



# 2022 CDF

## MONITORING REPORT

Livingstone ~ Chisamba ~ Kasama ~ Masaiti



John K. Sauti, JCTR - November 2023

## Contents

Acronyms

Executive Summary

Acknowledgements

1.0 Introduction

1.1 Organisational Profile

2.0 Background To Jctr Cdf Monitoring Exercise

3.0 Objectives Of The Jctr Cdf Monitoring Exercise

3.1 To Monitor Transparency, Accountability And Community Participation In The Implementation Of Cdf In The Selected Constituencies Of Zambia.

3.2 To Identify The Challenges Different Stakeholders Were Facing In The Implementation Cdf With Respect To Transparency, Accountability And Community Participation.

3.3 To Provide Recommendations That Would Enhance Transparency, Accountability And Community Participation In The Implementation Of Cdf In Zambia.

4.0 Cdf Monitoring Methodology

4.1 Scope Of Monitoring Exercise

4.2 Sampling Technique And Sample Size

4.2.1 Demographic Characteristics Of Community Members Interviewed

4.3 Data Collection Processes

4.4 Data Analysis Processes And Data Quality Management

4.5 Ethical Considerations During The Cdf Monitoring

5.0 Findings Of The Jctr Cdf Monitoring Exercise

Limitations Of The Monitoring Exercise

7.0 Conclusion

8.0 Recommendations

## Acronyms

<b>AMPR</b>	Annual Monitoring Progress Report
<b>CDF</b>	Constituency Development Fund
<b>CDF Act</b>	Constituency Development Fund Act
<b>CDFC</b>	Constituency Development Fund Committee
<b>CS</b>	Constituency Supervisor
<b>CSO</b>	Civil Society Organisations
<b>FBO</b>	Faith Based Organisations
<b>HRBA</b>	Human Rights Based Approach
<b>JCTR</b>	Jesuit Centre for Theological Reflection
<b>LA</b>	Local Authority
<b>LG Act</b>	Local Government Act
<b>MPR</b>	Monitoring Progress Reports
<b>MLGRD</b>	Ministry of Local Government and Rural Development
<b>MoFNP</b>	Ministry of Finance and National Planning
<b>NAZ</b>	National Assembly of Zambia
<b>PAC</b>	Public Accounts Committee
<b>SAMPR</b>	Semi Annual Monitoring Progress Reports
<b>WDC</b>	Ward Development Committee

## Executive Summary

The Jesuit Centre for Theological Reflection (JCTR) conducted a Constituency Development Fund (CDF) monitoring exercise in May 2023 in four select constituencies to systematically collect information on the CDF processes and gain insight in the implementation of the Fund in the country. This exercise was conducted as a result of the evolution of CDF budgetary allocation from K1.6m to K25.7m in 2022, and subsequently to K28.3m in 2023, which needed serious safeguarding from corruption, wastefulness, politicisation, elite capture, and derailing from the CDF objectives. This JCTR CDF monitoring exercise was conducted in Chisamba (Central Province), Kasama Central (Northern Province), Livingstone (Southern Province) and Masaiti (Copperbelt Province).

The main aim of the systematic CDF monitoring exercise was to assess transparency, accountability, community participation and challenges in the implementation of CDF. The monitoring exercise focused on three major stakeholders who included four Local Authorities, 51 Ward Development Committee (WDCs), and 1,560 community members from the targeted constituencies. The monitoring methodology used complementary approaches; the quantitative approach which included numerical values and relationships and the qualitative approach which focused on obtaining descriptive information from different levels and stakeholders. The dual method technique provided a more in-depth understanding of the implementation of CDF.

Contract awarding processes remain a major transparency concern in CDF implementation. Many community members (63%) and WDCs (75%) did not attend public bid opening ceremonies. Meanwhile, Local Authorities and WDCs experienced a myriad of challenges in producing and disseminating monitoring reports including resources and capacity. Overall, the majority (59%) of community members opined that the CDF process is not fair and transparent.

With low approval rates on CDF proposals, applications and late disbursement of funds, the provision of feedback on application outcomes is instrumental to enhancing the accountability of the Fund. Adequate and timely feedback on application outcomes to WDCs and community members is essential to CDF stakeholders' confidence in the implementation processes. In contrast, only 47% of the WDCs indicated receiving feedback from the Local Authorities on rejected proposals and applications. For successful applicants, 63% of the WDCs indicated that it took longer than three months to receive the funds from the time of the ministerial approval. A total of 63% of the community members felt that there was no accountability in CDF.

Although community members are the key stakeholders of CDF, only 33% participated in CDF meetings. This was largely due to financial challenges to meet transport and meal costs by 68% of the WDCs in mobilising community meetings and community members to monitor projects in their wards. All WDCs work on a voluntary basis as guided by the Local Government Act No. 2 of 2019.

Based on these findings JCTR made various recommendations including the following:

- The Local Authorities and WDCs must regularly disseminate information and decisions to community members on the CDF progress (simplified reports, project status during implementation, feedback on rejected proposals, adverts on CDF application and public bid opening etc)

- The Local Government Act No. 2 of 2019 must be amended to incorporate administrative and financial support to the mandate of WDCs. Additionally, the CDF Act No. 11 of 2018 on the formulation and composition of the CDFC must be revised.

## Acknowledgements

The Jesuit Centre for Theological Reflection (JCTR) wishes to thank the four (4) Local Authorities in Chisamba, Kasama, Livingstone and Masaiti Districts. The Local Authorities were impeccably generous with information that helped JCTR to effectively monitor Constituency Development Fund (CDF) implementation in the Constituencies under their jurisdiction. The Local Authorities welcomed JCTR and connected the Centre to the grassroots like the Ward Development Committees (WDCs) for all the wards under a particular constituency.

Additionally, JCTR wishes to thank both the Constituency Development Fund Committees (CDFCs) and Ward Development Committees (WDCs) in the four constituencies and 51 wards respectively. Their availability and generosity to accommodate JCTR's CDF monitors and provide information enabled an effective monitoring process.

The Centre also wishes to extend gratitude to its staff (John Kunda Sauti, Gibson Mwila Cholyobwe, Bernard Mwaba and Fr. Grant Tungay) who generously immersed themselves in the JCTR CDF monitoring exercise. In order to effectively conduct the monitoring, extensive research about CDF and preparation of data collection materials and tools was done. Furthermore, JCTR extends its gratitude to its forty (40) CDF field monitors who generously volunteered to undertake this noble task, collecting vital information on the accountability and transparency as well as community participation in the implementation of CDF.

## 1.0 Introduction

This report was developed and produced by the Jesuit Centre for Theological Reflection (JCTR) after systematically monitoring the implementation of CDF in four constituencies-Chisamba, Livingstone, Masaiti and Kasama. The objective of CDF is to finance community projects, alleviate community poverty and to uplift the living standards and conditions of people in Zambia. In order to realise this dream, the Government of Zambia developed the CDF guidelines. The objective of the guidelines is to provide guidance on the management, disbursement, utilisation and accountability of the CDF. The guidelines also provide clarity on the roles and responsibilities of various stakeholders in relation to implementation, procurement monitoring and evaluation under the CDF<sup>1</sup>. According to Article 151(b) of the Constitution of Zambia (2016 Amendment (the Constitution)), community members are encouraged to participate in democratic governance processes like legislation and budget formulation, and CDF implementation. CDF, as an avenue for the Zambian people to participate in the democratic governance processes, is established under Article 162 of the Constitution. The operationalization of Articles 151 and 162 of the Constitution is through both the Local Government Act No. 2 of 2019 (LG Act) and Constituency Development Fund Act No. 11 of 2018 (CDF Act).

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<sup>1</sup> Ministry of Local Government and Development. 2022 CDF Guidelines on Management, Disbursement, Utilization and Accountability, Pg 3. Lusaka.

In February 2023, JCTR implemented a project called “Enhancing Transparency, Accountability and Community Participation in the implementation of the Constituency Development Fund”. During the 2023 National Budget presentation, the Minister of Finance and National Planning (Dr. Situmbeko Musokotwane) highlighted the challenge of low absorption rates of CDF by communities<sup>2</sup>. These included low awareness levels and lack of interest among community members to participate, limited access to information and challenges relating to monitoring, transparency, capacities and accountability.

It is envisioned that various stakeholders will utilize this report in the light and spirit of enhancing transparency, accountability and community participation in the implementation of CDF in Zambia. Furthermore, the findings and recommendations in this report will spark national-level advocacy with various stakeholders including the implementers, duty bearers, community members, media, and other non-state actors to build synergies to enhance transparency, accountability and community participation in the implementation of CDF. As an outcome, it is hoped that the decentralisation agenda in Zambia will effectively contribute to community development and participation in both local and national governance processes and activities.

### 1.1 Organisational Profile

The Jesuit Centre for Theological Reflection (JCTR) is an advocacy Centre driven by research evidence. As an advocacy Centre, JCTR advocates for transparency and accountability in the management of public resources, good political and economic governance, policies envisioned to strengthen governance institutionalisation and improve the living standards and conditions of ordinary citizens.

JCTR is a non-profit Faith Based Organization established in 1988. The Centre is a social ministry of the Society of Jesus (commonly known as Jesuit Fathers) in the Catholic Church. JCTR uses a Human Rights Based Approach (HBRA) to build the capacities of duty bearers to meet their obligations, while empowering rights holders to effectively for their rights. This creates an imperative for JCTR to create dialogue platforms between the duty bearers and the rights holders. JCTR is engaged in the following thematic areas:

**Social Accountability** – In order to hold duty bearers and service providers accountable, JCTR uses social accountability tools (score cards, citizens reports, social audit) to empower the communities with skills to participate in assessing the impact of government policies and programmes in addressing people’s needs. JCTR works with communities to conduct Social Audits on public projects and to administer Community Score Cards in accessing the quality of services. This work has enhanced community participation in community development projects right from needs analysis, project identification, implementation, and project monitoring and evaluation.

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<sup>2</sup> Dr. Situmbeko Musokotwane, 2023 National Budget Speech. National Assembly of Zambia. 2022.



