed that there are low levels of understanding among those for whom CDF is intended. It was also found that affiliation to the elected constituent institutions influences individual community member's level of knowledge of CDFs.

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Kanyama ward 10 Ward Development Committee Vice Chairman, 10<sup>th</sup> July, 2014

Kanyama Ward 10 Councillor, 11<sup>th</sup> July, 2014

Harry Mwanga Nkumbula Ward 11 councillor, 15<sup>th</sup> July, 2014

Harry Mwanga Nkumbula Ward 11 Ward Development Committee Member, 15<sup>th</sup> July, 2014

Mukolo Ward 12 Councillor 17<sup>th</sup> July, 2014

Mukolo Ward 12 Ward Development Committee Member 17<sup>th</sup> July, 2014

Kanyama Constituency Development Committee Secretary 10<sup>th</sup> July 2014

Mr Chisenga Kanyama Ward 9<sup>th</sup> July, 2014

Mrs Mbao Munkolo Ward 12<sup>th</sup> July, 2014

Mr Simaata Harry Mwangi Nkumbula ward, 15<sup>th</sup> July, 2014

Mr Chomba Kanyama Ward, 15<sup>th</sup> July, 2014

## **CHAPTER FOUR**

### **FACTORS ACCOUNTING FOR THE LEVELS OF COMMUNITY PARTICIPATION IN CDF PROJECTS IN KANYAMA CONSTITUENCY**

#### **4.1 Introduction**

This chapter discusses factors accounting for the level of community participation in CDF projects in Kanyama Constituency. In order for CDF projects to be successful, people must be able to participate at both individual and community level. This is because community participation in CDF projects enables members of the community either individually or collectively to assume greater responsibility for their developmental needs and problems. Community participation is important in community projects as it brings a sense of ownership to the community. The main focus of inquiry here is to assess the factors hindering smooth Participation in the CDF processes in the constituency.

During the study respondents both community people and key informants and other community representatives were asked to mention the factors limiting the community members from effectively involving or participating in CDF projects in their constituency. The study identified the following as factors limiting community participation in CDF processes in Kanyama constituency.

#### **4.2 Poor community awareness of CDF**

For effective and relevant participation to take place, local people must be aware of the existence of CDF projects in their communities. Further, the communities must know these projects and, specifically, the ones in their wards. Community participation is likely to be effective when all households are adequately informed about all issues on which their decisions and participation are required. This will mean implementing a 100 % information dissemination policy, using all available media such as meetings, participatory sessions, radio, tapes, pamphlets and drama among them (Milimo 2002).

Respondents were asked if they were aware of CDF projects in the constituency and their responses are presented in the table below:

**Table 4.1 Responses showing awareness of CDF Projects**

Response	Frequency	Percent	Valid percent	Cumulative percent
Yes	107	35.7	35.7	35.7
No	193	64.3	64.3	100
Total	300	100	100	

**Source: Primary Data**

The study found that one of the factors that account for the low level of community participation in identification, implementation and monitoring of CDF projects in Kanyama Constituency is low levels of awareness of CDF within the Constituency.

As illustrated in table 4.1 above, it was found that out of 300 respondents 193 (64.3%) were not aware of CDF while 107 (37.5%) were aware of CDF. The findings show that majority of the respondents did not know or had not heard about CDF. The low levels of awareness about CDF were attributed to the lack of publicising of CDF projects by grassroots structures as well as the local authority to communities at grassroots level. Despite the importance of this Fund, many people are not even aware of CDF so that they are able to take part in projects that will improve their lives. For example, Mr Nyirenda a respondent from Mukolo ward testified that “I do not know about CDF and ever since I moved here I have never been informed or taught anything about CDF.” (Interview with Mr Nyirenda a respondent from Mukolo Ward on 16th July, 2014).

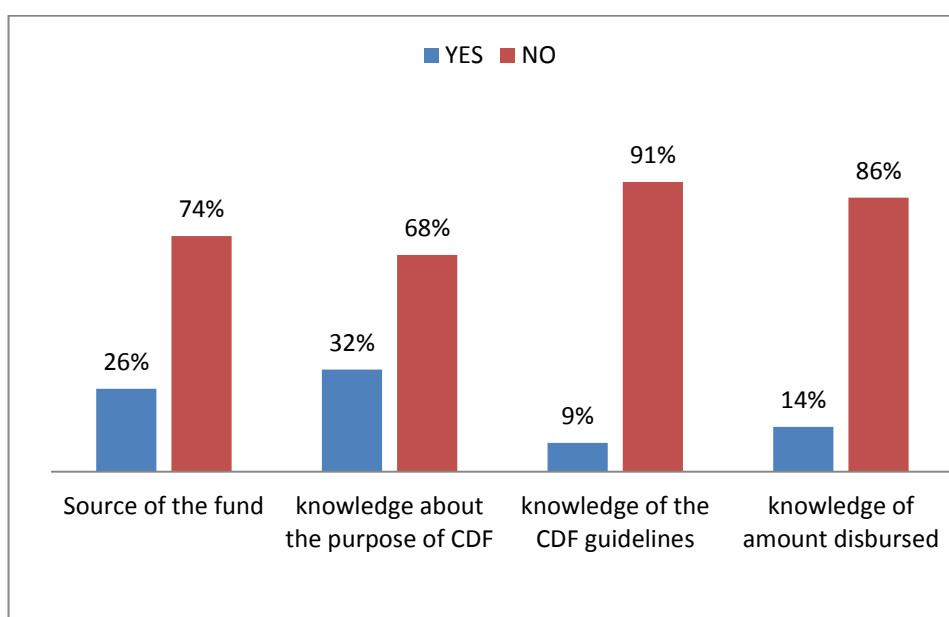
This view was also expressed by a respondent from Kanyama ward who reported that “I have not read or heard anything about CDF as this is my first time hearing about CDF.” (Interview with a household respondent from Kanyama ward on 16th July, 2014). Mrs Mubita a respondent from Harry Mwanga Nkumbula Ward indicated that as a community most of the people are unaware of CDF as well as CDF projects that are undertaken because there is no information dissemination. The social economic planner at DPU of the Lusaka city council also attested to the fact that lack of

awareness about CDF was a major limitation to community participation in CDF funded projects (interview with the social economic planning officer 20th July, 2014). This study argues that for members of community to effectively participate in CDF projects, they must be made aware of their existence, meaning that, if they are not aware, they are likely not to participate.

### 4.3 Poor community knowledge about CDF

As already indicated, for effective and relevant community participation to take place, local people must also have knowledge about CDF projects, then, they will be able to actively participate. It follows that without relevant knowledge by members of the community about a given project, it becomes difficult for them to participate. The figure below shows responses of community member’s knowledge about various aspects CDF.

**Figure 4.1 responses showing community knowledge about CDF**



**Source: field data**

Even though one hundred and seven respondents (35.7%) indicated that they knew what CDF was or had heard about CDF, the study found that majority of those respondents did not know the details surrounding its source, its purpose, the role of the community in CDF and the utilisation of the fund in the constituency. 86% of the respondents from the local community stated that they did not know how much the

Fund was. 82% said they did not know how CDF was appropriated and disbursed. 92% of the respondents did not know how to participate in CDF projects. 91% do not know about the CDF guidelines.

The levels of knowledge about basic information concerning CDF were also found to be quite low. Not only did the respondents not know about what CDF amongst those were aware of the fund, majority did not know the source of the fund. The fact that most respondents do not know what CDF is reveals to a large extent that CDF is invisible to the ordinary members of the community. The respondents also exhibited ignorance of the about their role in CDF projects. The study also revealed low awareness of CDF guidelines among the community may explain the lack of community participation in most CDF processes as the community do not know their rights and opportunities as provided by the guidelines.

One member of the community stated as follows, “I have heard of CDF and it is a good thing I don’t know where the money comes from but the MP brings it here to help the people and uplift their living standards.”(View expressed by a participant in in Kanyama ward on 24<sup>th</sup> July 2014). Other respondents referred to CDF as ‘MP’s money’ and associated it to either personal funding from the MP or money that had been sourced from government or other donors by the MP. Some members of the community stated that they had heard about CDF through politicians during campaigns for election into political office. It was reported that during the campaign period, politicians made it seem that the money was either sourced by them, or that they would be the ones lobbying the government to make available the CDF. A concern arose from a community member from Kanyama ward “that councillors and the MP were not doing enough to educate the community on where the CDF came from and what its objectives were.” (Mr Chisenga KanyamaWard 9th July, 2014). Similar sentiments were echoed by another respondent, Mr Soko who stated that, “I am aware of what CDF is although I don’t how much the constituency receives and what the money is used for.” (Mr Soko Munkolo Ward 10<sup>th</sup> July 2014). These responses show that there is seemingly lack of information that could be used to actively participate by the community. For example that the extent of ignorance about some basic details about CDF is disquieting in that it shows that the level knowledge on CDF matter is low in Kanyama Constituency. These low levels of knowledge may be attributed lack of information. This may be as a result of not

being made aware of necessary information by sub district structures whose responsibility is to keep the constituents aware of what is going on in terms of development programmes in the constituency. This lack of knowledge of the source and purpose of the fund in the community points out the limited knowledge that the people at grassroots have with regards to this participatory tool of development.

