

RESEARCH REPORT

Research: Understanding the usage of Constituency Development Fund (CDF) in Zambia: The Case of Education, Health, Water and Sanitation Projects

**Prepared by Dr. Charity Musamba
With the Assistance of Kumbutso Phiri**



For

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ABBREVIATIONS AND ACRONYMS

| | |
|-------|---|
| ACC | Anti-Corruption Commission |
| ADC | Area Development Committee |
| AG | Auditor General |
| CDC | Constituency Development Committee |
| CDF | Community Development Fund |
| CDFC | Constituency Development Fund Committee |
| CEC | Community Education Committee |
| CEEC | Citizens Economic Empowerment Commission |
| CFC | Constituency Fund Committee |
| CSPR | Civil Society for Poverty Reduction |
| DC | District Commissioner |
| DDCC | District Development Coordinating Committee |
| DDF | District Development Fund |
| DDP | District Development Plan |
| DEBS | District Education Board Secretary |
| DISS | Department of Infrastructure and Support Services |
| DMO | District Medical Office |
| DPC | District Project Committee |
| FODEP | Foundation for Democratic Process |
| EAZ | Economics Association of Zambia |
| EFZ | Evangelical Fellowship of Zambia |
| LASF | Local Authorities Superannuation Fund |
| LGSC | Local Government Service Commission |
| MLG | Ministry of Local Government |
| MP | Member of Parliament |
| NDP | National Decentralisation Policy |
| NGO | Non-Governmental Organisation |
| PMC | Project Management Committee |
| PRMC | Policy Monitoring and Research Centre |
| RDC | Residents Development Committee |
| UPND | United Party for National Development |
| WDC | Ward Development Committee |
| WDF | Ward Development Fund |
| ZCCB | Zambia Conference for Catholic Bishops |
| ZIPAR | Zambia Institute for Policy Analysis and Research |

PART ONE: BASIC INFORMATION ABOUT THE RESEARCH

1.1. INTRODUCTION

Constituency Development Fund (CDF) is the generic name for a policy tool that dedicates public money to benefit specific political subdivisions through allocations and/or spending decisions influenced by their representatives in the national parliament (Centre for International Development 2009: 8-9).¹ Dissimilar to large national development projects, CDF-financed projects are essentially community-based and driven with the major aim of bringing facilities and services closer to people for purposes of improving their social economic living conditions, especially reducing poverty. It is in this regard that the Jesuit Centre for Theological Reflection commissioned a study on “Understanding the usage of Constituency Development Fund (CDF) in Zambia: The Case of Education, Health, Water and Sanitation Projects,” in February 2019. The Study was conducted in four constituencies namely Lukasha in KASAMA, Mongu Central in Mongu, Simoonga in Livingstone and Wusakile in Kitwe between February and March 2019.

1.2. SITUATION ANALYSIS

Constituency Development Fund (CDF) is a government budget allocation mechanism that channels a specific portion of the national budget to the constituencies to finance development projects such as school facilities, health clinics and water supply systems (International Budget Partnership 2010; Keefer and Khemani 2009; Policy Forum 2009). As a development financing mechanism, CDF is appreciated because it is perceived as an appropriate tool for the effective delivery of projects, direct financing of community development, facilitation of the local population in development as well as responds directly to the concrete development demands of constituencies (Baskin 2010). There are also some criticisms levelled against the CDF mechanism such as it being a quick fix and fiscal illusion, or free money resulting in an increase on long-term expenditure (ibid). In addition, CDF may also have a negative impact on governments' capacity to contribute to service delivery and development, especially at the local government level (ZIPAR 2012).

In the case of Zambia, Parliament approved the Constituency Development Fund (CDF) in 1995 to finance micro-community projects for poverty reduction. It was perceived as a strategic “instrument” to address the inefficiency and ineffectiveness of local government structures in delivering goods and services directly to local communities (Loloji 2014:164-5). Initially, the CDF was guided by the CDF Guidelines 2006 and at that time, Local Councils were mandated to include CDF funds for community based projects in their capital budgets and were given the responsibility to account for these funds (MLGH, 2006). In 2016, the Government revised the Guidelines on the administration and management of CDF in Zambia (MLG 2016).² The main aim of the review was to bring the 2006 CDF Guidelines in tandem with the decentralisation processes and the National Development Agenda as well as increase accountability among the stakeholders.