**Cost of Living** – For over 30 years, JCTR has been generating evidence on the cost of living and factors influencing it in order to provide policy recommendations focusing on improving the livelihood and living standards, especially for the poor, vulnerable and marginalized populations of our society. The Centre uses the tools of the Basic Needs and Nutrition Basket (BNNB), the Rural Basic Needs and Nutrition Basket (RBNNB), the Satellite Home Survey (SHS) and mini-studies to generate evidence that is used for community and stakeholder engagements and advocacy.

**Public Finance Management** – To safeguard the interest of the poor, JCTR participates in the public finance management discourse to promote transparency, accountability and prudent utilization of public resources. JCTR conducts analysis of the Auditor General's reports and the Financial Intelligence Centre (FIC) trends reports to address financial misappropriation of public funds, illicit financial flows and corruption. JCTR also analyzes the national budget process (both revenue and expenditure) with the focus on human capital development, fiscal consolidation and enhanced domestic resource mobilization. In addition, JCTR is involved in the discourse on debt restructuring and economic transformation by undertaking reviews of parliamentary oversight on debt contraction and annual borrowing plans under the Public Debt Management Act.

**Governance** – In order to promote accountability, transparency, the rule of law, equity and inclusiveness, JCTR has always advocated for the expanded Bill of Rights that includes the economic, social and cultural rights. The Centre's work includes advocating for legal reforms in various areas including the public order legislation, electoral process legislation, access to information legislation, public debt management legislation, and child justice framework.

**Human Rights** - Two of the key values that lie at the core of the idea of human rights are human dignity and equality. To this end, JCTR's work promotes realization not only of civil and political rights but also enjoyment of economic, social and cultural rights with regards to provision of social services at the community level.

**Climate Justice** – To promote just division, fair sharing, and equitable distribution of the burdens of climate change and its mitigation and responsibilities to deal with climate change and advocated for the "extended producer responsibility legislation", compelling the manufacturing companies to redress damages to the environment resulting from industrial waste and packaging materials. Further, JCTR is educating communities to promote agro-ecology and food justice and to advocate for climate change adaptation and environmental management aimed at improving livelihoods of the communities.

**Value Transformation** – Underpinning all JCTR's work is its rich faith and value dimension grounded in Theological Reflection, Social Analysis and Church's Social Teaching (CST) which seeks to promote value transformation and responsible action of communities, key stakeholders especially duty bearers and service providers. Specific values that JCTR promotes through its work include sanctity of life and human dignity, active citizenship, common good, preferential option for the poor, equality, inclusion (social, political and economic), servant leadership values, responsible stewardship and care for mother earth.

## 2.0 Background to JCTR CDF Monitoring Exercise

In 2019, JCTR conducted research on understanding the usage of CDF in Zambia. The research focused on Education, Health, Water and Sanitation Projects in Chishipula (Kasama), Kapulanga (Mongu), Chamboli (Kitwe) and Simoonga (Livingstone). This research was assessing the accessibility of social services among community members through CDF. The research revealed challenges such as the lack of information, particularly in terms of the calendar of disbursement of funds, financial decisions, priority setting and project selection. Other challenges were the overall management and administration of the CDF, the lack of community consultation and involvement and the late, inadequacies and inconsistencies in the release of the CDF allocation, and weak monitoring and evaluation systems.<sup>3</sup>

Over the years, the implementation of CDF has evolved. Firstly, the development of the Constituency Development Fund Act No.11 of 2018, a legal framework governing the implementation of the fund was enacted and it established the Constituency Development Fund Committees.<sup>4</sup> Appended to that, the Government of the Republic of Zambia also enacted the Local Government Act No. 2 of 2019 that, established the Ward Development Committees (WDCs) and their functions.<sup>5</sup> Additionally in 2002, the Zambian Government published the first National Decentralization Policy which was revised in 2013 and 2023. The main aim of the Decentralization Policy has been to enhance community participation in both local and national development and democratic governance processes. In 2022, CDF experienced another milestone evolution. The 2022 national budget significantly increased funding to the Constituency Development Fund (CDF) from K1.6 million to K25.7 million per constituency. The increase was coupled with an expanded scope of works to be covered by the CDF. The 2023 national budget further increased the allocation of CDF to K28.3 million.

Whilst there was notable legislative development in the implementation of the CDF, the consistent disbursement of the funds to the constituencies remained a challenge. Also, the amount of the fund to be split amongst the wards in the constituencies was insufficient to meet the community demands. Some constituencies developed a rotational approach, where in each year only specific wards received a share of the funds, while other constituencies developed a strategy of dividing the CDF allocation as equal dividends among the wards, regardless of the community needs.

Even with existing legislation, governing the management of CDF and a significant budgetary allocation, the challenges of community participation, transparency and accountability in the implementation of the CDF in the country remain eminent. The challenges impeding community participation in the implementation of CDF emerged as a result of limited platforms and low awareness levels among community members on the processes as well as the minimal to limited capacity of a number of Ward Development Committees to effectively monitor CDF projects in their communities as well

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<sup>3</sup> Jesuit Centre for Theological Reflection, 2019. Understanding the Usage of Constituency Development Fund (CDF) in Zambia: The Case of Education, Health, Water and Sanitation Projects in Chishipula, Kapulanga, Chamboli and Simoonga Communities, Lusaka: Jesuit Centre for Theological Reflection (JCTR). p.43

<sup>4</sup> See CDF Act No. 11 of 2018

<sup>5</sup> See LG Act No. 2 of 2019



as to conclude their tasks as WDCs. On the other hand, transparency and accountability in the implementation of CDF remains a challenge because of the vulnerability of the legal framework governing the implementation of CDF in Zambia. The vulnerability of the framework manifests in weak support to the WDCs, operationalization of the CDFCs and the alignment of the CDF goals with the Local Authority development plans. Furthermore, there have been weak systematic CDF monitoring mechanisms.

Therefore, the Jesuit Centre for Theological Reflection (JCTR), embarked on monitoring CDF in four selected constituencies with the aim of systematically collecting data on CDF processes across the country to support national-level advocacy to enhance transparency, accountability and community participation in the implementation of the Constituency Development Fund. The constituencies selected were Chisamba, Kasama, Livingstone and Masaiti.

### 3.0 Objectives of the JCTR CDF Monitoring Exercise

The overall goal of the JCTR CDF monitoring exercise was to assess transparency, accountability and community participation in the implementation of CDF in Zambia. The specific objectives of the monitoring exercise were:

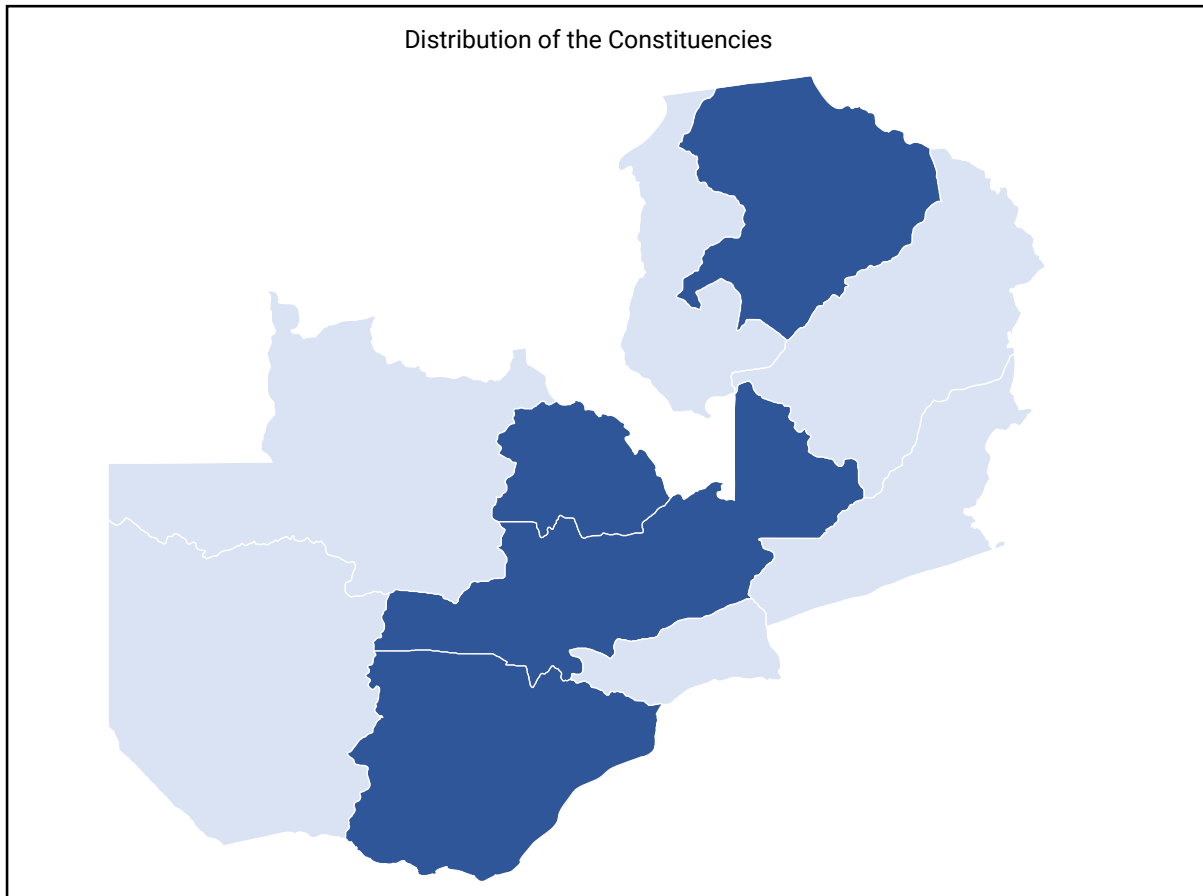
- 3.1** To monitor transparency, accountability and community participation in the implementation of CDF in the selected constituencies of Zambia.
- 3.2** To identify the challenges different stakeholders were facing in the Implementation CDF with respect to transparency, accountability and community participation.
- 3.3** To provide recommendations that would enhance transparency, accountability and community participation in the implementation of CDF in Zambia.