On the basis of information provided by respondents of the study, the study established that most of the respondents were unaware of CDF. Some reported of never hearing or having been introduced to CDF and its processes before. This corresponds with the comments of Desai (2002) when he argues that one of the factors that hinder communities from effectively participating in development projects is lack of awareness about community programmes among community members in developing and implementing various development projects.

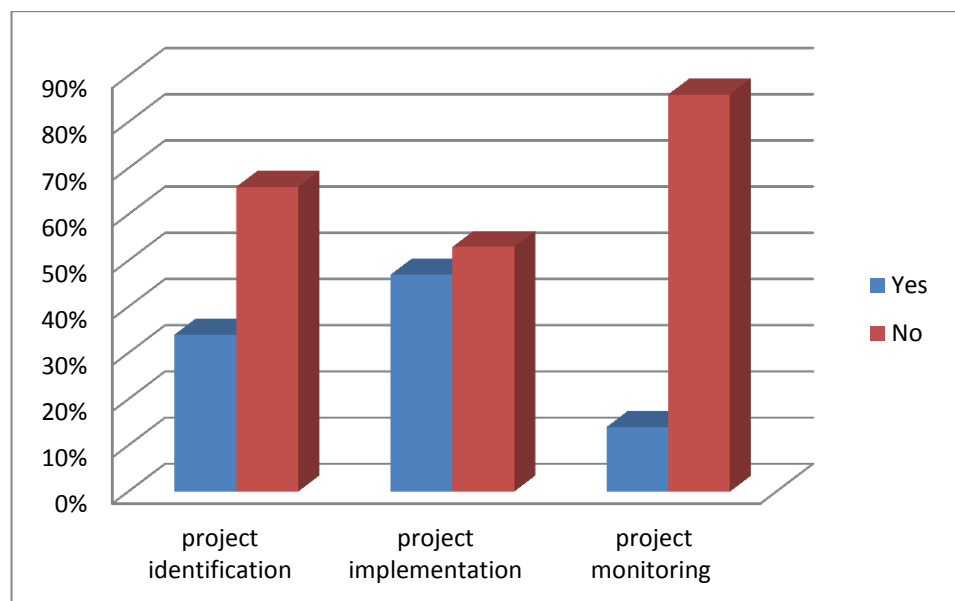
As observed by Khwaja (2004) the level of awareness and knowledge has an impact on participation by citizens and level of their involvement in public affairs as it will determine the level of access and how they benefit from the fund. In addition, it will have an impact in holding the duty bearers accountable to the community. If the local community does not have enough information about CDF, they will not have the strength to oppose undue influence over decisions regarding its utilisation. Without enough information on CDF in terms of its objectives and its source, members of the local community will not be able to ensure that they are part of the process of project identification and implementation. This has the potential of breeding corruption as there will be low levels of vigilance among community members, thereby weakening monitoring and accountability mechanisms.

#### **4.4 Lack of community awareness of opportunities to participate in CDF projects**

The community's right and/or opportunity to participate in CDF have great implications on the management and implementation of the CDF projects. The right and opportunity to participate enhances and promotes accountability, transparency, ensures relevance of the projects against needs, reduces opportunities of conflicts arising, reduces corruption, acts as checks and balances on use of power, encourages community participatory planning, enhances spread of projects in the constituency and above all, it promotes community ownership of the CDF projects. The

respondents' level of awareness of their right and/or opportunities to participate in CDF was assessed in respect to project identification, implementation and monitoring of CDF projects. More than half of the respondents were not aware of the fact that they can participate in the identification of CDF projects as well as implementation and monitoring of projects. However, a much smaller proportion was aware of their rights to be part of CDF project processes.

**Figure 4.2 responses showing awareness of opportunities to participate in CDF projects**



**Source: field data**

The study found that 66% said that they were not aware of opportunities of participation in CDF project identification in the compared to 34% who said they knew of the opportunities for participation in the CDF identification. In terms of project implementation, the study found that 53% were aware of opportunities that were available for them to participate in CDF project implementation Compared to 47% who said that they were not aware of any opportunities. The study found that the level of awareness of opportunities in project monitoring where the lowest among the three. 86% of the respondents said that they were not aware of any opportunities for their participation in CDF project monitoring with only 14% admitting that they were aware of opportunities in monitoring.

Most respondents in the study indicated that the majority of people in the community don't know that they have the right to participate in the development and governance processes both at national and local levels. One respondent said that "as for me voting in elections is their only duty to the state that I know. As citizens we are not made aware of our rights in local governance or national issues." (Interview with a respondent on, August 4<sup>th</sup> 2014). Mr Kapao a respondent from Kanyama ward echoed similar sentiments when he said that "I don't know that there are opportunities for the general public to participate in CDF processes because no one ever told me." (Interview with Mr Kapao a respondent on, August 4<sup>th</sup> 2014).

Lombard (1992:256) contends that the purpose of community participation is to create opportunities for the community to take part in planning and policy making, allocation and distribution of resources and management of services. By allowing community to participate in the design, implementation and evaluation of development projects, local experience and knowledge could be incorporated in development projects enhancing not only the success of these projects, but commitment to them. In conformity, World Bank (2002) notes that citizens' awareness of their rights, roles and responsibilities is a necessary element for constructive citizen participation.

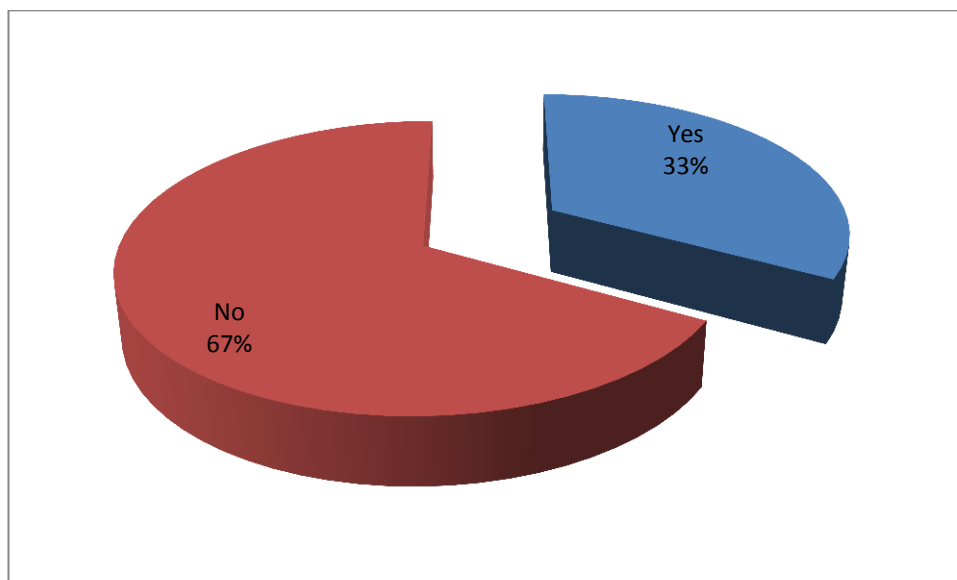
#### **4.3 Lack of awareness of structures through which local people participate in Constituency Development Funds Projects in Kanyama Constituency**

Community participation in identification, implementation and monitoring of CDF projects can be facilitated by an appropriate structure through which local people can participate. Sills (1966) argues that for effective community participation to take place there must be well established structures through which people can participate and among them are committees. These will also ensure effective communication of the results obtained from the programmes and projects in place. In the preceding chapter, it was found that community participation in CDF projects uses local structures such as Area Development Committees and Ward Development Committees.

