



Driving Sustainable Change For Children's Rights Project



Public Expenditure Tracking Survey Report On The Constituency Development Fund

July 2022

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List of Abbreviations

CDF	Constituency Development Fund
CDFC	Constituency Development Fund Committee
CSOs	Civil Society Organisations
DSCCR	Driving Sustainable Change for Children's Rights
FGDs	Focus Group Discussions
JCTR	Jesuit Centre for Theological Reflection
NORTEC	Northern Technical College
PETS	Public Expenditure Tracking Surveys
SCI	Save the Children International
WDC	Ward Development Committee

4.0 Executive Summary

Introduction

The Government of the Republic of Zambia, through the 2022 national budget increased the amount of the Constituency Development Fund (CDF) from K1.6 million to K25.7 million per Constituency. The expanded scope of the CDF covers three (3) specific areas namely; Community Projects; Youth, Women and Community Empowerment and Secondary Boarding School and Skills Development. All the three categories are expected to benefit the vulnerable groups of communities such as children and women in all the constituencies including the targeting constituencies Masaiti, Ndola central and Lufwanyama. The current Public Expenditure Tracking Survey was conducted under the project Driving Sustainable Change for Children's Rights (DSCCR) with support from Save the Children.

Purpose of the survey

The main objective of the survey was to establish whether the funds under the CDF scope of Community Projects; Youth, Women and Community Empowerment and Secondary Boarding School and Skills Development were reaching the intended beneficiaries. The specific objectives of the survey were to;

1. Establish how much was disbursed to the constituencies for the 1st quarter of 2022 and how much was spent out of the received funds
2. Establish the number of projects (community projects, secondary school boarding bursaries and youth women empowerment development) funded by CDF (1st quarter disbursement) in each of the DSCCR target wards
3. Ascertain the level of adherence to the 2022 CDF guidelines in the implantation of CDF
4. Determine how the community projects were being monitored
5. Ascertain if the children in the target areas were participating in the CDF processes (project identification, monitoring and meetings).
6. Find out the bottlenecks associated with the CDF guidelines

Survey design

The survey employed an exploratory study design to track the public expenditure on the Constituency Development Fund. Primary data was collected from key informants using a key informant interview guide. Convenience and purposive sampling techniques were used

to select the key informants who included officers from constituency offices, local authorities, WDC, councillors and the community representatives.

Findings

The survey findings established that the ministry of Finance had in April 2022 disbursed a total of K1,003,656,526 to all the 156 constituencies across the country where each constituency received a total disbursement of K6,433,695.67. In Masaiti constituency, out of the K5,799,102.56 received in the first quarter of 2022, only K688,060 had been utilized under Secondary, Boarding School and Skills Development Bursaries. This translated into a CDF utilization rate of 11.5 percent of the total amount received while in Ndola central, the information collected revealed that of the K6,433,65.03 received by the council, only K363,400.00 was utilized which translated into a low CDF utilization rate of 5.6 percent.

In Lufwanyama constituency, Of the total amount received, a total of K1,583,645.00 had been utilized. That is, K488,960.87 was spent on grants under the youth women and community empowerment while K773,000 was spent on skill development. It was further established that a total amount of K321,684.13 was spent under administration costs which resulted into an overall CDF utilization rate of 25 percent in Lufwanyama constituency.

Conclusion

The Government of the Republic of Zambia, through the 2022 national budget increased the amount of the Constituency Development Fund (CDF) from K1.6 million to K25.7 million per constituency and in the first quarter of 2022, the ministry of Finance had disbursed a total of K1,003,656,526 to all the 156 constituencies across the country where each constituency received a total disbursement of K6,433,695.67. However, the information collected established that at the time of data collection in July 2022, the CDF utilization rate was very low in all the three target constituencies with the highest utilization rate at 25 percent in Lufwanyama constituency and the lowest in Ndola central at 5.6 percent. With only 6 months remaining before the close of the 2022 financial year and utilization rate of the first quarter disbursement below 25 percent, the likelihood of the local authorities reaching a CDF utilization rate of 100 percent will be very difficult. This is so because the Ministry of Finance is yet to disburse a total of K19,301,087.01 spread across quarters two, three and four of 2022 to make a total K25,734,782.68 for the whole year per constituency. Largely, the delay and slow implementation have been attributed to a number of bureaucracies and paper work involved in working with the 2022 CDF guidelines.

It was also established that with the increased CDF, the possibility of political interference in the procurement process is likely to increase and this in the long run breeds corruption and other malpractices in the implementation of the CDF. Scholars like Andrew Juma Malala (2014) argues that CDF has not reduced corruption or discrimination, instead, it has increased graft and political manipulation. He further posits that there are no accountability structures making it susceptible to misappropriation and embezzlement. The findings of the current survey revealed that the area Member of Parliament has the authority to nominate up to 5 members of the committee and additionally, the MP seats on the same committee. Majority of the key informants interviewed were concerned that given the power and the level of influence MPs have is likely to compromise the committee's capacity to fairly and effectively represent the interests and priorities of the communities and end up supporting the MP's political interests which are not aligned to the need of the communities.

On awareness of CDF processes and other related information, it was found that there were very low awareness among CDF and community members despite the local authorities conducting orientations on the CDF guidelines in all the three constituencies. The factors associated with the low awareness included limited time the local authority had to conduct the orientations, high illiterate levels and low CDF information dissemination among other factors. Consequently, this in turn led to people on the grass roots especially the beneficiaries not knowing how to use the guidelines. As a result, there were cases of beneficiaries applying for 2 or more grants/projects using one form and school leavers applying for tertiary education which is not supported under CDF. All these and many others were as a result of lack of proper orientation on the CDF guideline

It was established that there was a worrying low participation rate of children in the CDF processes. The key informants interviewed reported that out of the three target constituencies, only Masaiti constituency had children participate in one of the zonal meeting which was called by the WDC to identify the community projects. The other constituencies indicated that they did not invite the children in various meeting on CDF. It has been stressed that the importance of participation of children in local governance issues has been explicitly emphasized in General Comment No. 20 of 2016 on the implementation of the rights of the child during adolescence (article 24).