### 4.0 CDF Monitoring Methodology

The JCTR CDF monitoring project was designed to systematically collect data and produce independent information on the transparency, accountability and community participation in the implementation of the three main components of CDF across the country. These components include; Community Projects, Youth, and Women Empowerment, and Skills Development Training Bursaries. JCTR recruited, trained and deployed forty (40) monitors, ten per constituency to monitor the implementation of CDF in the 2022 cycle.

#### 4.1 Scope of Monitoring Exercise

Prior to the exercise, JCTR conducted a baseline desk review to understand CDF implementation processes and assess the level of grassroots' participation, to determine the avenues for community members' participation. Following this review, four constituencies were earmarked for the monitoring exercise based on geographic location (urban vs rural). The constituencies are: Chisamba (Central Province), Kasama Central (Northern Province), Livingstone (Southern Province) and Masaiti (Copperbelt Province). Kasama Central and Livingstone were considered to be urban with Chisamba and Masaiti considered peri-urban/ rural.



#### 4.2 Sampling Technique and Sample Size

Two sampling techniques were utilised to identify participants for the exercise. First, purposive sampling was used to target the experts in the management of CDF (Local Authorities and WDCs). Secondly, random sampling with developed selection criteria of every fourth house or person was used to identify community member participants. The following were the selected respondents:

- a. Local Authorities** - The Local Authorities are responsible for planning, management and implementation at the constituency level. JCTR's monitors interviewed four (4) Local Authorities represented by the CDFCs and socio-economic planners.
- b. Ward Development Committees** - The WDCs are the interface of the CDF project responsible for providing a platform for dialogue and coordination for the community members at the ward level. A total of 51 WDCs were interviewed.
- c. Community Members** - A total of 1,560 community members were interviewed during the monitoring exercise. The JCTR monitors randomly selected interviewees in the 51 wards by selecting every fourth person or household.

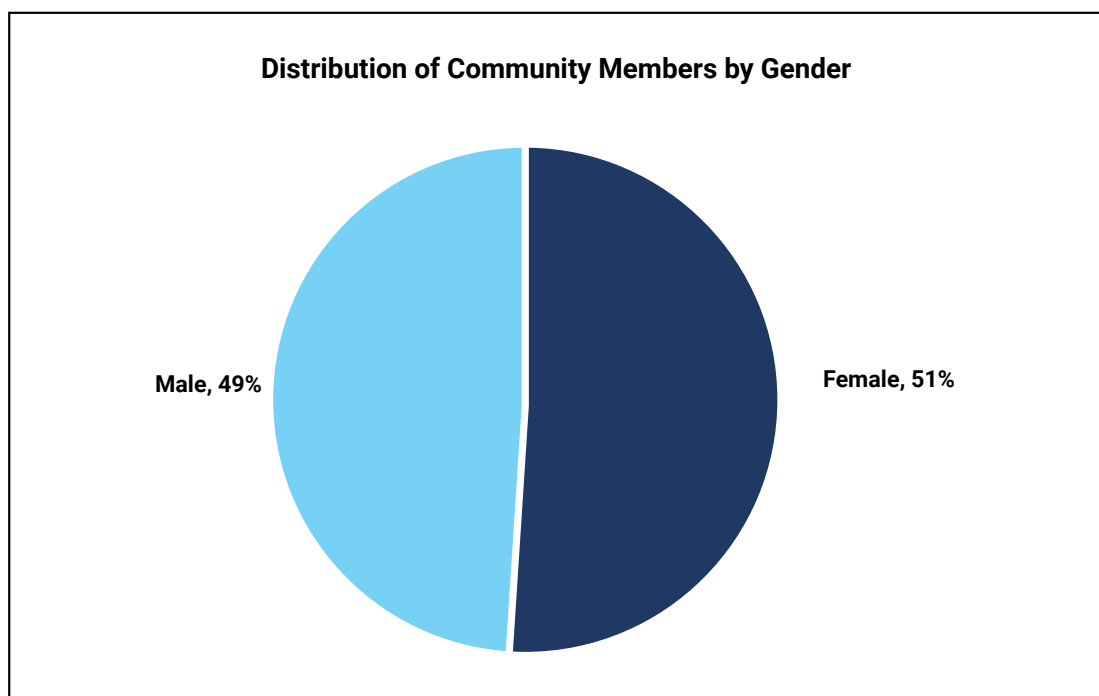
Province	Constituency	# Wards
Central	Chisamba	12
Copperbelt	Masaiti	10
Northern	Kasama Central	9
Southern	Livingstone	20
<b>Total</b>		<b>51</b>

*Distribution of Wards by Constituency*

#### 4.2.1 Demographic Characteristics of Community Members Interviewed

##### 4.2.1.1 Gender

The project aimed at ensuring gender balance in the interviews with the community members. The respondents comprised 51% females and 49% males.



*Distribution of the Community Members Respondents by Gender*

##### 4.2.1.2 Age Group

Majority of the respondents were in the age group between 36-49 years, accounting for 39% of the total respondents, while the age group between 16-35 years accounted for 32%. The rest of the respondents, aged 50 years and above, accounted for 29% of the total respondents.

Age Group	Distribution
16 – 35 Years	32%
36 – 49 Years	39%
50 Years and Above	29%

*Distribution of Community Members respondents by Age Group*

#### 4.1.1.3 Education

A total of 43% of the respondents had secondary school level education while 41% had primary school level education. Only 11% of the respondents had tertiary school level education whilst 5% of the respondents had no formal education.

Respondents Education Level	Distribution
No Formal Education	5%
Primary School	41%
Secondary School	43%
Tertiary School	11%

*Distribution of Community Members Respondents by Education Level*

### 4.3 Data Collection Processes

JCTR developed three different data collection checklists, one for the Local Authorities represented by the Socioeconomic Planner (CDFC), another for the WDC, and one for community members' interviews. Additionally, JCTR developed a critical incident form to report the challenges impacting the monitoring efforts. Information and Communication Technology (ICT) was used for data retrieval and the monitors were trained on sending coded text messages to a custom database for ease of analysis at the national level, data-cleaning, and reduction of data entry errors.

### 4.4 Data Analysis Processes and Data Quality Management

Both qualitative and quantitative data was collected during the exercise. The quantitative data was analysed using the custom database set up to flag questions with inconsistent or inaccurate responses. This ensured veracity and reliability of the data. Monitors were contacted by JCTR to confirm the data and provide more analysis after thorough quality assurance checks. Additionally, JCTR conducted a verification exercise in June 2023 for data collected during the monitoring period. This involved interviewing the monitors, supervisors, WDCs and CDFC representatives to verify any inconsistent data and collect missing or incomplete data. Once verified, the database was updated accordingly. Similarly, the collected qualitative data was analysed using content analysis. Based on the findings, codes were developed and managed as themes.

### 4.5 Ethical Considerations during the CDF monitoring

During the monitoring exercise, JCTR ensured that participation in the monitoring exercise was on a voluntary basis.

## 5.0 Findings Of The JCTR CDF Monitoring Exercise

### 5.2 Transparency in the Implementation of CDF in the Selected Constituencies

#### 5.1.1 CDF Contract Award Process

- A total of 300 CDF community project proposals were submitted by the WDCs to the CDFC in 2022 in the four selected constituencies and only 77 projects were approved by the CDFC in the 2022 cycle. This translated to an approval rate of 26% overall. In addition to this, 66 (86.8%) of the approved projects were awarded to local contractors.
- Three (3) of four (4) (75%) of the Local Authorities responded that there were public announcements of the contractors who had applied to implement projects. The adverts were in the form of public announcements using megaphones (25%) and posters (50%).

#### 5.1.2. Appeal Systems for Rejected CDF Proposals and Applications<sup>6</sup>

Project Type	CDFC Approval	WDC Approval
Community-based projects	26%	26%
Youth, women, PWDs empowerment projects	30%	31%
Secondary boarding school bursaries	66%	76%
Skills development training bursaries	56%	68%

- The findings showed that half (2 of 4) of the Local Authorities respondents reported that there was an appeal system for rejected projects and proposals. Furthermore 25% (1 of 4) indicated that there was an appeal lodged on a rejected project.
- Under the youth, women and community members empowerment component, 25% (1 out of 4) of the Local Authorities indicated that there was an appeal system and appeals were lodged at the Constituency Development Fund Committee (CDFC) stage. As JCTR was monitoring the implementation of the 2022 CDF cycle, it was discovered that in 2022, there were not many rejections on empowerment and skills/bursaries because very few people applied. Most Local Authorities indicated that they were literally forcing community members to apply for CDF and in many instances, Local Authorities had to re-advertise applications for CDF.

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<sup>6</sup> The 2022 CDF guidelines provide for applicants of CDF to appeal if they have reasons as to why the proposal must be considered. Sometimes the CDFC may not know the urgency of the project to address a serious community need. Therefore, community members can appeal. Equally, applicants of CDF empowerment and skills development can appeal. The purpose of appealing is to make the process transparent, open, fair and need based.

### 5.1.3 CDF Implementation Record Keeping at the Local Authorities<sup>7</sup>

- All four of the Local Authorities and the CDFCs that participated indicated that they had records on CDF implementation. The records included a list of project proposals submitted to the Ministry of Local Government and Rural Development (MLGRD). Also, the CDFCs and the Local Authorities had records on the projects that were approved for implementation. Furthermore, the four Local Authorities and CDFCs respondents noted that they kept all records of both the proposals received from the wards and the proposals submitted to the MLGRD.

#### Youth and Women Empowerment

- 100% or all four Local Authorities and the CDFCs respondents indicated that they kept all records of both the youth and women empowerment proposals received from the wards and the proposals submitted to the MLGRD.

#### Skills Development Training Bursaries

- 100% or all the four Local Authorities and CDFCs respondents indicated that they kept records of both the applications received from the wards and the applications submitted to the MLGRD.