Respondents were asked if they were aware about the structures which they can use to participate in CDF projects. The study found that majority of the respondents,

were not aware of the structures that they could use to participate in CDF projects. The results are presented in the figure below:

**Figure 4.3 Are you aware of structures that you can use to participate in CDF projects?**



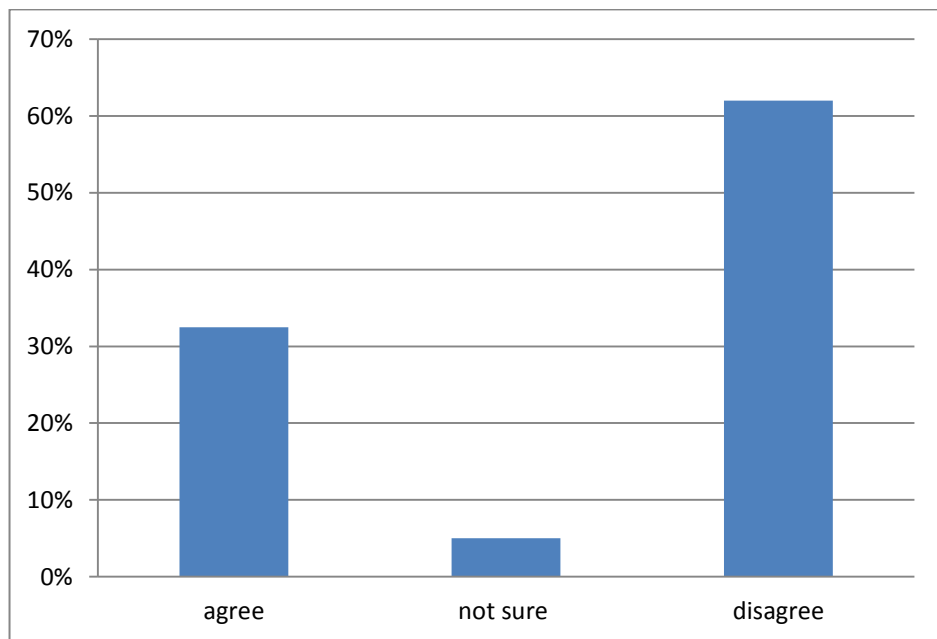
**Source: Primary Data**

The results reveal that 33% are aware of the structures that they can use to participate while, 67% said they were not aware. The fact that 67% are not aware of the structures available for them to participate in CDF projects suggests that to a great extent these institutions are not visible to the ordinary members of the community. The lack of awareness of these structures means that the structures are underutilised by the community members. Further, the ignorance exhibited by the community members on the roles these structures play can be attributed to limited interaction between these structures and community members. In order to enhance participation local communities will need to be sufficiently sensitised to play an active role in the CDF process. In this regard, sub district structures such as WDCs, ADCs, and RDCs will need to take up the responsibility of sensitising local communities. In interviews conducted with the Key informants, it was revealed that the district council has put in place structures through which local people can participate in CDF projects and they include Ward Development Committees, Resident development Committees and Area Development Committees. For effective management, each of these structures has a supervisor at its apex.

#### 4.6 Limited Information and information dissemination

The study revealed that another factor that hinders effective community participation in CDF projects in Kanyama Constituency is lack of information. Respondents indicated that they feel there is lack of access to information about CDF projects. From the research findings, majority of the respondents (62%) disagreed with the view that all the information on CDF projects is available and accessible to the community members, 5.5% were not decided while only 32.5% agreed that such information is available. Most of the respondents remarked that people's involvement in CDF projects is constrained by inadequate information; participants observed that community members hardly access information on CDF projects that may be useful during identification, implementation and monitoring of these projects. This has the potential of breeding corruption as there will be low levels of vigilance among community members, thereby weakening monitoring and accountability mechanisms.

**Figure 4.4 Respondents views on availability of information**



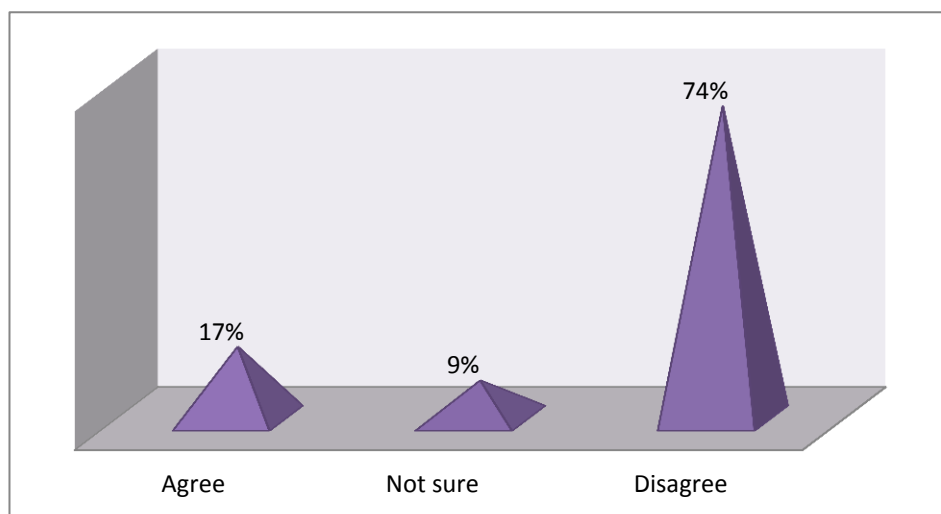
**Source: Primary Data**

Mr Sitali a respondent from Mukolo ward stated that “Although as community members we are urged to get involved in CDF projects in this community but we don't know where to begin from. We do not know which projects are funded using

CDF. The little we have often comes late especially when everything has been completed and we hear it like rumours.” (Interview with Mr Sitali respondent from Munkolo Ward on 14<sup>th</sup> July 2014). Another responded yielded the same remarks suggesting that there is limited accessibility to information which hinders effective involvement of community people in development projects; Accessibility of information in our community is so poor so we don’t get involved in most of these developmental projects like CDF. It is always during campaign period that those politicians begin telling people that there are new projects in the community arguing people to participate; they don’t tell us the details of such projects (Interview with Ms kakoma respondent from Harry Mwanga Nkumbula Ward on 14<sup>th</sup> July 2014). Another respondent had this to say, “These CDF projects are not known by the majority of community members because they rarely call for us meetings where we could get information about CDF.” ( Mr Mulenga respondent from Kanyama ward held on 19<sup>th</sup> July , 2014).

In terms of information dissemination, the information provided by key informants and household, it was found that 74% of the respondents disagreed with the view that information about CDF projects and their status is regularly disseminated by both the council and the local leaders to the general public. 9% were not sure whether information was disseminated at all while only as 17% agreed that information regarding CDF funded projects was regularly disseminated in the constituency. The results are presented in the chart below:

**Figure 4.5 Responses on frequency of information dissemination**



**Source: Primary Data**

A respondent from Kanyama Constituency stated that, “sometimes we just notice that works are being carried out the constituencies but do not know whether it is central government involved in the projects or projects are CDF funded it becomes difficult to take part in them because we did not play a role in the identification of the projects.” He further added that the little information is availed to a few people who are in most cases friends, relatives or those who are close to councillors especially information concerning tenders. Mr Soko a respondent from Mukolo ward echoed similar views when he said that “Information necessary for citizens participate in development projects is not easily accessible. Our councillors and MPs do not give us the information to enable us to participate in these CDF projects only as a result only a few people especially those known to the local leaders participate in these projects leaving many of us not involved in the development projects.” (Mr Soko Respondent from Mukolo ward 14<sup>th</sup> July 2014)

Interviews with constituency development fund committee secretary that there were inadequate financial resources available to be used to sensitise the public and pass on information to the community in a timely manner. The CDC secretary stated that “as a constituency we are hindered by inadequate resources therefore we are not able to carry out sensitisation activities as frequently as we would like to.” (Interview with CDC secretary Kanyama 10<sup>th</sup> July 2014)

The study also found that the councils have not been consistent in publicizing the availability of funds in the first quarter of every year in any of the designated places. Mr Mwansa social economic analyst from the DPU of the Lusaka City Council stated that in respect to information dissemination, the council has not done enough to ensure that information is disseminated. Mr Mwansa further stated “that the council despite the CDF guidelines making provision for the council to inform the public when funds are available. He further added that information dissemination about CDF is left up to the councillors and the CDF committee who are the closest to the grassroots to play the role of information dissemination with regards to CDF.” (Interview with the social economic planner at the DPU on 20<sup>th</sup> July, 2014)

The research findings established that limited availability and accessibility to meaningful information had a significant effect on community participation manifested in terms of apathy on the side of the mass and poor accountability from

the service providers. In agreement with the study findings, Khwaja (2004) observes that lack of meaningful access to important information detracts the public's ability to contribute to the development projects. Even public participation that occurs is likely to be less informed and therefore potentially less helpful or meaningful than it otherwise could have been.

It is essential for people to have access to information at all times concerning their community. Kotze (1997) emphasizes that communication is a vital factor in ensuring community participation. It is critical that information should be disseminated to everyone in the community it should not only be limited to a selected few in the community. Limited information dissemination leads to limited community participation and squabbles amongst the community members.