Recommendations

1. It is the understanding of everyone that the CDF Act of 2018 and the 2022 CDF guidelines are supposed to be in tandem with each other in every aspect. However, the

study established that the two are not in tandem with each other in every aspect, and because of this, some key informants felt insecure to apply certain aspects of the CDF guidelines because not everything in the guidelines was in line with the Act. Therefore, it is recommended that the Government considers revising both the Act and the CDF guidelines so that the two documents speak the same language.

2. It is recommended that the Government should consider decentralising the process of approving projects to provincial level. This will lessen on the time taken to approve the submitted projects and further allow for project implementation within the planned time.
3. To limit the undue power and influence of the MP in the administration and implementation of the CDF and also to enhance autonomy operations and effectiveness of the CDFC to represent the interests and priorities of the communities, it is recommended that the Government considers to revise the CDF guidelines to give local authorities (Councils) the mandate to constitute CDF committees.
4. Child participation systems are increasingly being successfully incorporated into state structures on a global scale, particularly at the local government level. This implies that local authorities are especially well positioned to promote and advocate for child participation. Therefore, it is recommended that the local authority consider to put in place deliberate measures to allow children to fully participate in local governance issues especially CDF.
5. Due to insufficient dissemination, illiteracy and lack of technical skills among the majority community member as established in the survey and augmented by Phiri (2016) and Chibomba (2013), it is recommended that the government in collaboration with civil society organizations (CSOs) consider to produce a simplified version of the CDF guidelines both in English and local languages.
6. To motivate the WDC members and enhance their voluntary work, there is need for the Government to consider revising the guidelines to include incentives for WDC members.

1.0 INTRODUCTION

The Jesuit Centre for Theological Reflection (JCTR) is a faith-based organisation and a Ministry of the Society of Jesus (Jesuits) operating in Zambia since 1988 to promote social justice. Since its inception, the work of JCTR seeks critical understanding of the current issues (economic, social, political, and other critical issues) from a social justice perspective.

The Centre, in partnership with Save the Children International (SCI), is currently implementing a project called Driving Sustainable Change for Children's Rights (DSCCR). This project is guided by two key thematic areas i.e., Civil Society Organisations (CSOs), children and communities influence budgeting processes for improved spending on children and, children in the targeted districts benefit from improved quality service delivery in education, health and nutrition, child protection and social protection. When this project is successfully accomplished, JCTR and its partner envisions a situation where space within the governance system of the country (Zambia) is adequately provided for girls and boys, men and women to participate and influence both the planning and implementation processes of the national budget.

As a way of achieving this outcome, the Centre has conducted trainings for children and community members in the budget process, social accountability through the use of selected key tools such as Community score cards and Public Expenditure Tracking Surveys (PETS) that they can use to hold their leaders accountable for the use of public resources. Social accountability is key in the delivery of social services as it promotes transparency, accountability and community participation in governance processes without which development cannot be realized. The PETS tool specifically is aimed to highlight not only the use and abuse of public money but also give insight into cost efficiency, decentralization, and accountability.

1.1 Background

The Government of the Republic of Zambia, through the 2022 national budget increased the amount of the Constituency Development Fund (CDF) from K1.6 million to K25.7 million per Constituency. The expanded scope of the CDF covers three (3) specific areas namely; Community Projects; Youth, Women and Community Empowerment and Secondary Boarding School and Skills Development. All the three categories are expected to benefit the vulnerable groups of communities such as children and women in all the constituencies and wards including Masaiti, Ndola and Lufwanyama where the Driving Sustainable Change for Children's Rights (DSCCR) project is being implemented. In accordance with the developed CDF guidelines, funds are scheduled to be disbursed to constituencies every quarter to ensure

that constituencies effectively manage the funds while ensuring that projects are implemented effectively.

Between February and April 2022, constituencies had received their first disbursement as part of the 1st quarter disbursements and the implementation of the projects were expected to commence following the submission of project proposals by community members in the same period. It is for this reason that the Centre in collaboration with children and community members conducted a public expenditure tracking survey on the Constituency Development Fund (CDF) disbursed in the 1st quarter of 2022. The tracking was conducted in all the three districts (Masaiti, Ndola central and Lufwanyama) where the DSCCR project is being implemented and the findings are to facilitate engagements with relevant government offices on the identified gaps.

1.2 Objectives of the Survey

1.2.1 Main Objective

The main objective of the survey was to establish whether the funds under the scope of CDF; Community Projects; Youth, Women and Community Empowerment and Secondary Boarding School and Skills Development are reaching the intended beneficiaries.

1.2.2 Specific Objective

The specific objectives of the study were to;

1. Establish how much was disbursed to the constituencies for the 1st quarter of 2022 and how much was spent/expenditure incurred out of the received funds
2. Establish the number of projects (community projects, secondary school boarding bursaries and youth women empowerment development) funded by CDF (1st quarter disbursement) in each of the DSCCR target wards
3. Ascertain the level of adherence to the CDF guidelines
4. Determine how the community projects are being monitored
5. Ascertain if the children in the target areas are participating in CDF process (project identification, monitoring and meetings).
6. Find out the bottlenecks associated with the CDF guidelines.

1.3 Survey Questions

1. How much was disbursed to the constituencies under the 2022 1st quarter CDF disbursement and how much of that was spent?

2. How many projects (community projects, secondary school boarding bursaries and Youth women empowerment development) were funded CDF by the 2022 1st quarter disbursement in each of the Masaiti, Lufwanyama and Ndola central
3. Were the CDF guidelines adhered to when implementing the
4. How were the community projects funded by the CDF being monitored?
5. Did the children in the target areas participate in CDF implementation processes (project identification, monitoring and stakeholder engagement meetings etc.?)
6. What are some of the bottlenecks associated with the CDF guidelines?

1.4 Scope of the survey

The survey covered three constituencies from the Copperbelt province. These included Ndola central, Lufwanyama and Masiti constituencies.

1.5 Limitations of the survey

Overall, the survey did not encounter any major limitations that could have seriously affected the survey. However, there were minor challenges during the survey such as non-availability of the survey participants at the time of data collection. To go round this hurdle, the researcher had to follow participants in different places. Some key informants were evasive and misinterpreted the intentions behind the research and refused to provide accurate information besides assurances of confidentiality for fear of disclosure.