¹ The CDF is not unique to Zambia. It was probably pioneered by the Federal Government of India in 1993. In the Indian example, each MP, is given an equal amount of money from the Central Government to spend on eligible projects in Constituencies of their choice. In Africa CDFs are implemented in countries such as Ghana, Kenya, Malawi, Liberia, Rwanda and Zambia, among others (ZIPAR 2013:1)

² The guidelines were developed in 1998 and revised in 2001 and 2006 to take into account the concerns raised with regards the management of the Fund

1.3. STATEMENT OF THE PROBLEM

Despite the introduction of the CDF as a means of financing local community development, the provision of and access to basic essential public services such as education, health, water and sanitation by local communities has remained inadequate and poor in most cases. There is, therefore, a need to find out the factors that have impeded the ability of the CDF initiative to improve the lives of the local communities in this regard.

1.4. OBJECTIVES OF THE STUDY

1.4.1. General Objective

- To enhance allocation of CDF for improved access to health, education and water and sanitation.

1.4.2. Specific Objectives

- To establish how CDF is accessed and used in community projects in the areas of education, health and water and sanitation
- To assess factors behind communities' challenges in accessing social services despite CDF allocation
- Ascertain disbursement patterns of CDF by government and its impacts on the lives of communities
- To determine disparities in CDF allocation to local projects in the areas of health, education and water and sanitation

1.5. AIM OF THE STUDY

- To illustrate whether or not CDF has been used to improve the provision of social services and access of the local communities to these services

1.6. PURPOSE OF THE STUDY

- To provide information, conduct analyses and make recommendations on how the allocation and use of CDF on health, education and water and sanitation can be enhanced.

1.7. RATIONAL OF THE STUDY

The Constituency Development Fund was established in 1995 to facilitate local community development. This was against the background that most development interventions under the national process appeared to have minimal and direct impact on most of the local and poor communities of Zambia. In particular, the Fund was designed to finance areas such as social services and local community empowerment.

However, it has been observed that despite this provision, the social conditions of most local communities countrywide have not significantly improved. Evidence reveals that social services have remained inadequate and of poor quality. This is particularly the case with reference to the sectors of health, education, water and sanitation.

Therefore, this Study was relevant for the following reasons. First, it has demonstrated how CDF, based on selected Constituencies, has been used in terms of financing local community development in general. Second, it has served to show whether or not the financing of social services using CDF resources has been prioritized or not. Third, it has highlighted the key challenges encountered by local communities to access and benefit from the use of CDF to improve social services and conditions.

Fourth, the Study has provided some of the possible recommendations that could be considered in promoting the use of CDF to finance social development in the local communities of Zambia.