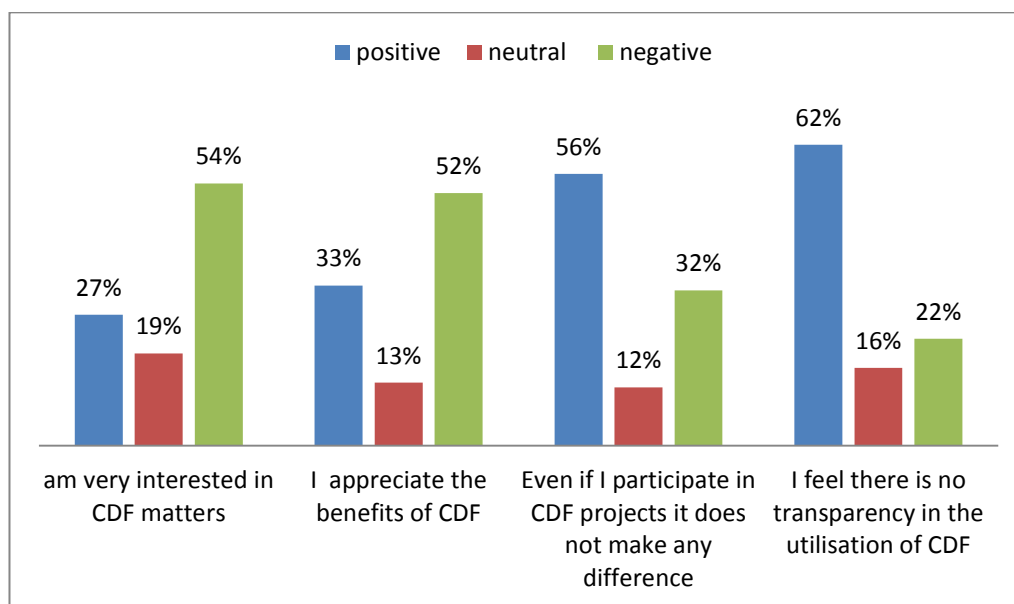
#### **4.7 Attitudes and perceptions towards community participation in CDF projects**

The study found that another factor accounting for the low level of community participation in CDF projects in Kanyama constituency had to do the residents attitudes and perception towards community participation in CDF projects. Using a five point scale: 1 strongly disagree, 2 disagree, 3 somewhat disagree/agree, 4 agree and 5 strongly agree, respondents selected which scale point best suits their opinion about their attitudes towards participation in CDF projects. However, responses were combined in order to create negative attitudes and positive attitudes from the given responses. In this regard, responses 1 and 2 were regarded as negative response and response 3 was neutral, while 4 and 5 were regarded as positive response.

Figure 4.5, shows that community members are not keen about participating in CDF affairs with 54 per cent of total respondents indicating a negative attitude towards being interested in CDF affairs, 19 per cent were neutral and 27 per cent positive. Questioned if respondents appreciate the benefits of CDF projects, 52 per cent of the respondents indicated that they do not appreciate the benefits of CDF projects with only 13 per cent neutral and 33 per cent said they appreciate the benefits of CDF. It is also clear that 56 per cent of the respondents feel that it does not make a difference even if they participated in CDF projects whereas 12 per cent had a neutral response whereas 32 per cent felt that their participation makes a difference. Questioned if respondents believe there is transparency in the manner in which CDF is utilised, 62 per cent felt there is no transparency in the utilisation of CDF in their constituency

with 16 per cent had a neutral view. Only 33per cent was of the view that there is transparency in the utilisation of CDF in the Constituency. The presentation of the responses is shown in Figure below:

**Figure 4.6 Responses showing attitudes towards participation in CDF projects**



**Source: Primary Data**

The study revealed that some community members believe CDF decisions should be left to their leaders who they elected into power to make without requesting or responding to citizens input. This was evidenced by the fact that 69.1% of the respondents were of the view that it is a responsibility of their representatives to demand services on their behalf compared to 23.7% who thought otherwise. Similar views were expressed during the discussion with the community members. “We elected our representatives to represent us, we give them our views and they decide for us the projects we need in the community, so why should we do what is due for them i think it is a waste of time.” (Respondent in Harry Mwanga Nkumbula July 2014)

CDF committee chairperson stated that Citizen Participation in local decision making and CDF processes is weak because of citizen’s sceptical attitudes about the effectiveness of their participation. This is because they feel that this participation would ultimately be ineffective in helping them influence local decision. It was also explained by the CDC chairperson that there is a lot of apathy by community

members towards participation in local level projects especially when it comes to attending meetings that are called in wards or at constituency level. (Interview with CDC chairperson 6<sup>th</sup> July 2014).

The study established that community members have negative attitudes towards participation in constituency development and they do not value their participation. Respondents felt that their participation will not influence change in the way decisions are made in the utilisation of CDF in the constituency. As participation also means people's share in the benefits, respondents were asked whether they had benefited from any of the development projects in the constituency. Most respondents interviewed acknowledged the general benefits of the projects but complained that they had not received any individual benefits.

Perception and attitudes have a bearing on the way people act and respond to certain issues in society. As expressed by Moore (1993), attitudes and perceptions reflect such widely diverging beliefs about society that no agreement can reasonably be expected. The study found out that people in Kanyama constituency did not see themselves as having much to do in CDF processes as they did not consider themselves as initiators or decision makers when it came to development matters in their communities. Respondents felt they had no say over the CDF projects or its resources and considered themselves as recipients of the project's work rather than active shapers or partners in the process.

### **Is it important for local people to participate in decision making and implementation of CDF projects?**

The study found that 234 out of 300 (78%) of the respondents said that they think it is important for local people to participate in decision making and implementation of CDF projects in Kanyama Constituency, while 66 out of 300 (22 %) said it is not important for local people to participate in decision making and implementation of CDF projects in Kanyama Constituency. For those that said that it is important for local people to participate in decision making and implementation of CDF projects advanced the following reasons: 177 out of 300 (59%) said they (local people) know their problems better, 105 out of 300 (35 %) said local people know better which parts of their communities are in need and 18 out of 300 (6 %) said there will be no waste of resources in identifying and implementing of projects in the community.

This reveals that the majority of respondents said that it is important for local people to participate because they know their problems better. The findings of this study are similar to the arguments advanced by Kakumba and Nsingo (2008). They argue that community participation in water supply and sanitation projects is important because they (local people) understand their environment better, its problems and its good part, thereby making it easy to implement community driven projects. This study, therefore, advances that locals peoples ‘participation in local development projects is important as local people will consider the implemented project as their own, have pride in it and a sense of belonging to it.

However, those that said it is not important for local people to participate in decision making and implementation of CDF projects advanced the following reasons; local people are illiterate about CDF issues, while others argued that it is difficult to change the minds of the local people and that it will be waste of resources to involve local people in CDF projects among them.

#### **4.8 Social economic reasons**

Other reasons for the low levels of community participation in CDF projects given by the respondents were attributed to social and economic reasons. One hundred and eighty five (185) out of 300 respondents said they often do not participate in CDF projects due to social economic reasons. Ninety three (93) out of 300 respondents said they did not feel social economic factors hindered their participation in CDF projects while twenty two (22) out of 300 said they just where not interested in participating.

Some of the community members in Kanyama Constituency expressed that their busy daily routine of earning a livelihood and subsequent noted that economic hardships hindered them from taking part in CDF processes such as attending ward or constituency meetings. This is because they are busy looking for jobs so that they can earn money to support their families.

A respondent from Kanyama ward stated that, “Madam, things are hard these days and if you can’t find something to do to make money, your children will die of hunger.” (View expressed by community member 10<sup>th</sup> July 2014). Because of this

most people do not have time to attend community meeting or involved in other processes especially if they can not see the direct benefits of participating.

Another respondent added that “Think of it madam, if they call me to come and attend a community meeting and my family has no food at home, and meanwhile there is somewhere where there is casual work being offered, where do you think I would choose to go?. Definitely I would choose to go where I will get a direct benefit at the end” (view expressed by community member 10<sup>th</sup> July 2014).

This type of response was noted by Baum (1998), who pointed out that people generally want to see a direct benefit for them to participate, or to have incentives offered. Even though the respondents are aware of the problems, it is not seen as a priority or within their scope to do anything about it, as their priorities are about jobs and supporting their families. As a result, some of them would want to be paid for work done. Respondents recognized that many people did not want to nor had the time to participate in CDF project. The CDF projects were not considered a priority compared with the other problems families had to deal with.