2.0 STUDY DESIGN AND METHODOLOGY

2.1 Research Design

An exploratory study design was utilized to track the public expenditure on the Constituency Development Fund; the case of Masaiti, Ndola central and Lufwanyama constituencies. The exploratory design was cardinal for the research because it enabled the researcher to adequately obtain in depth views, opinions and perceptions from different sources of informants who included local authorities, constituency offices, councillors, and Ward Development Committee (WDC). In addition, the design allowed for further probing and triangulation of submissions while conducting data collection.

2.2 Approach and Data Sources

This part of the research design involved the collection of primary data from the 3 targeted constituencies i.e. Ndola Central, Lufwanyama, and Masaiti constituencies. The data was collected through Focus Group Discussions (FDGs) with WDCs and one-to-one interviews with Key Informants who included the Local authorities, professional assistants, CDFC, and ward councillors. The data sourced was mainly in the form of views, opinions, experiences and perceptions. Convenience and purpose sampling techniques were used to select the key informants.

3.3 Analysis

The survey employed a content analysis to analyse the data collected. Content is a widely utilized qualitative research technique that was employed throughout the analysis of all data that was collected during the research. However, some of the quantitative data collected was analysed quantitatively using MS Excel.

3.0 SURVEY FINDINGS

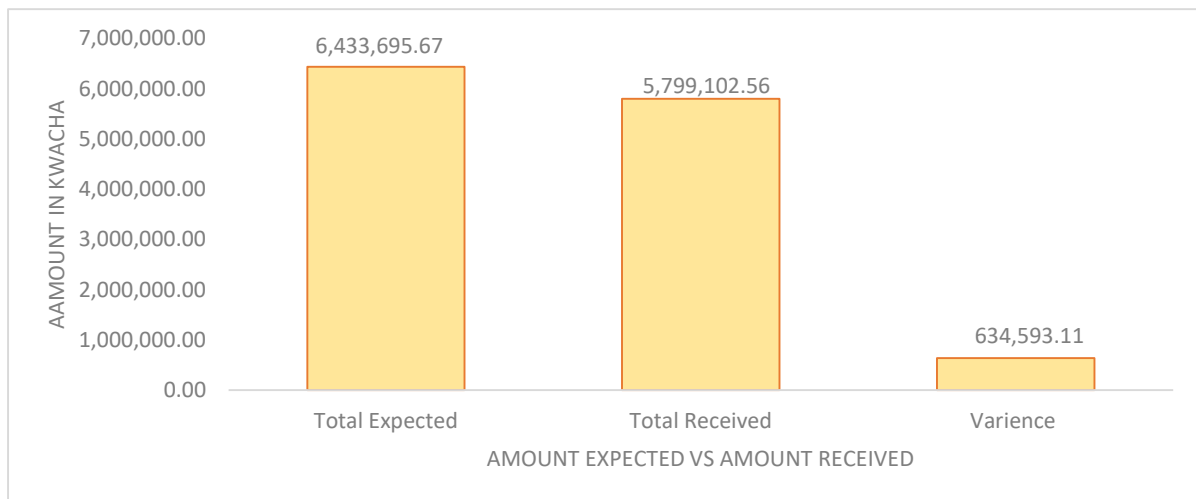
3.1 Establish how much was disbursed to the constituencies for the 1st quarter of 2022

As of April 2022, the ministry of Finance had disbursed a total of K1,003,656,526 to all the 156 constituencies across the country. This amount translated into each constituency receiving total disbursement of K6,433,695.67 as the 2022 first quarter disbursement. The first objective of the survey was to establish how much was disbursed in each of the target constituency.

Masaiti Constituency

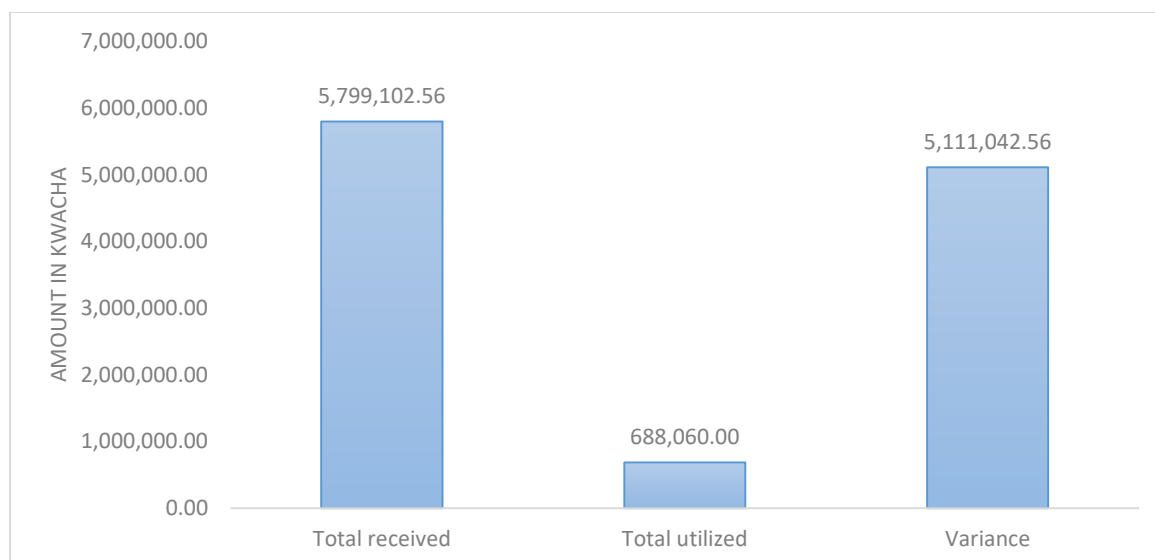
The findings from key informants in Masaiti constituency revealed that the constituency received a total amount of K5,799,102.56. This was done in 2 phases. The first one was done in February 2022 which amounted to K635,000 and the second was done in March 2022 which amounted to K5,164,102.56. Figure 1 below depicts the 2022 first quarter CDF disbursed to the council vis-a-vis the total amount expected in the first quarter. On the other hand, figure 2 shows the total funds utilized by the council out of the total received.