### 5.1.4 CDF Monitoring Report Dissemination<sup>8</sup>

- From the JCTR CDF monitoring exercise, it was discovered that 25% (1 out of 4) of the Local Authorities respondents reported that they shared either one or both of the monitoring progress reports with the WDCs. It was discovered all the Local Authorities have WhatsApp groups for the WDCs in each constituency, where information is shared. Also, 75% (1 out of 4) indicated that they did not produce reports and therefore, they did not share with the WDCs. It was discovered that of the 25% of the Local Authorities who had shared the reports using online platforms, radio and community meetings.

### 5.1.5 WDCs Attending Public Bid Opening Ceremonies

- From the JCTR CDF monitoring exercise, it was discovered that seventy-eight percent (78%) of the WDCs who participated in JCTR CDF monitoring exercise did not attend the public bid opening ceremony, while 22% of the WDCs responded that they had attended the public bid opening ceremony. Probing further, it was discovered that:
- Seventy-eight percent (78%) of WDC respondents indicated that there were no public announcements of the contractors who applied for the contracts to implement projects, while the remaining 22% of respondents stated that the public announcements were made.

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<sup>7</sup> Record keeping is an integral part of transparency. Poor record keeping negatively impacts on transparency. In the case of CDF, records kept by the WDCs form an integral transparency mechanism of CDFC to mirror the records kept at the Local Authority and National levels

<sup>8</sup> Report generation during CDF implementation is an inbuilt system. The reports on CDF show the decisions on selected or rejected projects, implementation status of projects, monitoring reports etc. Guided by the 2022 CDF guidelines, report dissemination is a way of ensuring that implementation of CDF is open and fair.



- Three-quarters (75%) of the WDCs respondents indicated that there were no adverts placed for community members about contract awarding ceremonies while the remaining 25% stated that the adverts had been placed.
- Only 25% of the WDC respondents indicated that community members attended the announcement of contractors who submitted their applications, while the majority 75% of the WDCs indicated that community members did not attend the public bid opening ceremonies.

#### **5.1.6 Appeal Systems on the Rejected CDF Proposals and Applications**

- From the JCTR CDF monitoring exercise, 59% of the 51 WDCs who participated in the JCTR CDF monitoring exercise responded that there were no appeal systems for rejected community projects at the CDFC stage, while 39% stated there were appeal systems. The remaining 2% indicated that the absence of appeal systems was due to the absence of rejected projects.
- Probing further on whether the WDCs had received some appeals, it was discovered that only 25% of the WDCs respondents reported that they received appeals from community members on rejected projects while the majority 75% stated that there were no appeals received.
- It was discovered that only twenty-nine (29%) of the 1560 community members who participated in the JCTR CDF monitoring exercise reported that there were appeal systems on rejected projects, while the majority accounting for the 71% stated that there were no appeals systems in place for rejected project proposals.

#### **5.1.7 Record Keeping on CDF Implementation at the Ward Level**

- From the JCTR CDF monitoring exercise, it was discovered that seventy-six percent (76%) of the WDC respondents indicated that they had a record of proposals submitted to the CDFC in 2022, while the remaining 24% reported that they had no such records on the CDF community projects. Of the 76% who indicated that they had records, it was discovered that all of them were keeping records in notebooks that they personally purchased.
- Monitoring on the record keeping by WDCs for the scope on youths, women, and community members empowerment, it was discovered that eighty-four percent (84%) of the WDC respondents noted that they had a record of proposals submitted to the CDFC in 2022 while 16% reported that they had no records of the proposals. Of the 84% with records, it was discovered that all of them were using notebooks personally purchased.
- The scope on skills development and bursaries showed that Seventy-three percent (73%) of the WDC respondents noted that they had a record of the applications submitted to the CDFC in 2022 and the rest of the 27% of respondents indicated that they had no records. Probing further, it was discovered that of the 73% with records, all of them were using notebooks personally purchased.

### **5.1.8 Local Authorities Disseminating Monitoring Reports to the WDCs and the Community Members<sup>9</sup>**

- From the JCTR CDF monitoring exercise, it was discovered that seventy-six percent (76%) of the WDC respondents indicated that they had not received the semi-annual progress monitoring reports (SAMPR) from the CDFC and 63% of the WDC respondents shared that they did not receive the annual progress monitoring reports (AMPR) annual monitoring progress report from the CDFC in 2022 on community projects. For the respondents who received the reports, it was discovered that 50% of respondents who received the report from the CDFC, obtained the reports from the WDC WhatsApp groups, 33% received the printed hard copies (33%), while 17% received the reports through radio discussions and/or community engagements where the CDFCs participated.
- Furthermore, the JCTR CDF monitoring exercise discovered that only 37% of the WDC respondents indicated that they had received the 2022 annual monitoring progress reports from their respective CDFCs on community projects, while 63% of the WDCs who participated in the exercise indicated that they did not receive this report. Of the 37% of WDCs that received the AMR reports, 16% indicated that they obtained it from the WDC WhatsApp groups, 65% through radio discussions and meetings, while only 25% of the 37% of WDCs who received the report indicated that they received.
- Focusing on the scope of youth, women and community members' empowerment projects, it was discovered that 75% of the WDC respondents indicated that they had not received the Semi-Annual Progress Monitoring Reports from the CDFC, while 25% had received it. Furthermore, 71% of the WDC respondents did not receive the annual monitoring progress report from the CDFC in 2022, while only 29% of the WDCs indicated that they had received the annual progress monitoring reports. Of the 29% of the WDCs who indicated receiving the reports, it was discovered that 40% indicated that they obtained the report from online which included the WhatsApp groups, 7% obtained through radio and community engagement sharing and the rest 53% through printed hard copies.

### **5.1.9 Involvement of the Community Members in Public Bid Opening Ceremonies.**

- From the JCTR CDF monitoring exercise, it was discovered that 63% of the respondents shared that they did not attend any CDF contract bid opening ceremonies, while 9% of the respondents shared that they had attended CDF contract bid opening ceremonies. The remaining 28% of the respondents shared that there were no CDF contract bid opening or contract awarding ceremonies in their communities (especially in the rural wards).

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<sup>9</sup> The Local Authorities (e.g Socio-Economic planners) community decisions and reports to the WDCs. The idea is for the WDCs to disseminate the reports to the community members. Ensuring that community members receive reports on CDF is one way of demonstrating transparency in the implementation of CDF in Zambia.

#### **5.1.10 Dissemination of CDF Progress Monitoring Reports to Community Members**

- From the JCTR CDF monitoring exercise, the majority of the community members, accounting for 86% of the respondents, stated that they had not seen any monitoring reports on CDF from the WDCs or CDFCs, whereas only 14% had seen or received these reports. Those who had seen or received the reports shared that they received them through the radio programmes and community engagements

#### **5.1.11 Community Perception on Transparency in CDF implementation**

- Community perception was collected from the community members who participated in the JCTR CDF monitoring exercise. The community perception index on transparency was purely qualitative. From the JCTR CDF monitoring exercise, the majority of community members accounting for 59% responded that CDF was not transparent, while 41% of the respondents shared that CDF was transparent. The justification for those who responded that CDF was not transparent include:
  - i. Selection and approval of projects being influenced by political party affiliation.
  - ii. Communities perceived that authorities in charge of managing CDF are selective in choosing beneficiaries;
  - iii. Few to no community meetings were held for community projects selection
  - iv. Very few community members participate in the selection of community projects.

On the other hand, 41% percent of the community members responded that the implementation of the Constituency Development Fund was transparent and fair. There reasons for the responses include:

- i. Community members could see the CDF projects in the communities
- ii. Community members where benefiting from the skills development and bursaries
- iii. CDF was changing lives through the empowerments like grants

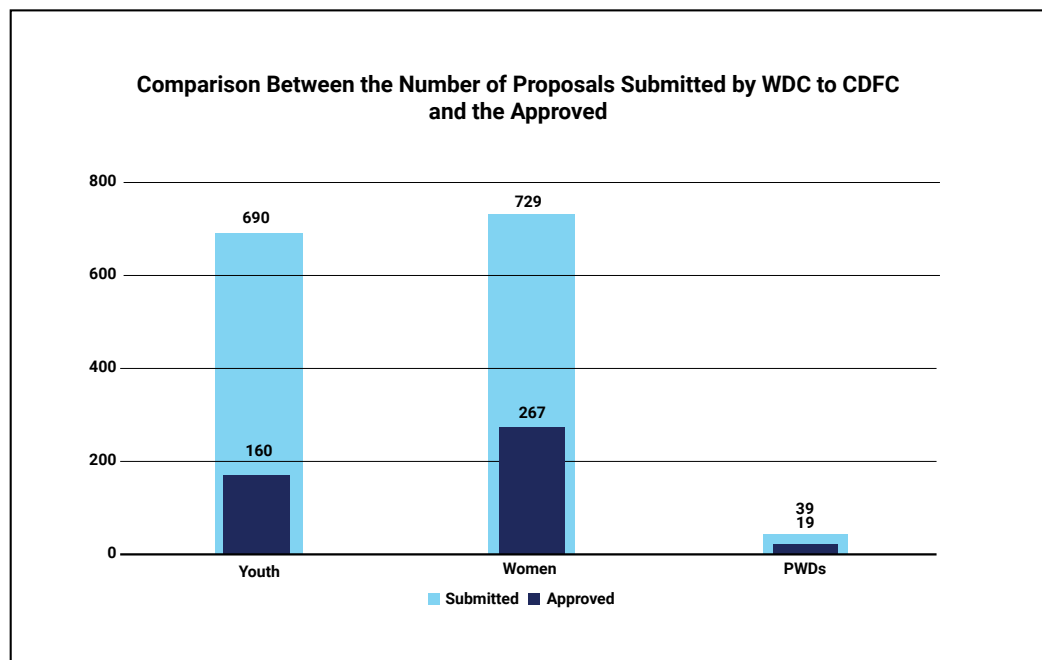
### **5.2 Accountability in the Implementation of CDF in the Selected Constituencies**

#### **5.2.1 Submission of CDF Projects**

- The 2022 CDF guidelines provide for the procedure to apply for CDF resources in the three categories of community projects, empowerments and skills development/ bursaries. From the JCTR CDF monitoring, it was discovered that the Local Authorities received 679 empowerment applications from the WDCs (506 women, 164 youth, and 9 Persons with Disabilities-PWDs). From the 679, 301 proposals were approved in 2022 (66 youth, 130 women, and 5 PWDs). Furthermore, of the four Local Authorities who participated in the JCTR CDF monitoring, 50% (2 Local Authorities) responded that the empowerment project implementation commenced within a month from the ministerial approval (successful applicants receiving CDF money), while the other 50% responded that the empowerment project implementation commenced within two months from the time of the ministerial approval (successful applicants receiving the CDF money) in the 2022 cycle.