#### **4.9 Conclusion**

This chapter has shown and revealed that it is important for local people to participate in identification, implementation and monitoring of CDF projects in their communities. Based on the information provided by the respondents of the research, the study has identified lack of knowledge, lack of awareness about structures available for participation, limited information, poor community attitudes and social economic factors as accounting for the level of community participation in CDF projects in Kanyama Constituency. The study reveals a general low awareness of CDF among community members, as well as low levels of knowledge of CDF details with regard to costs of projects, amounts disbursed for specific projects and opportunities of participation in the CDF processes. It has also revealed that community participation in identification, implementation and monitoring of CDF projects is constrained by the lack of awareness of structures available which the community can use to participate in CDF projects. The study has revealed that the CDF is not as popular among the communities as it is expected to be, given that the Fund has been around for more than a decade. There has not been sufficient public sensitisation about the Fund. Consequently, it is common to find residents living in

close proximity to a CDF funded project who do not know that such a project was, in fact, funded by the CDF. In such circumstances, the project/s is associated with the local authority, the councillor or area MP, or a relevant sector ministry, this has an effect in constraining the voices of the people, limiting people's rights to demand for accountability, inclusion and participation in the CDF projects.

The study also revealed that community participation in monitoring of the CDF projects in Kanyama Constituency is hindered by low knowledge and awareness on the CDF guidelines.

Equally, based on the information provided by key informants and household respondents, the study has established that at the individual level, people do not actively participate in CDF projects because of negative attitudes towards community participation in CDF projects because they feel that their participation would not make a difference. Equally based on key informants and household respondents, it was established that poverty is a barrier to effective community participation, as people choose to go out looking for jobs so that they can earn money to support their families.

More effective communication channels should be established between the community and CDC. This will enable the CDC become aware of the needs of the community and, therefore, be able to implement projects that address the community's felt needs. Civic education is needed to empower the community to understand the management of CDF and their role in making the committees more accountable.

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District Planning Unit social economic planner, 20<sup>th</sup> July 2014

CDF committee Secretary, 10<sup>th</sup> July, 2014.

CDF chairperson 11<sup>th</sup> July 2014

Mr Sitali, Mukolo Ward 14<sup>th</sup> July 2014

Mr Soko, Kanyama Ward 16<sup>th</sup> July, 2014

Mr Nyirenda Mukolo, Ward 16<sup>th</sup> July, 2014

Mrs Mubita, Harry Mwanga Nkumbula Ward 17<sup>th</sup> July, 2014

Mr Mhango, Kanyama Ward 22<sup>th</sup> July, 2014

Ms Chomba, Harry Mwanga Nkumbula Ward 18<sup>th</sup> July, 2014

Mrs Kapema, Mukolo Ward 18<sup>th</sup> July, 2014

Mr Chilufya, Kanyama Ward 21<sup>th</sup> July, 2014

Mr Daka Kanyama Ward 18<sup>th</sup> July 2014

Ms kakoma, Harry Mwanga Nkumbula Ward 18<sup>th</sup> July, 2014

## **CHAPTER FIVE**

### **SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 Summary of conclusions**

Based on the findings, the study has established the nature of community participation in CDF funded projects in Kanyama Constituency. As discussed on page 42, the study has established that there were four main ways in which the community participates in CDF projects. Project proposals come from grassroots based organizations such as the Area Development Committees (ADCs) and Ward Development Committees (WDCs) or other community stake holders as much as possible communities are expected to actively participate in the identification of projects; The implementation of the projects also involves community participation in form of labour, both skilled and unskilled use locally available materials (stones, sand etc.); The beneficiary community also monitor project implementation. Community participation is also guaranteed through representation by community leaders who seat on the Constituency development fund committee.

The study established that during the project identification stage, community participation is in the form of consultative meetings within the constituency. Discussions on page 42 show that during these meetings, the community themselves define the pressing problems they are facing and would want to resolve in their constituency. In addition, community participation during project identification also takes place through development of project proposals which is done by different groups who are members of the community.

The study also established that community participation in CDF projects is also assured through the local representatives who sit on the CDC, membership on project implementation committees. The study has also concluded that participation in decision making process is mainly representational through the Ward Development Committees (WDCs) and CDF committees. This form of participation has shown to offer limited space for local communities to engage themselves in the development process, and depends on how well representation takes place.

As discussed on page 47, the study established that there are three main ways in which the community participates in CDF projects implementation. Firstly through

the use of local labour, secondly through the respective community's contribution of materials to the projects and thirdly through the use of local contractors. It was also established that during CDF project implementation, emphasis is placed on using local labour and materials and local representatives to assess progress.

Based on the finding, the study has established that the community participation in CDF projects in Kanyama also takes place in through the local community taking part monitoring of CDF projects. Discussions on page 52 shows that the study established that regular meetings were held with community members to appraise the project progress and in this way they are able to be involved in the monitoring of the project implementation. In addition to that, local residents also scrutinise the work that is been done and report any suspicious activities to the community representatives.

The study concluded that community participation in CDF projects processes that is identification, implementation and monitoring is generally low. Based on the responses of study respondents, the study has established that attendance of public meetings for identification of CDF projects was low. As discussed on page 45 out of the 300 sampled ordinary residents, only fifty one (19 percent) of the household respondents indicated that they had attended meetings within the constituency where the identification of CDF projects was being discussed while two hundred and twenty eight (76 percent) of the household respondents indicated that they had not attended any. The importance of involving the people in projects identification and prioritization cannot be gainsaid if CDF is to achieve the desired results. The lack of community participation at project identification level leads to community members not owning local CDF projects a situation that stripes them of the authority to monitor and evaluate CDF projects. As such, Local communities do not play an active role in the monitoring processes.

The study concluded that community participation in CDF funded project implementation is low. As discussed on page 48 out of 300 respondents 51 (17 percent) respondents mentioned that they had participated in the implementation process of at least one CDF development project. Whereas 249 (83 percent) had never participated in the implementation of any CDF projects. Most of those respondents that had participated said that their participation was in form of unskilled

labour. For instance, some respondents in Kanyama constituency had admitted that they had participated in the construction of market shelter at Kanyama market; some had participated in the Renovation of the ablution block at Kanyama clinic as well as the VCT block.

The study concluded that community participation is also generally low in CDF project monitoring. For instance, 189(63%) of respondents said that they have never been involved in monitoring of CDF projects, 48 (16%) said that they have involved in monitoring; whereas the rest 63 (21%) acknowledged that they did not know. The study observed that despite the CDF guidelines stating that the community should be involved during the monitoring stage, the guidelines do not emphatically spell out the role that community must play in terms of monitoring of CDF projects.

The findings of the study point to the conclusion that most community members have never taken part in the identification and implementation of CDF projects in Kanyama Constituency. In addition it means that they have not generally been encouraged and actively mobilised in the actualisation of these projects. And because they have not participated in the monitoring of these projects, it can be concluded that the residents of Kanyama have not been actively involved in the critiquing of the successes and failures of these projects.

The study also concluded that a number of factors account for the low level of community participation in CDF projects among members of the community in Kanyama constituency. The main factors given include lack of awareness and knowledge about CDF among community members which resulted in people not knowing the projects financed by CDF. For instance as discussed on page 62, the study found that out of 300 respondents 193 (64.3%) were not aware of CDF while 107 (37.5%) were aware of CDF. Showing that, there was a general low awareness of CDF among community members in Kanyama constituency.

In addition, the study also found out that particular knowledge of CDF details with regard to costs and amounts disbursed for specific projects was also generally low among the community. In terms of levels of knowledge on CDF, it is apparent from the research that a lot needs to be done in order to improve the understanding of members of the community as regards what the fund is and where it comes from.

Low levels of understanding among those for whom CDF is intended leaves it open to abuse by people in positions of influence, including MPs and councillors.

The study also pointed out that community participation in monitoring CDF projects has been hindered by low knowledge and awareness on the CDF guidelines. This has an effect in constraining the voices of the people, limiting people's rights to demand for accountability, inclusion and participation in the CDF projects.

The study also concluded that lack of awareness of rights and opportunities for participation in CDF projects also account for the low level of community participation. For instance the study found that 66% said that they were not aware of opportunities of participation in CDF project identification as compared to 34% who said they knew of the opportunities for participation in the CDF identification. In terms of project implementation, the study found that 53% were aware of opportunities available for them to participate in CDF project implementation compared to 47% who said that they were not aware of any opportunities. The study found that the level of awareness of opportunities in project monitoring was the lowest among the three. 86% of the respondents said that they were not aware of any opportunities for their participation in CDF project monitoring, with only 14% admitting that they were aware of opportunities in monitoring.

As discussed on page 72 and 73, the study concluded that the poor community participation in CDF funded projects in Kanyama constituency is also as result of the attitudes and perceptions that the local community has towards participation.