Figure 1: Total first quarter CDF expected by the council vis a vis total received



According to the figure above, of the K6,433,695.67 expected by the council as the 2022 first quarter disbursement, only K5,799,102.56 was received. Leaving a balance of K634,593.11.

Figure 2: 2022 first quarter CDF utilization (Total received vs total utilized)



At the time of data collection, the survey revealed that out of the K5,799,102.56 received in the first quarter of 2022, only K688,060 had been utilized under Secondary, Boarding School and Skills Development Bursaries. This means only 11.5 percent of the total amount disbursed to the council was utilized. Further information revealed that of the K688,060 utilized by the council, K517,060 was spent on skills development while K171,000 was spent on secondary and boarding bursaries. The survey further revealed that no funds had been spent on community projects and youth, women and community empowerment because at the time of data collection, the submitted proposals had not yet been approved by the ministry of Local government and rural development.

Table 1 below shows the CDF disbursement under Secondary Boarding Schools and Skills Development by Masaiti council from the first quarter CDF disbursement.

Table 1: CDF disbursement to Secondary and Boarding schools and Skill and Development by Masaiti Local council from the 2022 CDF first quarter disbursement

	School/College	Amount (Kwacha)
Secondary and Boarding school		
1	Lisomona Boarding School	8000.00
2	Lwansobe B. School	20,000.00
3	Kafulafuta Boarding School	18,000.00
4	Mpongwe sec School	6,000.00

5	Masaiti Secondary school	15,000.00
6	Mpongwe South	2000.00
7	St Joseph B School	2000.00
8	Mushili B. School	100,000.00
	TOTAL	171,000
Skill and Development		
1	In-Service Technical and Education (Under NOTEC)	426,170.00
2	Kabwe Institute of Technology	7,415.00
3	Excavator operators	14,000.00
4	Kitwe Vocation training Centre	8,540.00
5	Heavy Duty Operations College	7,000.00
6	Masaiti Community Development Skills Centre	500.00
7	Luanshya Technology and Business	20,000.00
8	Mindolo Ecumenical Foundation	3,600.00
9	NORTEC	8,250.00
10	Ndola Skills	29,000.00
	TOTAL	517,060.00
	OVERALL TOTAL	688,060.00

Ndola Central Constituency

The information gathered from Key Informants in Ndola central constituency revealed that the Ndola city council received a total sum of K6,433,695.03 from the 2022 first quarter CDF disbursement. This was received in three phases. The first one in February 2022 amounting to K635,000.00. In April 2022, two more disbursements amounting to K5,164,102.56 and K634,592.47 were received respectively. It was also established that the city council did not received its share of the 2021 CDF disbursement. The said disbursement amounting to K1.6 million was only made in October 2021.

Of the total amount received, the council spent K29,400.00 under the administration component and K334,000.00 under the secondary bursaries and skills development. It is worth noting that the K334,000.00 was paid in principle to the secondary schools and colleges under the secondary bursaries and skills development. This entails that the account receivables to the schools and colleges/trades schools amounting to K334,000.00 was going

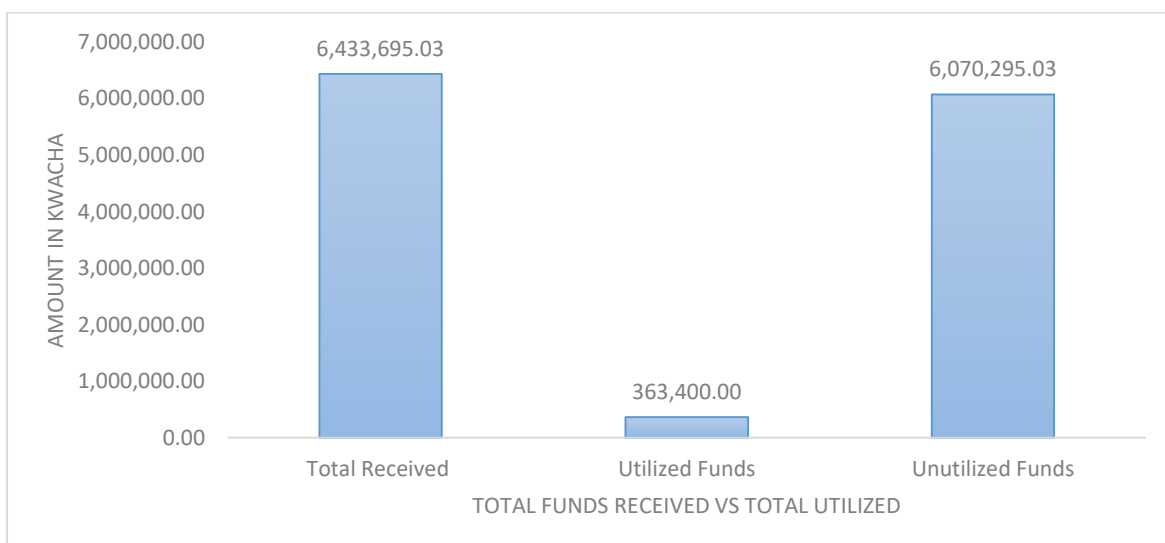
to be paid later on. Of the said amount, K3000.00 was paid to secondary boarding while K331,000.00 to various colleges and trades schools. This implies that at the time of data collection, beneficiaries had already reported for school but the council had not yet actually paid for their tuition fees but the council had entered into an agreement with the various schools to allow the beneficiaries to report for school and payments made later. Table 2 below shows the first quarter CDF disbursement.

Figure 3: Total first quarter CDF expected by the council vis a vis total received



Figure 4 below depicts the total first quarter disbursement to the Ndola City council and how much of that has been utilized. The figure shows that of the K6,433,65.03 received by the council, only K363,400.00 has been utilized. This translates into a very low CDF utilization rate of 5.6 percent.