### 5.2.2 Approval Rate for the Empowerment Applications

- From the JCTR CDF monitoring exercise, it was discovered that the 51 WDCs submitted about 1,458 proposals (690 empowerment proposals on youth, 729 proposals on women and 39 proposals on PWDs) to the local authority. Out of these, 446 proposals were approved (160 youth, 267 women, 19 PWDs) translating to a 31% approval rate.



Inquiring on the time difference between ministerial approvals and successful applicants receiving the CDF money, 63% of the WDCs respondents reported that it took more than 3 months from the time of ministerial approval of the project for the funds to reach a successful applicant. Similarly, 22% of the WDCs indicated that it took 3 months, while 12% of WDCs responded that it took 2 months, while only 4% of the WDCs indicated that it took only one month.

### 5.2.3 Approval Rate for the Skills Development Training Bursaries

- From the JCTR CDF monitoring exercise, 51 WDCs reported that they received a combined total of 2,440 applications related to skills development training bursaries (1,287 male applicants, 1,044 female applicants and 109 PWDs). Of these, 1,668 (68%) were approved (868 male applicants, 790 female applicants, and 10 PWDs).

### 5.2.4 Providing Feedback on Rejected Proposals <sup>10</sup>

- From the JCTR CDF monitoring, 50% (2 of 4) of the Local Authorities respondents reported that they provided feedback to the Ward Development Committees on rejected proposals and unsuccessful CDF applications. Probing further, Local Authorities indicated that they provided feedback by pasting on the Local Authorities' notice boards the projects that were approved or rejected, as well as providing a list of approved projects to the Councillors from the respective wards. 25% (1 out of 4) of the Local Authorities indicated that they did not provide feedback on rejected proposals

because the Constituency did not have any rejected proposal, while only 25% (1 out of 4) of Local Authorities indicated that they did not provide feedback on rejected proposals.

- On the component of youth, women and community members empowerment, JCTR discovered that 75% (3 out of 4) (75%) of the Local Authorities respondents reported that the technical appraisal team provided recommendations on projects to be approved by the CDFC, whereas 1 of 4 (25%) of the respondents stated that no recommendations were provided.

#### **5.2.5 Providing Feedback on Rejected Community Proposals and Unsuccessful Applicants at the Ward Level**

- From the JCTR CDF monitoring exercise, 53% of the WDC respondents shared that feedback was not provided on rejected community projects, while only 41% of the WDC respondents indicated that feedback was provided to them by the CDFC on the rejected proposals. Six (6%) of the WDC respondents shared that there were no rejected projects in their wards, therefore, they did not need feedback on rejected proposals
- In monitoring the youth, women, and community members empowerment, JCTR discovered that 49% of the WDC respondents shared that feedback was not provided on rejected empowerment applications, while only 35% of the WDC respondents indicated that feedback was provided to them by the CDFC on the rejected applications. The remaining 16% of the WDC respondents shared that there were no rejected applications in their wards, therefore, they did not need feedback on rejected applications.

#### **5.2.6 CDF Monitoring Report Production**

- From the JCTR CDF monitoring exercise, it was discovered that 75% (3 of 4) of the Local Authorities indicated that either the 2022 Semi-Annual Monitoring Report (SAMR) or Annual Monitoring Report (AMR) for community projects were not available, while only 25% (1/4) of the Local Authorities stated that these monitoring reports were available. Also, it was discovered that only 1 of 4 (25%) Local Authorities respondents noted that both the 2022 SAMPR and AMPR were available, while 3 of 4 (75%) noted unavailability of the reports, with each of them stating varying reasons for the non-production of the Monitoring Progress Reports (MPR). Probing further the causes of not producing the various monitoring progress reports, some respondents indicated the following reasons:
  - i. **Limited resources:** 75% of the respondents shared that they did not produce the progress monitoring reports because they lacked resources like transport to the project sites

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<sup>10</sup> The 2022 CDF guidelines guide that feedback must be provided on rejected proposals. The feedback must include the reason and justification for the rejection. Providing feedback is an integral part of accountability, because it aids in justifying the basis for rejecting a proposal.

- ii. **Lack of capacity:** 75% of the respondents shared that they did not produce the progress reports because the WDCs who were supposed to feed into the progress reports did not have sufficient capacities to monitor CDF at ward levels.
- iii. **Ongoing production of the report at the time of the exercise:** 25% of the respondents shared that the reports were under production at the time of the JCTR CDF monitoring exercise
  - Meanwhile, 2 of 3 respondents who had stated that the AMR was unavailable attributed the non-production to limited resources and lack of capacity, respectively,
  - **Lack of time:** 25% of the respondents shared that they could not produce reports because they did not have sufficient time owing to the workload they had.
  - 100% (all the four Local Authorities) of the Local Authorities respondents noted that the Semi-Annual Monitoring Reports (SAMR) were not produced. Probing further for the non-production of the semi-annual monitoring reports, the following were the reasons:
    - i. Limited resources: 25% (1 out of 4) of the Local Authorities who participated in the JCTR CDF monitoring exercise stated that s non-production was due to limited resources like transport to the project sites
    - ii. Time constraints: 75% (3 out of 4) of the Local Authorities stated that they had a huge workload (especially for the Local Authorities with more than one constituency to manage). Others stated that these reports were still in progress at the time of this exercise.
  - Similarly, 3 of 4 (75%) of the Local Authorities respondents, particularly 2 of 4 (50%) and 1 of 4 (25%) respectively attributed the non-production 2022 AMR to both limited time and lack of resources.

## 5.2.7 Producing and Sharing CDF Monitoring Projects Reports <sup>11</sup>

- From the JCTR CDF monitoring exercise, 100% (all four) of the Local Authorities respondents indicated that they monitored the implementation of the community projects in their districts. Furthermore, all the four Local Authorities said that there were challenges to monitoring and implementing the CDF projects effectively, where 75% of the Local Authorities indicated limited resources to facilitate continuous monitoring, while 25% indicated challenges with capacities (number of officers at the Local Authority establishment). The capacity challenges were demonstrated by some

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<sup>11</sup> Monitoring is an integral part of CDF implementation. Through monitoring, CDF implementers and stakeholders are able to appreciate the value for money, hold contractors accountable about following the timelines as well as ensuring agreed conditions of the contract are followed.



Council workers who had more than one Constituency to manage, which was delaying the processes of monitoring as well as other implementations like procurement, report writing and managing projects.<sup>12</sup>

- Focusing on the youth, women and community members' empowerment projects, all four Local Authorities/CDFCs indicated that they monitored the implementation of the empowerment projects. Even though all the Local Authorities managed to monitor the empowerment projects, equally all the four Local Authorities respondents said that there were challenges to monitoring and implementing the CDF projects effectively including financial resources (3 of 4) and limited capacity (1 of 4). The limited capacity was alluded to having few council workers to manage the monitoring.
- Besides monitoring the community projects and empowerment projects, all four Local Authorities respondents indicated that the monitoring committee at the District level monitored the bursary program. The Local Authorities indicated a challenge of maintaining the headcount of beneficiaries in learning institutions. Also, the Local Authorities shared that the disbursement of CDF was not aligned with the school calendars and this was leading to some learners not benefiting from CDF.<sup>13</sup>

#### **5.2.8 Monitoring and Evaluation Reports at the Ward Level**

- From the JCTR CDF monitoring exercise, it was discovered that 65% of the Ward Development Committee respondents indicated that they had monitored the implementation of community projects, while 35% stated that they did not monitor the community projects. For the 35% who did not monitor community projects, 12% of the 35% of the WDC respondents indicated that they faced a financial challenge to facilitate transport, movements, meals and stationery, while 7% of the 35% indicated that they did not have the technical capacity to monitor as they did not have sufficient information about the projects (cost of the project, contract between the contractor and the Local Authorities detailing the duration, the BOQ to determine the quality of work) as well as having skills in monitoring and evaluating projects. 8% of the 35% WDC respondents who did not manage to monitor CDF responded that they faced time constraints as they were committed to personal activities like farming, working, trading and other family needs. 5% of the 35% of the WDC respondents indicated that they faced all the three highlighted challenges. While 3% of the 35% indicated that there were no community projects to monitor.

#### ***Youth, Women and Community Members Empowerment (Loans and Grants)***

- Monitoring the youth, women and community member empowerment, 61% of the WDC respondents shared that they monitored the empowerment projects, while 39% of the

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<sup>12</sup> For example, Kasama district Council has to manage Lukashya and Kasama Central. The same quantity surveyor has to manage both constituencies when it comes to developing BOQs etc. The same can be said about districts with more than one Constituency (e.g Kitwe district having five(5) constituencies).

<sup>13</sup> The learners who are supposed to report for school in January mainly faced a challenge of CDF bursaries not being available at the time. For parents or guardians who did not have anything, it meant their children or dependents missed the opportunity.

WDC respondents shared that they did not monitor the youth and women empowerment projects. Among the WDC respondents that did not monitor, 57% indicated financial constraints where they could not provide transport, meals and stationery for the ward monitoring team (failing to constitute a ward monitoring team), while 14% indicated that they lacked capacity to monitor (monitoring skills, writing monitoring reports, not knowing the project agreements), 8% indicated time-constraint, where the WDCs were committed to personal activities like farming, business, work and other family needs (economic) and 6% indicated that they faced all the three highlighted challenges. Only 15% of the WDC respondents indicated that there were no empowerment projects to monitor. From the JCTR CDF monitoring, it was discovered that 82% of the WDC respondents indicated that they faced challenges in effectively monitoring the empowerment projects, while only 18% of the respondents did not report any challenges.