## **5.2 Recommendations**

The study recommends that sub-district structures such as WDCs, and ADCs and other structures need to take up the responsibility of sensitising local communities to enable them make informed in order to increase community participation. There is need to increase community participation in identification and prioritization of projects in order to actually address the real issues affecting the people and create ownership of the projects among the people.

More effective communication channels should be established between the community and CDC. This will enable the CDC become aware of the needs of the

community and, therefore, be able to implement projects that address the community's felt needs.

These guidelines should, among other things stipulate formal communication avenues and/or structures. Information on CDF must be spread widely using different channels and media of communication. The study also recommends that information should be packaged separately and uniquely for different audiences and target groups in a way and manner that is useful and usable. Perhaps funds should be earmarked for publicity of CDF.

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### **Individual informants**

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Kanyama ward 10 Ward Development Committee vice chairman, 10<sup>th</sup> July, 2014

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Kanyama constituency development committee secretary 10<sup>th</sup> July 2014

Mukolo Ward 12 councillor 17<sup>th</sup> July, 2014

Mukolo Ward 12 ward development committee member 17<sup>th</sup> July, 2014

Mr Chisenga Kanyama, ward 9<sup>th</sup> July, 2014

Mrs Mbao munkolo, ward 12<sup>th</sup> July, 2014

Mr Simaata Harry Mwanga Nkumbula ward, 15<sup>th</sup> July, 2014

Mr Sitali, Mukolo ward 14<sup>th</sup> July 2014

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Mr Nyirenda Mukolo, ward 16<sup>th</sup> July, 2014

Mrs Mubita, Harry Mwanga Nkumbula ward 17<sup>th</sup> July, 2014

Mr Mhango, Kanyama ward 22<sup>th</sup> July, 2014

Ms Chomba, Harry Mwanga Nkumbula ward 18<sup>th</sup> July, 2014

Mrs Kapema, Mukolo ward 18<sup>th</sup> July, 2014

Mr Chilufya, Kanyama ward 21th July, 2014

## APPENDICES

## APPENDIX A

### Questionnaire for community members

Dear Respondent,

My name is Phadaless Phiri, I am a postgraduate student at the University of Zambia in the school of Humanities and Social Sciences. I am carrying out a study to enable me partially fulfil the requirements of the Degree of Master of Public Administration (MPA).

You have been selected as a respondent and I would be most grateful if you spared a few minutes, to answer the questions in this questionnaire. This is a study on *community participation in CDF projects in Lusaka*. All the information you will offer will be handled with utmost confidentiality and will only be used for the MPA Dissertation. I would be very grateful if you can give me sincere answers to the questions.

Instructions: Tick in the circle against the appropriate response or fill in the blank space.

#### Part A

##### Personal Information

1. Gender

1. Male ( ) 2. Female ( )

2 Age \_\_\_\_\_ years

3. What is your highest level of education?

1. Never been to school ( ) 2. Primary ( ) 3. Secondary ( ) 4. College ( ) 5. University ( )

4. Marital status

1. Single ( ) 2. Married ( ) 3. Divorced ( ) 4. Separation ( ) 5.

Widow( )

5. What do you do for a living? 1. Formally employed ( ) 2. Informally employed ( ) 3. Unemployed ( ) 4. Dependant ( )

#### Part B

##### Respondents general knowledge and awareness about CDF

6. Do you know what CDF is?

1. Yes ( ) 2. No ( )

7. If yes what do you know about CDF please explain

.....  
.....

8. How did you know about CDF?

1. Radio ( ) 2. TV ( ) 3. Councillor ( ) 4. MP( ) 5.Friends( )

Others specify.....

9. What do you know about the fund?

<b>Community knowledge and awareness of CDF</b>	<b>Yes No not sure</b>		
	<b>1</b>	<b>2</b>	<b>3</b>
Source of the fund	1	2	3
Purpose of the fund	1	2	3
Role of the community in CDF projects	1	2	3
knowledge of the CDF guidelines	1	2	3
how much CDF your constituency is entitled to	1	2	3
the role of CDC	1	2	3

10. What do you know about CDF (probe; where does money come from, the purpose of the fund, what is the role of your MP, your own role, the role of CDC, knowledge of the CDF Guidelines)

.....  
.....

11. Have you read the CDF Guidelines?

1. Yes( ) 2.No( )

12. If, what are the key components of the CDF guidelines?

13. Are there any projects that you are aware of that are being financed from CDF?

1. Yes ( ) 2. No ( )

14. If yes name some of them

.....  
.....

**Part C**

**Community participation in CDF projects**

15. Have you ever participated in projects funded by the CDF?

1. Yes ( ) 2. No ( )

16. If yes how did you participate?

.....  
.....

17. If you have not participated in CDF projects give reasons why?

.....  
.....  
.....

18. Have you ever participated in the identification of CDF projects?

1. Yes ( ) 2. No ( )

19. If yes, indicate the frequency? 1. Always ( ) 2. Occasionally ( ) 3. Rarely ( )

20. Are you aware of anybody in your location who took part in identification of any CDF project in your area? 1. Yes ( ) 2.No ( )

21. If yes, what position does he/she holds in the area \_\_\_\_\_

22 Do you think the CDC provides opportunities for community members to participate in the identification and allocation of CDF projects?

1. Yes ( ) 2.No ( )

23. Do you think the Constituency Development Committee is accountable and transparent when it comes to project identification? Explain your answer giving examples.

.....  
.....  
.....  
.....

24. Have you ever participated implementation of CDF project in your community?

1. Yes ( ) 2.No ( )

25. If yes, how did you participate in this?

.....  
.....  
.....

26. If no, what was the reason for your lack of participation?



1. Ward Development Committee meetings (WDC) ( )
2. Section Committee meetings ( )
3. Through the Constituency Development Fund Committee  
(representative) ( )
4. Other (specify).....

37. Do you use these structures of participation?

- 1) Yes ( ) 2. No ( )

38. If your answer to question 21 is No, why don't you use these structures of participation?

Explain.....  
.....

39. Do you think it is important for local people to participate in identification, implementation and monitoring of CDF projects in their communities?

- 1) Yes ( ) b. No ( )

40. If Yes to q 39, why do you think it is important?

1. Local people know their problems better ( )
2. Local people know better which parts of their communities are in need
- 3) There will likely be no waste of resources in identifying the problem ( )
4. Other (specify).....

41) If No to q39, why do you think it is not important?

1. Local people are illiterate about issues of CDF ( )
2. It difficult to change the minds of the local people ( )
3. It will be waste of resources to involve local people in CDF projects ( )
4. Local people cannot contribute anything towards CDF projects ( )
5. Other (specify).....

**Part E**

**Information dissemination about CDF**

42. Do you receive any information about CDF projects in your constituency?

1. Yes ( ) 2. No( )

43. If yes how often?

1. Regularly ( )

2. Irregularly ( )

44. Is there adequate information about CDF projects in your constituency?

1. Yes ( ) 2.No ( )

45. How is the information communicated? Explain

.....  
.....  
.....

46. Do you receive any information from the Constituency Development Committee regarding CDF projects?

1. Yes ( ) 2.No ( )

47. If yes how often?

1. Regularly ( ) 2. Irregularly ( )

48. How often does your representative report to the community on issues relating to CDF?

1. Regularly ( ) 2. Irregularly ( ) 3. Not at all ( )

49. Are you satisfied with the amount of information you receive concerning the use of CDF in your constituency?

1. Not satisfied ( )

2. Very unsatisfied ( )

3. Satisfied ( )

4. Very satisfied ( )

50. Would you like to receive more information about the manner the CDF is being used in your constituency?

1. Yes ( ) 2. No ( )

51. Do you think your MP and councillors are doing enough to create awareness of CDF in your community?

1. Yes ( ) 2. No ( )

52. Would you like to receive information on CDF on regular basis

1. Yes ( ) 2. No ( )

**Part F**

**Community attitudes and perceptions towards participation in CDF projects**

Attitudes and perceptions towards Public Participation .Below is a series of statements about Democratic attitudes towards Public Participation. Read each statement and circle one appropriate number that best suits your attitude about public participation using a five point scale. 1 = strongly disagree, 2 = disagree, 3 = somewhat disagree, 4 = agree, 5 = Strongly Agree.

Community attitudes towards participation in CDF projects	Strongly strongly Disagree Agree				
	1	2	3	4	5
53.Am very interested in CDF issues					
54.Even if I participate in CDF projects it does not make any difference					
55.I do not appreciate the benefits of CDF to the constituency					
56.I feel there is no transparency in the utilisation of CDF					

57. Do you think the CDC provides opportunities for community members to participate in the identification and allocation of CDF projects?

1. Yes ( ) 2.No ( )

58. Do you think Members of the community deemed to be affiliated with the dominant political party or the Member of Parliament in your area participate more than the others?