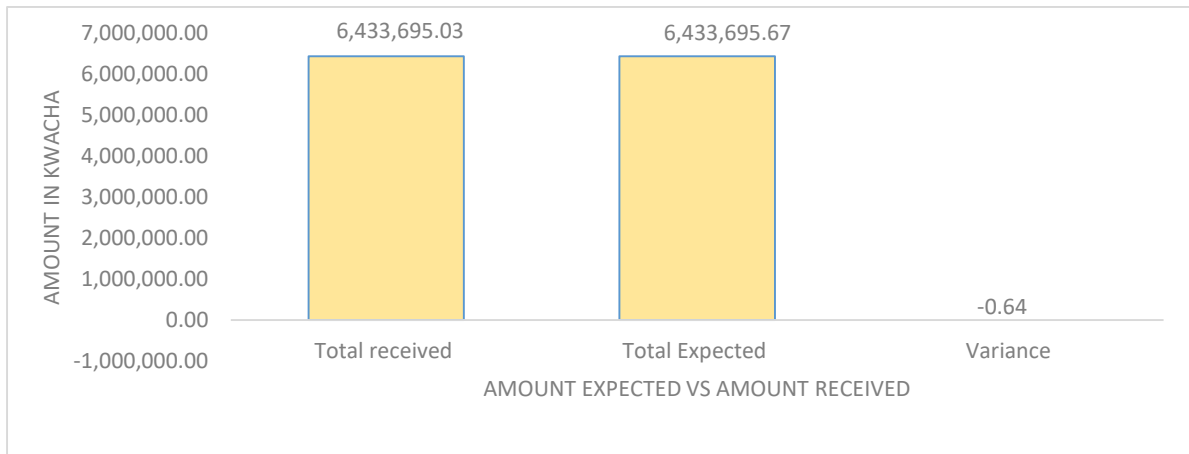
Figure 4: Total CDF first quarter received vis a vis total utilized



Lufwanyama constituency

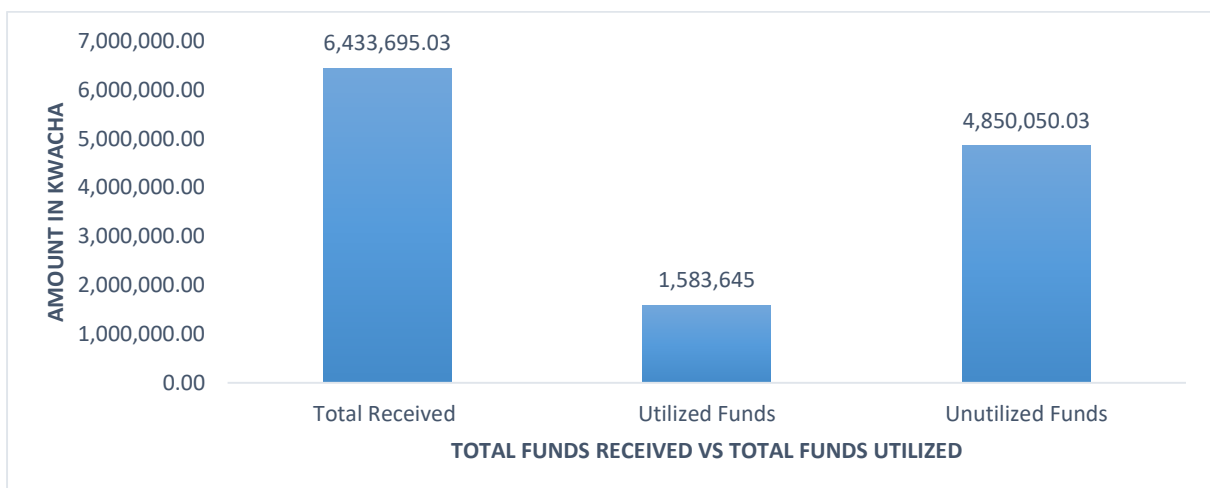
In Lufwanyama constituency, the Lufwanyama district council received a total of K6,433,695.03 under the 2022 first quarter CDF disbursement. The disbursement was done in three phases. The first one was K63,500.00 in February, K5,164,102.56 in March and the last disbursement of K634,592.47 was done in April 2022.

Figure 5: Total first quarter CDF expected by the council vis a vis total received



Of the total amount received, a total of K1,583,645.00 had been utilized. That is, K488,960.87 was spent on grants under the youth women and community empowerment (See table 2 below) while K773,000 was spent on skill development (See table 3 below). Further, according to the information gathered, it was established that a total amount of K321,684.13 was spent under administration costs. Overall, this translated into a CDF utilization rate of 25 percent. Figure 6 below depicts the total amount received under the 2022 first CDF disbursement and how much was utilized.

Figure 6: Total CDF first quarter received vis a vis total utilized



The table below shows the various beneficiaries of the grant. This translated into CDF utilization rate of 7.6 percent.

Table 2: Youth women and community empowerment beneficiaries under the 2022 first quarter CDF disbursement.

SN	Category of beneficiary	Amount (Kwacha)
1	Youths (4 clubs)	52,860.64
2	Women (14 clubs)	185,012.23
3	Cooperatives (13)	171,797.05
4	Saw traders (2)	26,430.31
5	Others (4)	52,860.64
	TOTAL	488,960.87

Table 3: Funds disbursement to Secondary and Boarding schools and Skill and Development

	School/College	Amount (Kwacha)
	Secondary and Boarding school	
1	Lufwanyama Boarding School	17,000.00
2	Kalumbwa Boarding School	6,000.00
	TOTAL	15,6000.00
	Skill and Development	
1	Katembula Resource Skill Centre	750,000.00
	TOTAL	750,000.00
	OVERALL TOTAL	773,000.00

3.2 Establish the number of community projects funded by CDF (1st quarter disbursement) in each of the DSCCR target wards (where the project is being implemented)

At the time of data collection, no funds had been spent on community projects in all the three target constituencies. The findings revealed that community projects had been identified in all the three target constituencies and had since been submitted to the Ministry for approval. However, the information gathered from Lufwanyama district council established that some of

the submitted community projects by the council for approval had been approved by the Ministry of local government and rural development (See table 4 below).