### **5.2.9 Skills Development Training Bursaries**

- From the JCTR CDF monitoring exercise, 37% of the WDC respondents reported that the monitoring committee at District level monitored the bursary programme, while the majority 63% indicated that they were not aware of any monitoring at the district level. 100% of the WDC respondents indicated that they did not monitor the skills and bursary components. The reasons for not monitoring this component was mainly financial constraint to facilitate mobility as most beneficiaries were not in institutions that are within the ward.

### **5.2.10 Community Members Participating in CDF Ward Monitoring**

From the JCTR CDF monitoring exercise, 74% percent of the community members (as respondents) indicated that they did not monitor the implementation of CDF projects in their communities, while only 26% of the community member respondents indicated that they had monitored the implementation of the community projects. The reasons for not monitoring include:

- No CDF projects to monitor
- Lack of interest to monitor
- Commitment to other duties (work, farming, family, school etc)
- Low confidence in the system citing that even if they monitor projects, it was not going to improve their livelihoods

### **5.2.11 Producing the Monitoring CDF Reports <sup>14</sup>**

From the JCTR CDF monitoring exercise, it was discovered that all the WDCs were not producing and submitting the monthly monitoring reports. The reasons for not producing the monthly reports included:

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<sup>14</sup> CDFC and community members through WDCs are guided to monitor community projects, empowerments and skills development. After monitoring, those who have monitored ought to produce and disseminate the reports. The reports are helpful in enhancing accountability because they outline the mandate, the monitoring exercises, findings and recommendations.

- CDFCs not demanding for these monthly reports
- Time constraints on the WDCs to monitor and produce the monthly reports
- Capacities in producing the monthly reports
- WDCs not conducting monthly monitoring exercises due to lack of financial and administrative support.

From the JCTR CDF monitoring exercise, it was discovered that the Local Authorities struggled to produce the 2022 CDF quarterly reports. The reasons for the struggle included:

- Lack of monthly reports from the WDCs to feed into the quarterly reports
- Late onset of the CDF implementation in 2022
- Time constraints on the Local Authorities
- Lack of resources for the Local Authorities to conduct quarterly monitoring visits to project sites

From the JCTR monitoring exercise, 25% (1 out of 4) Local Authorities responded that they produced a semi-annual monitoring report, while 75% (3 out of 4) responded that they did not produce the semi-annual reports in 2022. The following challenges were cited as reasons:

- Constrained capacities at the CDFC Secretariat (the staff relating to CDF were overwhelmed by other competing duties in the office)
- Lack of resources (Transport to facilitate the movements within the constituencies)
- Lack of monthly reports from WDCs and quarterly reports to feed into the semi-annual reports
- 25% (1 out of 4) Local Authorities were still developing the report at the time of the JCTR CDF monitoring exercise.

From the JCTR CDF monitoring, all the four of the Local Authorities respondents said that they did not produce the 2022 semi-annual and annual monitoring progress reports on the empowerment projects due to the lack of resources. On skills and bursaries, all the four of the Local Authorities responded that they did not produce the 2022 semi-annual monitoring progress report. The reports were not produced due to the following reasons:

- Lack of resources as reported by (1 of 4 respondents) while
- 3 out of 4 respondents stated that the report was in its developmental stage at the time of the exercise.
- All four of the Local Authorities responded that they did not produce the 2022 annual monitoring progress report on bursaries and skills. The report was not produced due to limited time (2 of 4) and (1 of 4) lack of resources.

#### **5.2.12 The Annual Progress Reports**

From the JCTR CDF monitoring exercise, only 25% (1 out of 4) Local Authority respondents reported that the annual monitoring report was available, while the remaining 75% confirmed that it was unavailable. Various challenges were reported for the non-production of this

report and they included:

- 1 respondent cited the lack of resources,
- 1 respondent stated that the lack of time, resources and capacity were all hindrances
- 2 respondents stated on-going production of the report at the time of the exercise.

#### **5.2.13 Community Perception on Accountability in CDF implementation**

Many community members who participated in the JCTR CDF monitoring exercise had the perception that there was no accountability in the CDF implementation. 63% of the community members who participated in the JCTR CDF monitoring exercise responded that the CDF implementation was not accountable, while only 37% of the respondents shared that the CDF implementation was accountable. The reasons for the respondents who shared that CDF was accountable included:

- Seeing CDF projects being implemented in the communities
- People benefiting from the CDF (School bursaries and skills development)
- Seeing adverts on CDF application

While the 63% of the respondents who shared that the CDF implementation was not accountable shared the following reasons:

- Local Authorities not sharing information on projects (we usually just see contractors coming and going)
- Local Authorities and the CDFCs not sharing feedback on projects and applications (especially when rejected)
- Lack of information and awareness among community members on CDF processes
- Community projects being chosen by few members of the community
- Setting project priorities for the community without inviting them to select the priority projects.
- Awarding empowerment funds to those that are politically connected

### **5.3. Community Members Participation in the Implementation of CDF in the Selected Constituencies**

- From the JCTR Monitoring exercise, it was discovered that 86% of the WDCs were struggling to provide such platforms to the community members, while only 14% indicated that they were managing to provide such platforms. For those who were managing, it was mainly in areas where there are traditional leaders who supported the WDC meetings. While the 86% of the WDCs who were struggling, the challenges were alluded to lack of financial support to mobilise community members, Lack of transport to visit all parts of the wards vast wards in rural communities) etc.
- From the JCTR CDF monitoring exercise, 44% of the community members who participated in the JCTR monitoring exercise indicated that they did not attend community meetings

on CDF. Of the 44% respondents who did not attend the community meetings, 21% indicated that they did not hear or know about the community meetings, while 23% indicated that there were no community meetings on CDF held. On the other hand, 33% of the community member respondents indicated that they had attended meetings on CDF.

- It was discovered that among the respondents that did not attend these meetings, 16% indicated that they were too busy to attend community meetings (busy with work, farming, business, trade, family etc), 6% were not interested in attending community meetings (nothing to gain, no handouts, no transport refunds, no food, meeting for politicians), 21% reported that there was no information on community meetings on CDF being held.

Reason for not attending a CDF meeting	% Distribution
Too busy to attend	32%
Not interested in CDF processes	13%
No information about a meeting being held	55%

*Reasons for not attending CDF meetings*

From the JCTR CDF monitoring exercise, no community members were identified as participating through community participation procurement methods in the implementation of the CDF projects in their communities.

- On the other hand, the majority of the community members accounting for 63% of the respondents shared that they did not attend any public bid opening for the contractors who applied to undertake community projects (supplying desks, constructing roads, building schools etc), while only 9% of the community members interviewed shared that they attended the public bid opening meetings. The remaining 28% of the respondents indicated that there were no such meetings held in their communities.
- From the JCTR CDF monitoring exercise, 74% of the respondents indicated that they did not monitor CDF implementation in their communities, while only 26% of the community members interviewed responded that they had monitored community projects in their communities.

### **5.3.1 Awareness Levels on CDF Processes and Implementation among Communities<sup>15</sup>**

- The 2022 CDF guidelines commit to raising public awareness as an avenue to enhancing public participation in the CDF processes. From the JCTR CDF monitoring exercise, 86% of the community members interviewed shared that they had heard about CDF, while only 14% shared that they had not heard about CDF. Interrogating further among those who responded that they had heard about CDF, it was discovered that the majority (over 50%) of the respondents did not know CDF processes.
- Among the 86% who responded that they had heard about CDF, it was discovered that 42% heard about CDF from fellow community members. This resonated with the feedback from the Local Authorities who shared that CDF advertisement was being

done through informing learners at schools, who in turn were asked to share the information with their parents or guardians.

- Again, out of the 86% of those who heard about CDF, it was discovered that 40% heard about CDF from media (social media, radio, TV, newspaper etc), 16% heard about CDF from the announcements made by the Local Authorities (going around the wards and market places announcing CDF using megaphones), while only 2% shared that they saw CDF information on posters.
- From the JCTR CDF monitoring exercise, it was discovered that 60% of the community members interviewed had seen or heard an advert on applying for CDF, while only 40% stated that they did not see or hear an advert on applying for CDF. For those who responded that they heard or saw an advert on applying for CDF, it was discovered that 47% it was on media (social media and radio), 8% on posters and 45% announcements.

## **5.4 Challenges Facing Different Stakeholders in the Implementation of the CDF in Zambia**

The effective implementation of CDF is incumbent upon different stakeholders diligently executing their responsibilities. Whilst the 2022 CDF guidelines indicate that there are different stakeholders in CDF implementation, The JCTR CDF monitoring exercise focused on three stakeholders:-Local Authorities, Ward Development Committees (WDCs) and community members.

### **5.4.1 Local Authority**

- From the JCTR CDF monitoring, Local Authorities shared the following challenges:
- 50% of the Local Authority respondents indicated a challenge of the quality of work by the contractors implementing the projects (not adhering to construction standards and specifications).
- 75% of the Local Authority respondents shared that they faced a challenge of delays in completion of projects (projects not completed within the agreed time frames)
- 25% of the Local Authority respondents shared that they faced a challenge of high construction costs.

### **5.4.2 The Ward Development Committee**

- From the JCTR CDF monitoring exercise, the WDCs faced the following challenges in the implementation of the CDF:
- 68% of the WDCs interviewed shared that they face a financial challenge to meet their obligations of mobilising community meetings, keeping records (stationery costs) and monitoring projects in their wards (transport and meal costs). All WDCs were doing the

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<sup>15</sup> Effective community participation in Zambia's democratic governance processes like CDF, national budgeting, legislative formulation etc, is anchored on community members having information about the implementation of any Government programme or project.



- work on a voluntary basis as guided by the LG Act
- 34% of the WDCs interviewed shared that they faced capacity challenges. From the guidelines, the WDCs are expected to monitor projects and mobilise community members. But in order to meet these obligations they needed capacities like monitoring skills, reporting skills and facilitation skills.
  - 36% of the WDCs interviewed shared that they faced a time constraint. As the work remained a voluntary duty, most WDCs shared that they struggled to divide time between WDCs obligations and personal needs (business, work, farming, family etc).
  - WDCs shared the challenge of struggling to mobilise a ward monitoring team because of a lack of transport, stationery and allowances.
  - Delays in the commencement of projects and empowerment programmes. The Local Authorities could inform the WDCs on the approved projects and those awarded for loans, grants and bursaries. However, there are significant delays in the commencement of the project implementation.
  - Little advertisement on public bid opening meetings. Many WDCs did not attend the public bid opening for the contractors who submitted their bids on implementing community projects, which created a transparency and accountability challenge.