1. Yes ( ) 2. No ( )

59. in your view, who do you think has more power in the identification, allocation and implementation of CDF in your constituency?

.....  
.....  
.....

60. Name any problems/factors that prevent people from actively participating in CDF projects

.....

.....  
.....  
61. What can be done to address these problems?

.....  
.....  
.....  
.....

Thank you

## **APPENDIX B**

### **Interview Guide: Ward Development Committees (WDCs)/ Constituency Development Fund Committee**

1. How much does the community know about the CDF? Please justify your answer?
2. Who provides the knowledge on CDF in the communities? How do people get information on the allocation, disbursement and utilisation of CDF?
3. What type of information dissemination or sensitisation activities have been undertaken in the community? And through which channels?
4. What are the outcomes of these activities, if any, on the knowledge of different individuals and groups within the communities and their ability and willingness to participate in the CDF funded projects ?
5. What should be done to improve on the knowledge of the CDF by the communities?
6. What is the role of the community in CDF project identification?
7. How are the members of the community involved in CDF project identification?
8. Is the community involved in the implementation of CDF project?
9. In what ways does the community participate in CDF projects implementation?  
Explain
10. Is the community involved in project monitoring?
11. In what ways does the community participate in CDF project monitoring?
12. What is the level of community support and participation in CDF activities in your constituency?
13. What are the factors which hinder the participation of members of your community in CDF projects in your area?

## **APPENDIX C**

### **Interview guide for Council staff**

#### Questions for council staff on CDF

1. What CDF information is currently made available to the public?
2. How is the information on CDF made available to the public?
3. Do communities know about the availability of CDF funds and how do they need to apply?
4. How do communities participate in CDF processes? Explain the methods of participation.
5. Are communities made aware that they can monitor CDF projects?
6. What are challenges associated with CDF with reference to community participation?
7. What needs to be done in order to increase community participation in CDF projects?

## **APPENDIX D**

**Guidelines on the Utilisation and Management of Constituency Development  
Funds**

MINISTRY OF LOCAL GOVERNMENT AND HOUSING

P.O BOX 50027  
15101 RIDGEWAY  
**LUSAKA**

MLGH/102/28/1

26<sup>th</sup> December 2007

**MINISTRIAL CIRCULAR OF DECEMBER 2007**

All Town Clerks/Council Secretaries  
**REPUBLIC OF ZAMBIA**

Dear Sirs,/Madams,

**GUDIELINES ON THE MANAGEMENT AND UTILISATION OF  
CONSTITUENCY DEVELOPMENT FUNDS.**

1. The Ministry has revised the Constituency Development (CDF) Guidelines in order to make them more effective and efficient, and to tighten the weaknesses in the utilization of the funds. The following changes have been made:
  - (i) Composition of Membership of the Constituency Development Committee (CDC).
  - (ii) Notification for submission of Project proposals
  - (iii) Project Implementation
  - (iv) Release of funds for approved projects.
2. The projects to be funded by the CDF in the communities must be in line with the projects prioritized in the District Development plans approved by the Councils and must be within the available resources.
3. Projects should be completed within a period of twelve (12) months.
4. This circular supersedes circular MLGH/102/28/1/ dated 10<sup>th</sup> September 2003.

Yours faithfully,

Maswabi M. Maimbolwa  
Permanent Secretary  
**MINISTRY OF LOCAL GOVERNMENT AND HOUSING.**

Cc . Hon. Minister of Local Government and Housing, Lusaka  
Cc. Hon. Deputy Minister of Local Government and Housing, Lusaka

- Cc. Secretary to the Cabinet, Cabinet Office, Lusaka
- Cc. All Members of Parliament
- Cc. Principal Private Secretary, State House, Lusaka
- Cc. Permanent Secretary (Administration) Office of the Vice President, Cabinet Office, Lusaka
- Cc. All provincial Permanent Secretaries  
**Republic of Zambia**
- Cc. All provincial Local Government Officers  
**Republic of Zambia**
- Cc. All District Commissioners  
**Republic of Zambia**

## **REVISED GUIDELINES ON THE MANAGEMENT AND UTILIZATION OF THE CONSTITUENCY DEVELOPMENT FUND (CDF)**

### **1. INTRODUCTION**

The Constituency development Fund (CDF) was approved by Parliament in 1995 to finance micro-community projects for poverty reduction. As part of their annual capital programmes, each Council is mandated to include Constituency Development Funds for community based projects in the Capital Budgets. The Council shall be required to account for the funds in accordance with the law. The Constituency Development Committee (CDC) shall receive project proposals from sub-district development structures such as Area Development Committees (RDCs) and representative of stakeholders from the townships on behalf of communities as the case may be and refer them to the Planning sub-committees of the district development Coordinating committee (DDCC) for appraisal before recommending to the council for adoption.

### **2. MEMEBRSHIP OF THE CONSITUENCY DEVELOPMENT COMMITTEE AND TERM OF OFFICE.**

The proposed membership of the CDC shall be nine (9) and shall comprise of the following:

<b>NUMBER</b>	<b>COMMITTEE MEMBERSHIP</b>
a) 1	Area Member of Parliament
b) 2	Councilors nominated by all Councilors in the Constituency .
c) 1	Chief's representative nominated by all chiefs in the Constituency.
d) 1	Director of works in the case of district Council or Director of Engineering services in the of Municipal Council and City Councils .
e) 4	Community leaders from Civil Society and NGOs churches, Community Based Organizations (CBOs) identifies by the Area Members of Parliament and Councilors in the Constituency.

The Council shall submit the names of the above nominees together with their CVs and record of their participation in community development work to the Minister of Local Government and housing for approval within 60 days of submission.

After approval the members of the Constituency development Committee (CDC) will elect their chairperson and the Vice Chairperson annually on a rotational basis

limited to one year. The Area Member of parliament and the Councilors shall not be eligible to be Chairperson or Secretary to the CDC. In the absence of the Chairperson, the Vice Chairperson shall preside over the meeting of the CDC. However, in the absence of both, the members shall select amongst themselves a person to preside over meeting.

**The secretariat for the CDC shall be provided by the Council, which shall prepare notices and minutes of the CDC proceedings. These shall be submitted on quarterly bases to the Provincial Local Government officer and to the Ministry.**

The tenure of office for the members of the CDC shall be three years, unless removed by the Council in Consultation with the **Provincial Local Government Officer** and subject to ratification by the Minister of Local Government and Housing.

### **3. MODALITIES AND ADMINISTRATION OF THE COSTITUENCY DEVELOPMENT FUND.**

- a) The Council (Local Authority) shall administer the channeling and utilization of the Constituency Development Fund.
- b) The authority to decide on the utilization of the Constituency Development Fund (CDF) shall be vested in the Council in accordance with Section 45(1) of the Local Government Act Chapter 281 of the Laws of Zambia. The District development Committee (DDCC) through the planning sub committee shall receive project proposals from the CDC and advise the Council on their suitability for funding. The purpose of submitting project proposals to the planning sub committee is to avoid duplication of funding the same project from other sources.
- c) All payments to Contractors executing constituency projects shall be paid by Bank Cheques and no payments in cash shall be allowed.
- d) Duties performed in connection with the administration of the Constituency Development Fund **by members** shall be part of community contribution. **No allowances whatsoever shall be paid from the Constituency Development Fund.**

### **4 BENEFICIARIES**

Beneficiaries such as Clubs, Associates, and Societies must be registered with the Local Council within their Constituency to benefit from the fund.

### **5. TYPES OF PROJECTS**

The types of projects to be financed under Constituency Development Fund shall be developmental in nature and be beneficial to various

stakeholders in the community (Appendix A).

## 6. NOTIFICATION FOR SUBMISSION OF PROJECT PROPOSALS

The Council shall invite project proposals from the communities 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 churches including notifications through letters to Chiefs and Village Headmen.

## 7. PROJECT IDENTIFICATION AND SELECTION

- a) Project proposals shall be identified and prepared for submission by Communities to the Constituency Development Committee (CDC) before receipt of the funds.
- b) These projects shall be reconciled with those already received by the District Development Coordinating Committee to avoid duplication of efforts.
- c) The CDC shall within two weeks make its decision on the approved project proposals.
- d) In the next two weeks of receipt of these project proposals the Planning sub committee of the District Development Coordinating Committee shall submit its appraisal report to District Development Coordinating Committee (DDCC) for onward submission to the Council for approval and implementation.

**Only projects which have been appraised and approved by the Council shall be funded. The Council shall inform the CDC of its decision.**

Implementation of projects shall be completed within one year.

## 8. NOTIFICATION OF APPROVED PROJECTS BY THE COUNCIL

The Town Clerk/Council Secretary shall notify the Constituency Development Committee (CDC) on which projects have been approved by the Council for funding and implementation.