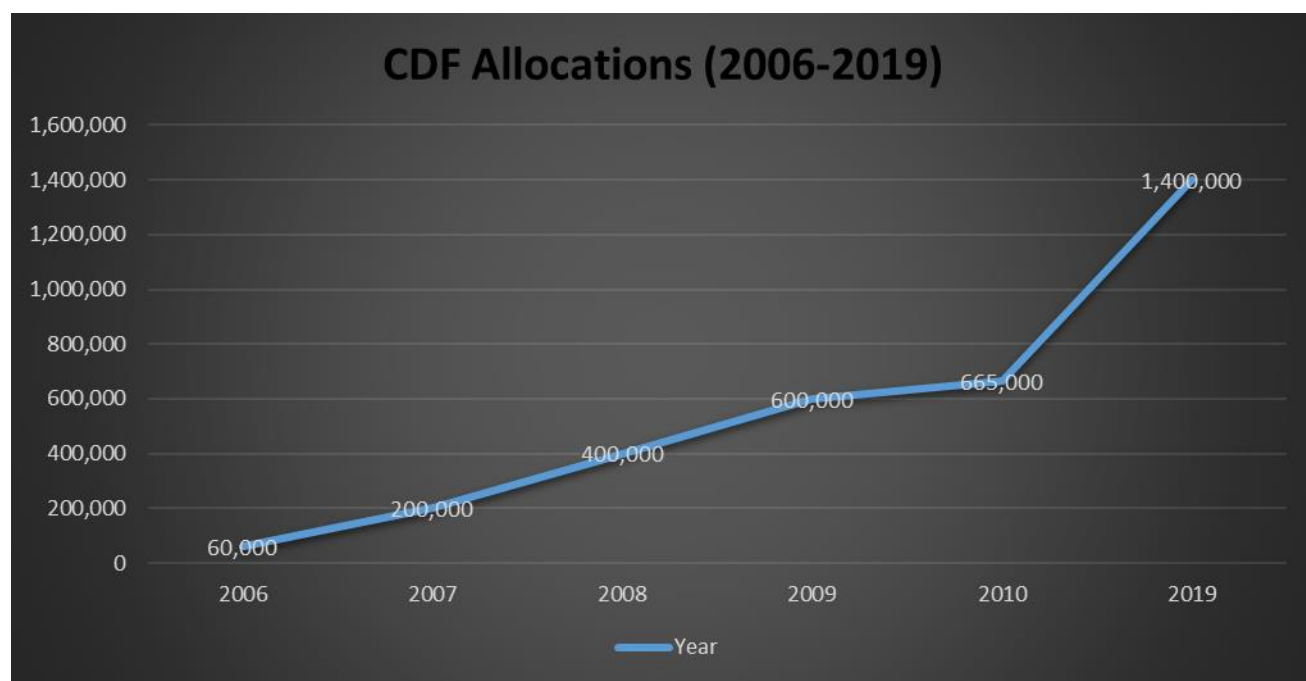
PART TWO: LITERATURE REVIEW

2.1. Allocation of CDF for improved access to health, education and water and sanitation

According to the 2016 guidelines for the management and utilization of the Constituency Development Fund, the CDF should be only used to fund key community development activities including water supply and sanitation, solid waste management, health and education facilities (GRZ 2016:7-10). The guidelines provide directives on the projects that qualify for financing using CDF and do not dictate the usage or allocation of these funds to the projects. The decision in this regard is left in the hands of the Local Authorities and their Constituencies.

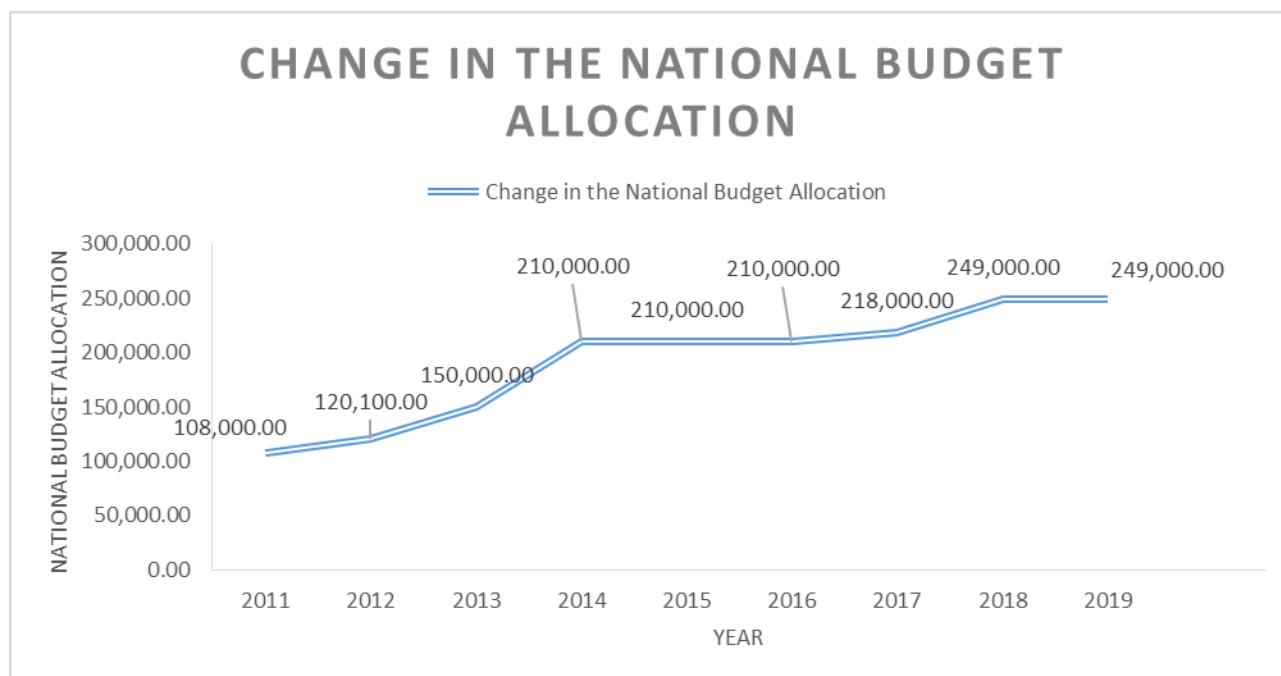
Most notably, the CDF allocations have increased significantly over the past years, from a paltry K60,000 in 2006, K200,000 in 2007, K400,000 in 2008, K600,000 in 2009 to K665,000 in 2010 and to K1,400,000 in 2019. It is important to note that although stated as CDF allocations, budgetary expenditure allocations and actual releases of CDF to constituencies has usually varied from these given increments.