#### **5.4.3 The Local Community**

From the JCTR CDF monitoring exercise, the following challenges were noted from the community members in the implementation of CDF:

- Participating in community meetings on CDF;
- Involvement in identifying community needs;
- Submitting proposals to the WDC through the Zone;
- Participating in project implementation when required;
- Monitoring implementation of CDF projects
- Community members shared an accountability and transparency concern of CDF being awarded to political party supporters and the cooperatives or clubs formed by those in authority.
- Limited platforms for the community members to participate in project selections (WDCs not calling for community meetings or if there is a community meeting, there is minimal prior information shared to community members).

#### **5.4.4 Low Approval Rates**

- There were low approval ratings for the community-based projects and the youth, women, PWDs empowerment projects at both the CDFC and the WDCs in the four constituencies. However, the approvals for the secondary boarding school bursaries and skills development training bursaries were relatively high, above 55%, for both levels.

Project Type	CDFC Approval	WDC Approval
Community-based projects	26%	26%
Youth, women, PWDs empowerment projects	30%	31%
Secondary boarding school bursaries	66%	76%
Skills development training bursaries	56%	68%

#### 5.4.5 Low Participation of People Living With Disabilities

- From the JCTR CDF Monitoring exercise, it was discovered that there was low participation of people living with disabilities.

##### 5.4.5.1 CDFC with People Living with Disabilities

Constituency	Number
Chisamba	2
Masaiti	0
Livingstone	0
Kasama	0

##### 5.4.5.2 Application and Approval rates

Category	Application	Approval
Empowerments	About 9 in all the four constituencies	About 5 from all the constituencies
Bursaries	About 11 from all the four constituencies	About 7 from all the four constituencies
Skills Development	About 7 from all the four constituencies	About 7 from all the four constituencies

## 6.0 Discussion of the CDF Monitoring Exercise Findings

The findings of the JCTR CDF monitoring exercise present interesting dynamics among the different CDF stakeholders (MPs, community members, private sector, WDCs, Local Authority, Ministries etc) in the implementation of CDF in Zambia. In this section, the report focused on transparency, accountability, community participation and challenges in the implementation of CDF in Zambia.

The JCTR CDF monitoring findings reveal that Local Authorities announced the public bid opening ceremonies, while many community members and WDCs responded not seeing or hearing about the adverts, thereby not attending the public bid opening ceremonies. The low levels of community members and WDCs attending public bid openings for contractors to undertake works or provide goods/services raises transparency concerns. The transparency concerns arise because community members and WDCs would not know the would-be contractors. Furthermore, it creates a loophole for the CDF implementers to award contracts to contractors outside the ward or constituency (floating

the CDF guidelines) as well as awarding contracts to relatives, friends and the connected, without declaring any interest. From the PAC report on the 2012 Auditor General's report, irregularities in contract awarding emerged.<sup>16</sup> This shows that in the last 11 years, transparency in contract awarding for those undertaking the CDF projects (works, services and goods) remains unaddressed.

The monitoring exercise revealed that there was little to no advertisement on the public bid opening ceremonies. Many community members and WDCs did not come across the advertisement on public bid opening ceremonies. This situation largely contributed to community members and WDCs not attending the public bid opening ceremonies. By not popularising the public bid opening ceremonies, it creates room for secrecy and floating the public procurement procedures in awarding contracts for those to undertake works and provide goods and services as was noted in the PAC report.<sup>17</sup>

Record keeping is an integral aspect of transparency. In the monitoring exercise, it was discovered that Local Authorities were ahead in terms of record keeping (CDF records) as compared to the WDCs. This is because the Local Authorities are well funded (administrative and financially), while the WDCs are poorly funded and administratively supported. The Local Authorities have trained staff and allocated resources to support record keeping and it is an integral aspect of their deliverables. On the contrary, in the PAC report, there were many irregularities with the CDF record keeping (especially financial documents, where many Local Authorities had missing documentation at the time of auditing and while others were being asked to repay funds.<sup>18</sup> On the other hand, the WDCs have a mandate to keep records on CDF projects. However, most WDCs interviewed shared that they were not supported with stationery and means of record keeping. The inadequate support to the WDCs emerges as a major contributor to poor record keeping at ward level.

The JCTR CDF monitoring exercise revealed that community project selection was a source of transparency concerns in the CDF implementation. The community members must identify and choose the community projects that address their community needs. However, it was discovered that many community members did not participate in project selection processes. This was because in many communities there were no community meetings. The causes for lack of community meetings largely bordered around lack of financial support to WDCs. For many WDCs, especially in the rural wards have vast wards to cover. Lack of financial support was making WDCs struggle to mobilise community members for community meetings (transport and other logistical needs like communication etc). This has led to many community members not participating in community meetings.

On a different note, political influence was raised as a serious concern impeding transparency in the implementation of CDF in Zambia. Political influence manifests through Members of Parliament and Councillors inclining towards the projects they made during election campaign periods. The presence and authority of the MPs and the Councillors in the CDFCs and WDCs respectively gives them a privileged position to command the implementation of CDF, especially in inclining towards

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<sup>16</sup> Report of the Public Accounts Committee on the Report of the Auditor General on the Management of the Constituency Development Fund and Grants to Local Authorities for the Financial Year ended 31st December 2012.

<sup>17</sup> Report of the Public Accounts Committee on the Report of the Auditor General on the Management of the Constituency Development Fund and Grants to Local Authorities for the Financial Year ended 31st December 2012.

<sup>18</sup> Report of the Public Accounts Committee on the Report of the Auditor General on the Management of the Constituency Development Fund and Grants to Local Authorities for the Financial Year ended 31st December 2012.

projects relating to their campaign promises.

From the JCTR monitoring exercise, it is evident that transparency in the implementation of CDF was low. Firstly, the findings showed that there was a communication gap between community members and the Local Authorities in the implementation of Constituency Development Fund. For example, no feedback was provided on rejected proposals. In this case, it was difficult for CDF applicants to know the basis for the rejection of their proposals. Secondly, the findings showed that most WDCs and community members did not receive or access the monitoring reports from the Local Authorities. Furthermore, for the WDCs who received the reports, they did not disseminate them to community members. This was as a result of lack of means and resources to disseminate the reports. Additionally, the low utility of the monitoring reports among community members is because of language barriers (inaccessible), volume of the report and the document being technical contributed to low dissemination of CDF reports.

Report production is an integral dimension of accountability in the implementation of any programme or project. In the implementation of CDF in Zambia, report production at the Local Authorities and the ward levels are the anchors of accountability of CDF. Report production at both the Local Authorities and the ward levels remained a challenge. At the Local Authorities, this challenge was as a result of time constraints. This clearly shows that the Local Authorities are overwhelmed to meet the reporting demands of the enhanced CDF implementation. From the CDF guidelines, the Local Authorities is supposed to produce about five (5) monitoring progress reports (3 quarterly reports, 1 biannual report, 1 annual report). In the case of districts with more than one constituency, the Local Authorities have to produce the same number of reports for each constituency (e.g Kasama). This challenge even grows bigger for the districts with more constituencies (e.g Kitwe with 5 constituencies). Furthermore, the Local Authorities have other duties which demand their availability. Besides time constraints, capacity challenges have manifested. Even Socio-Economic Planners have been delegated to manage CDF at the Local Authority level, they have other duties. Therefore, the capacity challenge is manifested through the few human resources implementing CDF at the Local Authority level. Some Local Authorities have only one (1) socio-economic planner who has to manage applications, records, monitor (projects, empowerments and bursaries), produce reports and other demands. This scenario is making report production suffer and jeopardises accountability in CDF implementation. Even in the PAC report on the 2012 Auditor General's report, it was raised that Local Authorities were failing to produce CDF reports.<sup>19</sup> This clearly shows that report production at Local Authority level continues to be a challenge.

At the ward level, the WDCs are expected to produce and submit monthly progress reports. The monthly reports are designed to feed into the quarterly reports by the Local Authorities. The reports are aimed at documenting challenges, successes and lessons learnt. However, these monthly reports are not being produced by the WDCs. Some of the reasons for producing these reports included financial challenges. For instance, the WDCs are supposed to constitute a Ward Monitoring Team and visit CDF implementations in their jurisdiction. But for the WDCs to meet this obligation, they would transport and refreshments, communication etc (financial costs). Furthermore, many

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<sup>19</sup> Report of the Public Accounts Committee on the Report of the Auditor General on the Management of the Constituency Development Fund and Grants to Local Authorities for the Financial Year ended 31st December 2012.

WDCs do not have monitoring and report writing capacities. This makes many WDCs not develop CDF monthly progress reports in their wards.

Community members are the major key stakeholders in the implementation of CDF. This is because they are the targeted beneficiaries and they are supposed to choose what addresses their challenges and needs. According to Chrine et al, community participation can be understood as a strategy for involving society in matters which concern them, is very vital in decision-making and sustainable rural development and it must be at all levels from project identification to project implementation, monitoring and evaluation.<sup>20</sup> From the JCTR CDF monitoring exercise, it emerged that community participation was low. This is because there are limited platforms available for community members to select projects (only zonal or ward meetings, which are not sufficient to cater for the population per ward). Furthermore, community participation was being impeded by low awareness levels on CDF processes by community members. The Local Authorities were disseminating the adverts on CDF, but not information on CDF (especially the application processes and application period).

The literacy levels among community members has a bearing on the participation in the CDF processes. Many community members, especially in rural communities, struggle to participate in CDF processes because the application processes are complicated for their comprehension (e.g applying for loans and grants). Little information was being disseminated on CDF implementation (reports and decisions, especially providing feedback on status of projects and applications, adverts on public bid opening meetings)

The political influence contributed to low participation. The Executive directives presented a situation where projects to be implemented were already selected for the communities. This making some community members think and feel participating in community meetings was an academic exercise, since the projects were pre-selected (e.g buying CDF vehicles, ambulances, palaces for the chiefs). Other community members thought CDF was for political leaders to reward their supporters and fulfil their campaign promises. Community members not interested in political party politics shunned participating in CDF.