Table 4: Approved community projects in Lufwanyama constituency here marked for funding under the 2022 first quarter CDF disbursement

SN	Community Project	Ward
1	Siting, drilling and installation of hand pumps for six boreholes	Chibanga
2	Sitting and drilling of one commercial borehole at Fumbwe Health post	Chinemu
3	Construction of health post & three VIP latrines at Fumbwe health post	Chinemu
4	Construction of one semi-detached staff house at Fumbwe health post	Chinemu
5	Construction of one semi-detached staff house at Mukutuma health post	Mitwe
6	Supply and install one solar pump set at new health post in Chinemu	Chinemu
7	Construction of Ablution block at Mushingashi market	Mushingashi

Though these projects had been approved, no funds were spent at the time as most subsequent processes after approvals such as inviting sealed bids from eligible local contractors had just started (*see appendix 1 – Invitation for bids*).

3.3 Ascertain the level of adherence to the CDF guidelines

The survey finding established that the guidelines were largely adhered to. Various key informants interviewed indicated that the CDF guidelines were followed during all the CDF processes. Processes such as the selection and composition of the CDF committee, the CDF percent allocations to community projects, secondary boarding schools and skills development bursaries and youth, women and community empowerment. Information from other key informants such as constituency offices and the WDCs revealed that the identified community projects were in line with the CDF guidelines. However, there were instances where the CDF guidelines were not fully adhered to. For instance, the ministry took longer than prescribed in the guidelines to approve the submitted projects. At some point the local authority had to extend the due date for submission of community projects and other proposals from the communities.

3.4 Determine how the community projects were being monitored

Since none of the community projects in the target constituencies here marked for funding under the CDF had been approved at the time of data collection, no project was being

monitored. However, the information collected showed that the local authorities (councils) conducted various technical appraisal visits to the communities to appraise the identified projects to measure their feasibility and subsequent approval.

3.5 Participation of children in CDF process (project identification, monitoring and meetings).

For the past 30 years, child participation has been widely acknowledged as one of the most significant aspects of children's rights. While there have been numerous efforts to promote child participation on a national and international level, the emphasis is shifting more and more toward child participation in local governance (UNICEF, 2017). In contrast, the information gathered established that there was very low participation of children in the local governance issues particularly the implementation of CDF. The key informants interviewed reported that out of the three target constituencies, only Masaiti constituency had children participate in one of the zonal meeting which was called by the WDC to identify the community projects. The other constituencies indicated that they did not invite the children in various meeting on CDF. The importance of participation as a vehicle by which children to bargain and advocate for the realization of their rights, as well as hold duty bearers accountable, is explicitly emphasized in General Comment No. 20 of 2016 on the implementation of the rights of the child during adolescence (article 24). Therefore, child participation at the local level can thus lead to better services, more responsive local policies and plans and a more effective use of local budgets in support of children's priorities.

3.6 Bottlenecks associated with the CDF guidelines and other related information

Challenges of the Ministry approving all projects from 156 constituencies

According to the 2022 CDF guidelines and as evidenced by the findings of this survey, all CDF proposals and projects from the 156 constituencies across the country must be approved by the minister of local government and rural development. This typically takes time and negates the whole purpose of decentralization. For example, at the time of data collection in July, 2022, information collected established that out of the three target constituencies, only Lufwanyama had some of the submitted community projects approved. The remaining two constituencies were still waiting for the ministry to approve the submitted projects despite the funds been disbursed between February and April 2022. In addition, the ministry does not have dedicated staff to solely handle CDF thereby prolonging the time of project approval.

Undue influence and power of the Member of Parliament in the CDF implementation

With increased CDF, the possibility of political interference in the procurement process is likely to increase and this in the long run gives birth to corruption and other malpractices in the implementation of the CDF. Scholars like Andrew Juma Malala (2014) in his paper entitled “*factors affecting performance of constituency development fund projects in Kenya: case study of kikuyu constituency*” argues that CDF has not reduced corruption or discrimination, instead, it has increased graft and political manipulation. He further posits that Members of parliament have arrogated themselves excessive powers through the CDF Act 2003 and the CDF amendment Bill 2007 and this has continued to seriously undermine the democracy, transparency and accountability of the fund (OSIEA-Social Audit report 2008). There are no accountability structures making it susceptible to misappropriation and embezzlement. In line with the findings of the current survey, the information collected established that the 2022 CDF guidelines gives undue powers to the Member of Parliament (MP) to nominate up to 5 members of the Constituency Development Fund committee (CDFC) which is a 12-member committee. In addition, the MP seats on the same committee. Majority of the key informants interviewed were of the view that the because of the undue powers and influence of the MP, it is more likely that the members of the committee directly nominated by the MP will pledge allegiance to the MP. As a result, the committee's capacity to fairly and effectively represent the interests and priorities of the communities will be compromised and they will end up serving the political interests and agendas of the area MP. Further, the there is a very high like hood of political interference in the procurement process as a result of the disproportionate level of influence and power returned by the MPs.

Low awareness on the CDF guidelines and general information on CDF among WDC and community members

The constituency development fund's primary goal is to provide funding for initiatives that support local development and welfare while taking into account local communities' needs and preferences. Therefore, the participation of the community members becomes paramount if the goal of CDF is to be realised. The survey findings revealed that there was very low awareness on the CDF guidelines among the community and the ward development committee (WDC) members. The key informants interviewed reported that the low levels of awareness was as a result of the limited time the local authorities had to conduct the orientation with the WDCs and dissemination of CDF information. Further information gathered established that the local authority conducted the orientation on the guidelines with the WDC members and it was

expected that after the orientation, the WDCs in their respective wards were going to pass on the information to the community members.

However, this was not the case as the WDCs themselves did not fully understand all the aspects of the guidelines and this proved to be very difficult to share information they did not fully understand. This resulted in delay in submission of projects and proposals from the communities and also other applicants were not successful to insufficient information on how to apply and the requirements. Ultimately, a number of people whom the CDF is meant to help will be left out if this issue is left unaddressed. Phiri (2016) and Chibomba (2013) as quoted by Casey (2021) argues that some of the factors that have contribute to low awareness on CDF processes among community member include insufficient information dissemination, illiteracy, lack of technical skills, and poverty levels. This is particularly true and augments the findings from rural constituencies like Masaiti and Lufwanyama. Therefore, to arrest the prevailing issues surrounding awareness on CDF, it is prudent that the Government and civil society organizations (CSOs) consider to produce a simplified version of the CDF guidelines both in English and local languages. Further, they should also increase the frequency of orientation on the CDF processes among the community members. This will help a common man fully understand the CDF processes and participate fully.