## 9. PROJECT IMPLEMENTATION

The implementation of the projects shall involve community participation in form of labor, both skilled and unskilled, and use locally available materials (stones, sand etc) as much as possible.

For specialized works, the tender committee at District level shall use flexible

tender system in the invitation of tender offers from eligible contractors/suppliers.

The District **Tender Committee** shall evaluate the bids and recommend to the Council for award of contracts, which shall be communicated to the successful contractor/supplier. Preference shall be given to local contractors and suppliers.

The Chairperson of the Community Based Organization project Committee and the Town Clerk/Council Secretary shall be signatories to all Contract Agreements. All contracts shall be in writing and sealed as prescribed in the Contract Agreement Form (Appendix B).

#### **10. DISBURSEMENT OF CONSTITUENCY DEVELOPMENT FUND**

The Ministry of Local Government and Housing (MLGH) shall disburse the funds either by Bank Transfer or by cheques to Constituency Development Fund accounts maintained by Councils accompanied by a list of beneficiary constituencies and reflecting the allocation to each Constituency in the District.

11. The Council shall open special Bank Accounts in the name of each Constituency and shall immediately inform sub-district structures such as Area Development Committee (ADCs), Resident Development Committee (RDCs) and Community Based Organization (CBOs) representative as the case may be in each Constituency, and bank such funds on receipt in such accounts.

#### **There shall be four signatories to the Constituency Development fund Bank Account**

The following shall form the panel of bank signatories on the Constituency Development Fund Account:

##### **Panel A**

- i) The Town Clerk/District Council Secretary
- ii) The Director of Finance/District Treasurer.

##### **Panel B**

- i) The Chairperson of Constituency Development Committee.

Treasurer/Director of Finance of the Council shall maintain separate Books of Accounts for the Constituency Development Fund in each District. They shall prepare monthly receipts and payments Accounts supported by the Bank reconciliation statements for each account to be submitted to the Office of the Provincial Local Government Officer with copies to the Permanent Secretary, Ministry of Local Government and Housing.

#### **14 PENALTY**

Any abuse of the funds under the Constituency Development Fund by way of misapplication of misappropriation by Council shall result in the suspension of the Council or forfeiture of the Council grants until the reimbursement of the affected Constituency Development Fund is effected. Further, any abuse of the Constituency Development Fund by any member of the Constituency Development Fund Committee or Community based Organization shall result in legal action against the culprit. Any Council official involved in abusing, mismanaging, defrauding or stealing any money from this Fund shall be prosecuted.

## **15 MINUTES**

The Council shall cause to be maintained records of the proceedings of all CDF meetings (prepared by an officer from the District Planning Unit of the Council who shall be Secretary of the Committee). Quarterly copies of such minutes shall be submitted to the Minister of Local Government and Housing without fails and progress reports shall be availed to the community. Subsequent funding of CDF shall be withheld for Constituencies, which do not comply with these guidelines.

## **16. REPORTING AND MONITORING**

The Council through the Director of Works/Director of Engineering Services of District planning officer/ Director of Socio Economic Planning offices from relevant Government Line Departments and the beneficiary Community shall monitor the project implementation monthly or as often as necessary depending on the nature and stage of the project. The Community shall be involved during monitoring. The monitoring team shall prepare progress reports on behalf of the community supported by the accounts for the quarter and submit through the Provincial Local Government Officer to the Minister of Local Government and Housing who shall analyse the reports and advise the Government on progress achieved in the implementation of micro-community projects and programs in constituencies.

## **17 ADMINISTRATIVE COSTS**

Ten percent (10%) of the Constituency Development Fund shall be retained in the Account of the Constituency to meet administrative costs of administering the Constituency Development Fund Committee (CDC), auditing, monitoring and evaluation by the District Development Coordinating Committee (DDCC). These costs will include transport, stationery, perdiem to cover food and accommodation for the technical staff and Committee members.

## **18 PROJECT EVALUATION**

The evaluation of the project shall be carried out by the Council's Director of works/Director of Engineering Services, District Planning Officer and officers from the appropriate Government line departments. The evaluation exercise shall be done upon completion of the project but before the disbursement of the following year's Constituency Development Fund. The evaluation team shall prepare a report for submission to the community, DDCC and Council for action, if any.

## **19 FUNDING FOR PRODUCTION OF ANNUAL REORT ON**

## **THE CONSTITUECY**

The Ministry of Local Government and Housing carry out regular audit inspections in accordance with the Local Government Act Chapter 281 of the Laws of Zambia, the Guidelines on the Management and utilization of Constituency Development Fund and physical verification of completed projects in all 150 Constituencies in Zambia. This is for the production an Annual report on the performance f the Constituency Development Fund for submission to Cabinet Office and Parliament.

### **20 ANNUAL REPORT TO CABINET AND PARLIAMENT.**

The Minister of Local Government and Housing shall submit to Cabinet and subsequently to Parliament an annual report on the operations of the Constituency Development Fund.

#### **Examples of projects eligible for Constituency Development Fund.**

##### **Water Supply and Sanitation**

- (i) Construction and rehabilitation of wells.
- (ii) Construction and rehabilitation of small scale dams.
- (iii) Construction and rehabilitation of boreholes.
- (iv) Piped water supply system.
- (v) Construction and rehabilitation of pit latrines. Toilets or water borne sanitation system
- (vi) Drainage systems.

##### **Roads.**

- (i) Construction, rehabilitation and maintenance of roads (feeder and community roads inclusive) especially by labor based methods.
- (ii) Bridge construction and maintenance
- (iii) Culverts installation
- (iv) Causeway construction
- (v) Canals. Waterways embankments.

##### **Agricultural**

- (i) Livestock and poultry rearing, piggeries.
- (ii) Irrigation
- (iii) Marketing activities
- (iv) Basic farming machinery
- (v) Agricultural inputs seeds, fertilizers, pesticides etc.

##### **Other social Amenities.**

Markets and Bus shelters:

- (i) Construction and rehabilitation of markets.
- (ii) Construction and rehabilitation of bus shelters.

Education and Health Programs:

- (i) Rehabilitation of Education facilities, desks inclusive
- (ii) Rehabilitation of Health facilities
- (iii) Health programs such as nutrition
- (iv) Education programs such as literacy programs.
- (v) Educational sponsorship for the vulnerable.

**Sports and Recreation**

Rehabilitation and Construction of:

- (i) Community Halls, nurseries and gardens
- (ii) Recreation facilities, e.g. parks, playing grounds and play fields
- (iii) Indoor recreational facilities e.g. welfare halls.

**Other Economic Activities.**

- (i) Income generating (Carpentry, tailoring and designing etc).

Appendix B

CONTRACT AGREEMENT FORM

THIS AGREEMENT is made on the .....day of 200.....

Between Council of P.O Box .....on behalf of the Government of

Republic of Zambia (hereinafter called “the Employer”) on the other .

Whereas the Employer is desirous that certain works should be executed, Viz: the

(Project Title).....

.....  
.....

and has accepted a tender by the Contractor for the execution of such works.

**NOW THIS AGREEMENT WITNESSETH AS FOLLOWS.**

1. In this Agreement, words and expressions shall have the same meaning as are respectively assigned to them in the conditions of Tender as part of this Agreement, Viz.
2. The following document shall be deemed to form and be read and constructed as part of this Agreement, Viz:

- (a) This form Agreement
- (b) The letter of acceptance from the Contractor
- (c) The said Tender
- (d) The tender Notices, documentations and correspondence.
- (e) The conditions of Tender
- (f) The specification of a Particular Application
- (g) The standard Specifications
- (h) The priced Bill of Quantities

3. The aforesaid documents shall be taken as complementary and mutually explanatory of one another, but in the case of conflict or inconsistency, precedence shall take the order set out above.
4. The consideration of the payment to be made by the Employer to the Contractor as hereinafter mentioned, the Contractor hereby, covenants with the Employer to execute, complete and maintain the works in conformity in all respect with the provision of the contract.
5. The Employer hereby covenants to pay the Contractor in consideration of the execution, completion and maintenance of the works, the contract price at the times and in the manner prescribed by the contract.

**IN WITNESS WHEREOF** to the parties hereto has caused their respective common seals to be hereunto set their respective hands and seals. The date first above written

**SIGNED AND DELIVERED**

**EMPLOYER**

.....

NAME.....Town clerk/Council Secretary

Signature.....

.....

WITNESS.....

Name.....Project Chairperson

**CONTRACTOR/SUPPLIER**

Name.....

Title.....

Signature.....

On behalf of the Contractor

**WITNESS**

Name.....

Title.....

Signature.....