From the JCTR CDF monitoring exercise, there are some challenges in the implementation of CDF. The prominent challenge was the quality of work that was being done by the contractors. Some of the contractors delegated to undertake the CDF community projects (roads, construction, bridges etc) were not adhering to the agreed standards. This was as a result of delays between contract approval and the time to implement the project, where prices of the materials were changing (increased). This was coming as a result of long approval processes. This forces contracts to compromise on the quality or changing the scope of work. From the PAC report on the 2012 Auditor General's report, it was noted that there was poor management of projects by the Local Authorities, especially by providing inadequate Bill of Quantities.<sup>21</sup>

In 2022, the challenge was for the Local Authorities to absorb the CDF allocation per constituency. This was because the Local Authorities needed to understand the 2022 CDF guidelines and establish the procurement procedures. This led to many Local Authorities having a lot of CDF monies at the close of 2022 fiscal year. In 2023, Local Authorities were requesting CDF resources from the Ministry of Local Government and Rural Development (MLGRD). The emerged challenge was late disbursement from the ministry. On the contrary, for the ministry to disburse CDF finances to a Local Authority, there is need for a request letter and reports. However, many Local Authorities have challenges with

producing reports and this is creating a challenge in terms of disbursement patterns.

The Local Authorities shared a challenge of vandalism on community projects (e.g Namatama Bridge in Livingstone constituency) by community members. There are many other constituencies where community members were vandalising the projects by stealing materials and breaking. This shows that there is a lack of community ownership on CDF projects.

The 51 WDCs indicated that only 169 projects out of the total 634 CDF community project proposals submitted by the WDCs to the CDFC were approved by the CDFC in the 2022 cycle. This translated to an approval rate of 27% overall. In addition, only 49 (29%) of the approved projects were awarded to local contractors.

#### Limitations of the Monitoring Exercise

- Even though it was a mixed method, the monitoring exercise was largely quantitative. It would be good to conduct a CDF monitoring exercise largely qualitative in order to deeply explain some of the challenges reported
- Limited to four constituencies. It is recommendable to scale up the monitoring exercise to more constituencies
- Stakeholders like the private sector, traditional leaders, Auditor General's office and ministries (those implementing CDF) were not included in the monitoring exercise. It would be good to include these stakeholders to further discuss issues on transparency.

## 7.0 Conclusion

The lack of financial and administrative support to the Ward Development Committees emerges as one of the biggest challenges to the implementation of CDF in Zambia. By design of Zambia's democratic governance systems and structures, the WDCs are the gatekeepers to community participation as well as transparency and accountability in the implementation of democratic governance processes like CDF, national budgeting etc. By not adequately supporting the WDCs, the CDF implementation architecture remains weak in promoting community participation, accountability and transparency. This is because, without financially and administratively supporting the WDCs; they cannot effectively mobilise community members for community meetings (project identification); cannot monitor community projects; cannot keep records; cannot attend public bid opening; cannot make application forms available to community members and they cannot produce adequate monthly progress reports.

Furthermore, the monitoring exercise has revealed that even though many people have heard about CDF, very few understand the processes and structures managing CDF. The lack of awareness among community members on CDF processes was contributing to the lack of participation of community

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<sup>20</sup> Chrine C. Hapompwe, Mabvuto Nanyas Tembo, Elizabeth Zyambo, 2020. An Assessment of the Impact of Constituency Development Fund on Rural Development in Education and Health Sectors in Rufunsa Constituency, Zambia. International Journal of Scientific and Research Publications, 10(8), pp. 886-898. p.892

<sup>21</sup> Report of the Public Accounts Committee on the Report of the Auditor General on the Management of the Constituency Development Fund and Grants to Local Authorities for the Financial Year ended 31st December 2012.



members in the implementation of CDF. The lack of awareness was mainly as a result of the lack of dissemination of information and decisions to community members on CDF implementation. In order to enhance community participation in CDF, there is a need for intense sensitization and robust capacity building among community members and WDCs.

There is a communication gap between community members/WDCs and the Local Authorities. From the report, the Local Authorities seem to be adhering to the guidelines, producing and disseminating information, while on the ground, the community members have not been adequately receiving the information. For instance, the Local Authorities have been awarding contractors to undertake CDF works in communities. On the contrary, the community members and the WDCs would only see a contractor in the community. This presents a challenge to the community members and the WDCs to effectively monitor the implementation of CDF works in their communities by the contractors. The lack of effective communication between the Local Authorities and community members/WDCs has serious implications on accountability and transparency, especially on the quality of CDF projects as well as holding duty bearers accountable.

Clearly, the report shows that there is a strong link between community participation and transparency and accountability in the CDF implementation. Transparent and accountable implementation of CDF is a recipe for enhanced community participation. This can be achieved through ensuring that procurement processes like contract awarding are made more accessible and open, contractor introduction to the community, improved feedback mechanism, report sharing, information and decision dissemination, more community meetings, adherence to the guidelines, taking the submissions from the community seriously, effectively managing the executive directives etc. Through these interventions, more community members can participate in the CDF processes.

## 8.0 Recommendations

Enhancing Transparency		
Challenge	Recommendation / Action	Responsibility
WDCs not monitoring community projects because of lack of transport and resources to mobilise ward monitoring community	Provide transport or financial support for transport and refreshments	Local Authorities and MLGRD
There is little information being shared to community members and WDCs on contract awarding (Public Bid Opening not being publicised)	Increase announcements and adverts on meetings where they announce the contractors who applied to undertake CDF Community projects	Local Authorities
Community members not attending meetings where contractors who to undertake community projects applied are announced	Mandate WDCs to attend meetings where contractors who applied are announced (Local Authorities must provide means for the WDCs to attend meetings.  Local Authorities to provide resources for the WDCs to attend meetings.	CSOs and the Media to sensitise community members on the importance of attending such meetings

Enhancing Transparency		
Challenge	Recommendation / Action	Responsibility
Limited information to community members about contractor applications and awarded projects who applied to do community projects	Sensitize community members and increase notices on such meetings	Local Authorities and CDFCs
No adequate feedback provided by the Local Authorities on rejected proposals	Ensure feedback is provided to community members on rejected proposals (with some explanations)	Local Authorities
Limited capacities of community members to develop quality proposals	Build capacities of community members on proposal development to increase the number of approved proposals	Local Authority and non-state actors
Low transparency perception on CDF among community members, leading to distrust of the CDF processes	Disseminate information to community members on the CDF progress (reports, adverts etc)	Local Authorities
Low approvals rates for the community projects in both WDC and the CDFC	Increase civic education and awareness on CDF including developing IEC materials. This will enhance the quality of proposals and applications submitted.	Local Authorities and non-state actors
Community members belonging to multiple cooperatives or applying to multiple constituencies	Develop a database	MLGRD
Enhancing Accountability		
Limited capacities of WDCs to effectively monitor community projects	Build capacities of WDCs in monitoring community projects and producing timely reports (Trainings)	Local Authorities and non-state actors (CSOs etc)
Limited report (monthly CDF progress reports) writing/ production capacities of WDCs after monitoring and evaluating community projects.	Develop a simple monitoring template for WDCs to use during community monitoring exercise	Ministry of Local Government and Rural Development
WDCs being provided with little to no stationery, leading to poor record keeping	Adequately provide stationery WDCs	Local Authorities
Local Authorities struggling to produce CDF quarterly, biannual and annual progress reports.	Employ more staff at the Local Authorities to manage CDF projects.	MLGRD.
Reports on decisions made on CDF after monitoring not being shared with community members	Simplify reports by producing abridged versions and translation to local dialect	Local Authorities

Enhancing Accountability		
Challenge	Recommendation / Action	Responsibility
No deliberate platforms for Local Authorities to provide feedback to WDCs.	Create dialogue platforms between WDCs and Local Authorities to give feedback on rejected proposals	
Low accountability perception on CDF among community members, leading to distrust of the CDF processes	Disseminate information to community members on the CDF progress (monitoring reports) and conduct robust civic education	Local Authorities

Enhancing Community Participation		
Challenge	Recommendation / Action	Responsibility
WDCs struggling to maintain and keep records	Provide administrative support to WDCs	Local Authorities
Limited information about CDF information among community members	Increase CDF advertisement (radio, posters and announcements)	
No finances for WDCs to mobilise community members	Financially support WDCs to mobilise community members in selecting community projects	MLGRD and Ministry of Finance and National Planning
WDCs struggle to mobile zones because of distance	Provide transport to WDCs	Local Authorities
Limited interest and awareness of community members on CDF processes	Hold sensitization and awareness raising engagements with community members on CDF processes.	Local Authorities and non-state actors
Limited to no IEC materials on CDF disseminated to community members	Produce and disseminate information, education and communication materials on CDF	Local Authorities and no-state actors
Low participation of the community in CDF selection processes.	Raise awareness of the processes to increase the desire by the members to participate	Local Authorities and Non-state actors
Numerous executive directives, leaving little room for approving community selected projects	Limit CDF budget ceiling for the executive directives.	Ministry of Local Government and Rural Development
Political interference in community project selection	Revise the CDF Act on the composition of CDFC	Ministry of Local Government, Non-State actors and the legislature (NAZ)
Lack of motivation for the WDCs to meet their mandate Low participation by marginalised groups (people living with disabilities)	Revise the LG Act on the WDC role being voluntarily Develop deliberate interventions for the marginalised groups to participate	National Assembly of Zambia, Non-State actors and MLGRD Local Authorities and Non-State Actors



## **Vision Statement**

“A Just Zambian Society Guided by Faith, Where Everyone Enjoys the Fullness of Life.”

## **Mission Statement**

“To Enhance Justice and Equality for All, Particularly the Poor and Vulnerable through the promotion of Christian Values, Empowerment, Care for the Environment and Provision of Policy Alternatives.”

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