Limited capacity of local councils to manage the CDF

The local authorities play a crucial role in the current CDF framework, however, there are serious issues surrounding their capacity to appropriately manage the implementation of the CDF especially with the increased financial envelop from K1.6 million to K25.7 million and scope of work respectively. According to the findings, noteworthy concerns included lack of dedicated CDF staff and project managers. Casey (2021) contends that a capacity need assessment should be done in order to identify the primary limitations and gaps within the local authority. As a result, in order to completely realize the CDF goal, capacity assessment studies must be conducted, followed by capacity building in the identified gaps.

Luck of incentives for ward development committees

Other concerns on the CDF guidelines included luck of incentives for WDC members. A section of the WDC interviewed lamented how they travel long distances to attend various meeting without any allowances. Many of them indicated that they resort to using their own money for transport and food yet they mobilise the people on the ground and do most of the ground work.

4.0 CONCLUSION AND RECOMENDATIONS

4.1 Conclusion

The Government of the Republic of Zambia, through the 2022 national budget increased the amount of the Constituency Development Fund (CDF) from K1.6 million to K25.7 million per constituency and in the first quarter of 2022, the ministry of Finance had disbursed a total of K1,003,656,526 to all the 156 constituencies across the country where each constituency received a total disbursement of K6,433,695.67. However, the information collected established that at the time of data collection in July 2022, the CDF utilization rate was very low in all the three target constituencies with the highest utilization rate at 25 percent in Lufwanyama constituency and the lowest in Ndola central at 5.6 percent. With only 6 months remaining before the close of the 2022 financial year and utilization rate of the first quarter disbursement below 25 percent, the likelihood of the local authorities reaching a CDF utilization rate of 100 percent will be very difficult. This is so because the Ministry of Finance is yet to disburse a total of K19,301,087.01 spread across quarters two, three and four of 2022 to make a total K25,734,782.68 for the whole year per constituency. Largely, the delay and slow implementation have been attributed to a number of bureaucracies and paper work of the 2022 CDF guidelines as well as low awareness on the CDF guidelines by the community members.

With increased CDF, the possibility of political interference in the procurement process is likely to increase and this in the long run this breeds corruption and other malpractices in the implementation of the CDF. Scholars like Andrew Juma Malala (2014) argues that CDF has not reduced corruption or discrimination, instead, it has increased graft and political manipulation. He further posits that there are no accountability structures making it susceptible to misappropriation and embezzlement. The findings of the current survey revealed that the area Member of Parliament has the authority to nominate up to 5 members of the committee and additionally, the MP seats on the same committee. Majority of the key informants interviewed were concerned that given that power of the level of influence MPs have is likely to compromise the committee's capacity to fairly and effectively represent the interests and priorities of the communities and end up supporting the MP's political interests which are not aligned to the need of the communities.

On awareness of CDF processes and other related information, it was found that there were very low awareness among CDF and community members despite the local authorities conducting orientations on the CDF guidelines in all the three constituencies. The factors

associated with the low awareness included limited time the local authority had to conduct the orientations, high illiterate levels and low CDF information dissemination among other factors. Consequently, this led to people on the grass roots especially the beneficiaries not knowing how to use the guidelines. As a result, there were cases of beneficiaries applying for 2 or more grants/projects using one form and school leavers applying for tertiary education which is not supported under CDF. All these and many others were as a result of lack of proper orientation on the CDF guideline

It was established that there was a worrying low participation rate of children in the CDF processes. The key informants interviewed reported that out of the three target constituencies, only Masaiti constituency had children participate in one of the zonal meeting which was called by the WDC to identify the community projects. The other constituencies indicated that they did not invite the children in various meeting on CDF.

4.2 Recommendations

Based on the study findings, the following are the recommendations for consideration by the Government and the civil society organisations.

4.2.1 Recommendations for the Government

1. It is the understanding of everyone that the CDF Act of 2018 and the 2022 CDF guidelines are supposed to be in tandem with each other in every aspect. However, the study established that the two are not in tandem with each other in every aspect, and because of this, some key informants felt insecure to apply certain aspects of the CDF guidelines because not everything in the guidelines was in line with the Act. Therefore, it is recommended that the Government considers revising both the Act and the CDF guidelines so that the two documents speak the same language.
2. It is recommended that the Government should consider decentralising the process of approving projects to provincial level. This will lessen on the time taken to approve the submitted projects and further allow for project implementation within the planned time.
3. To limit the undue power and influence of the MP in the administration and implementation of the CDF and also to enhance autonomy operations and effectiveness of the CDFC to represent the interests and priorities of the communities, it is recommended that the Government considers to revise the CDF guidelines to give local authorities (Councils) the mandate to constitute CDF committees.

4. Child participation systems are increasingly being successfully incorporated into state structures on a global scale, particularly at the local government level. This implies that local authorities are especially well positioned to promote and advocate for child participation. Therefore, it is recommended that the local authority consider to put in place deliberate measures to allow children to fully participate in local governance issues especially CDF.
5. To motivate the WDC members and enhance their voluntary work, there is need for the Government to consider revising the guidelines to include incentives for WDC members.

4.2.1 Recommendations for Civil Society Organizations

1. Due to insufficient dissemination, illiteracy and lack of technical skills among the majority community member as established in the survey and augmented by Phiri (2016) and Chibomba (2013), it is recommended that the civil society organizations (CSOs) consider to produce a simplified version of the CDF guidelines both in English and local languages.
2. Advocate for child participation in the local governance issues especially in the implementation of the CDF (Community project identification, project monitoring, zonal meetings etc).
3. The implementation of CDF is being used by the Government to advance the decentralization policy. However, the minister of local government and rural development still approves all projects from 156 constituencies across the country. This defeats the goal of decentralization. Therefore, in order to decentralize this process and enable the projects to be approved at the provincial level by the people who are better positioned and fully comprehend the context in which the projects were identified, it is recommended that CSOs hold high level advocacy meetings and engagement with the ministry.

5. RECOMMENDATION FOR FURTHER RESEARCH

With the increase CDF and the scope of work, it is imperative that a comprehensive study be conducted to assess the capacity of the local authority to manage the CDF implementation. The aim of this study should be to find out the gaps that exists within the local authority structure with regards their capacity to handle and manage the implementation of the CDF.

6. APENDICES



MLGRD/71/1/120

REPUBLIC OF ZAMBIA

MINISTRY OF LOCAL GOVERNMENT AND RURAL DEVELOPMENT

P.O. BOX 50027
15101 RIDGEWAY
LUSAKA

21st April, 2022

All Town Clerks and Council Secretaries
City, Municipal and Town Councils
REPUBLIC OF ZAMBIA

RE: CONSTITUENCY DEVELOPMENT FUNDS DISBURSED – K6,433,695.67

The above refers.

As you may be aware, a total of **K1,003,656,525** has to date been disbursed to all the 156 constituencies across the country, translating to a disbursement of **K6,433,695.67** per constituency.

The funds are meant to cater for Secondary Boarding Schools and Skills Development Bursaries, Youth, Women and Community Empowerment, Community Projects and Administrative Costs in the proportions as per CDF guidelines.

Below is a table showing the breakdown of resource allocation per component for funds disbursed:

S/N	Component	Amount (ZMW)
1.0	Community - Based Project Disaster Contingency (5% of Community Based Projects) Total	3,483,846.21 <u>183,360.33</u> 3,667,206.54
2.0	Youth, Women and Community Empowerment Grants - 40% Soft Loans - 60% Total	488,960.87 <u>733,441.31</u> 1,222,402.18

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Invitation for Bids

GOVERNMENT OF THE REPUBLIC OF ZAMBIA



MINISTRY OF LOCAL GOVERNMENT AND HOUSING

LUFWANYAMA TOWN COUNCIL

INVITATION FOR BIDS

Lufwanyama Town Council has received funds from The Government of the Republic of Zambia for supporting the Constituency Development Fund (CDF) Programmes in Lufwanyama Constituency of Lufwanyama District.

The Lufwanyama Town Council is inviting sealed bids from eligible **Local Contractors** registered with the National Council for Construction (NCC) in category B or C, Grades 4, 5 or 6 to undertake various works as follows:

1. **LOT 1:** Siting, drilling and installation of hand pumps for Six (6) Boreholes in Chibanga Ward. **Contract No. LTC/CDF22/001/07/2022** ✓
2. **LOT 2:** Siting, drilling and installation of hand pumps for Six (6) Boreholes in Chibanga Ward. **Contract No. LTC/CDF22/002/07/2022** ✓
3. **Lot 3:** Siting and drilling of One (1) commercial Borehole at Fumbwe Health Post in Chinemu Ward; Supply and delivery of One (1) x 10,000 litre capacity plastic water tank and One (1) Tank stand to support the 10,000 ltr tank at Fumbwe Health Post in Chinemu Ward. **Contract No. LTC/CDF22/003/07/2022**
4. **Lot 4:** Construction of Health Post and Three (3) VIP latrines at Fumbwe Health Post in Chinemu Ward. **Contract No. LTC/CDF22/004/07/2022**
5. **Lot 5:** Construction of One (1) semi-detached Staff House at Fumbwe Health Post in Chinemu Ward. **Contract No. LTC/CDF22/005/07/2022**

6. **Lot 6:** Construction of one semi-detached Staff House at Mukutuma Health Post in Mitwe Ward. **Contract No. LTC/CDF22/006/07/2022**
7. **Lot 7:** Construction of Ablution Block at Mushingashi Market; Supply and delivery of One (1) plastic tank x 10,000 litre capacity and One Tank stand to support the 10,000 ltr tank at Mushingashi market in Mushingashi Ward. **Contract No. LTC/CDF22/007/07/2022**
8. **Lot 8:** Supply and Install 1No. x Solar water Pump set at New Health Post in Chinemu Ward; Supply and Install 1No. x Solar Water Pump set at Mushingashi market in Mushingashi Ward. **Contract No. LTC/CDF22/008/07/2022** ✓

Interested bidders may obtain further information from and inspect the bidding documents from the Council Secretary's Office, Lufwanyama Town Council, P.O.Box 260500, Lufwanyama Telephone number is and the cell number is 0977808447. **HOWEVER, TELEGRAPHIC, TELEFAX OR E-MAIL OFFERS SHALL NOT BE ACCEPTED.**

Bidding documents may be purchased by eligible firms from the office of the Council Secretary, Lufwanyama Town Council, P.O.Box 260500, Lufwanyama, Copperbelt Province, Zambia, upon payment of a non-refundable fee of K500.00 in cash or bank certified cheque.

Sealed bids must be deposited in the Tender Box situated at the Civic centre, Lufwanyama Town Council, on or before **Tuesday 26th July 2022 at 10:30 hours local time.**

A mandatory site visit for Lots 1 to 7 will be conducted on Friday 15th July 2022 at Contractors' own cost. However, the site visit programme will remain open for Monday and Tuesday 18th and 19th July, respectively **on prior arrangement with the Works Department, contact No. 0975-940002.**

The bids will be opened in the Council Chamber at Civic Centre, Lufwanyama Town Council, Copperbelt Province, Zambia on the same date soon after closing in the presence of bidders or their representatives who will choose to attend.

Banda

Mrs Rebecca C. Banda
Council Secretary
Lufwanyama Town Council

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5. REFERENCES

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Chibomba, D. N. 2013. *The Constituency Development Fund as a tool for Community Development: A case study of Katuba Constituency in Zambia*. Master's Thesis. University of the Western Cape, Cape Town.

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Phiri, P. 2016. *Community Participation in Constituency Development Fund (CDF) Projects in Lusaka City: The Case of Kanyama Constituency (2008- 2013)*. Master's Thesis. University of Zambia, Lusaka

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Reports

Advocacy on Living Conditions

2022-07-30

July 2022 Public Expenditure Tracking Survey Report: Driving Sustainable Change For Children's Rights Project

Jesuit Centre for Theological Reflection

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