Figure 1: The figure below shows the CDF Allocations from 2006 to 2019 as Stipulated in the Statutory Instruments



The discrepancies between the stipulated CDF allocation in the statutory instruments and the expenditures given in the National Budgets is given below;

Figure 2: The figure below shows the National Budget CDF Allocation (2011-2019)



Source: National Budget Speeches 2010, 2011, 2012, 2013, 2014, 2015, 2016, 2016, 2018

The table above shows the change in the allocation of CDF in the national budget. From the table, it is evident that there has been an increase in the allocation of CDF in the national budget. However, there has equally been an increase in the numbers of constituencies.

The literature reviewed shows that cases of using CDF on health, education, water and sanitation projects have been common. These have mainly been in form of sinking of boreholes, setting up of water tanks, building and rehabilitation of education and health facilities. A Study conducted by Caritas-Zambia in 2011 on the allocation, disbursement and utilization of Constituency Development Fund in Zambia revealed that the type of projects funded under the CDF ranged from construction of health and school's facilities, provision of boreholes, to rehabilitation of existing infrastructure like roads, schools and health centres (Caritas 2011:26). Another study showed that CDFs had been used to fund construction of classroom blocks, sinking of boreholes, and construction of small roads (EFZ and Micah Challenge 2012).

In terms of allocations, it has been observed that Government allocates equal lump-sums to all the one hundred and fifty (150) constituencies (ZIPAR 2013). However, constituencies differ in size, population as well as in nature and magnitude of desires and developmental problems. For instance, it was argued that in the case of Zambia, the disbursement of the CDF was inequitable because some constituencies were better placed in terms of developmental opportunities and lucrative economic activities (ibid: 1).

2.2. Access to and Use of CDF in community projects in the areas of education, health and water and sanitation

According to the latest guidelines, namely the 2016 CDF Guidelines, on the management and use of CDF, the key stakeholders in ensuring that communities had access to and the effective/prudent use of these resources included the Local Authorities, CDF Committees, District Development Coordinating Committees and the Ward Development Committees (MLG 2016:11-24). According to the literature reviewed, transparency and public participation were among the key elements in ensuring the community had access to CDF funded projects (Caritas Zambia 2012:24-26; EFZ and Micah Challenge 2012). Conversely, lack of knowledge, manipulation of decision making on the CDF by political elites and inadequate adherence to the laid down guidelines hindered the access to and prudent use of CDF in community projects in general (Caritas Zambia 2011:24-26; FYOZ 2012:2-4). Others have pointed out the enormous abuse in the operations of CDF (ZIPAR 2013:1). According to the Daily Mail newspaper report of 2014,

The Ministry of Local Government and Housing say it will no longer be responsible for disbursement of Constituency Development Fund (CDF) and local authorities will now be getting their allocations directly from the Ministry of Finance. The measure is aimed at curbing misappropriation and abuse of public funds following the alleged fraudulent withdrawal and diversion of K1.3 million 2013 CDF allocation for Rufunsa District Council by seven officials at the Ministry of Local Government and Housing (Daily Mail 2014).

In this way, the CDF is seen not to be an effective tool for improved local infrastructure development (German Development Institute 2012:99). Some analysts have called for greater community involvement and strengthened role of MPs as a way of enhancing communities' access to and use of CDF funded projects (Times of Zambia 2015; Commonwealth Parliamentary Association 2016:7). For instance, the lack of accountability, corrupt practices and the failure to prioritise projects necessitated the change in the provision of CDF to the Local Authorities which led to the decision in 2014.

2.3. Challenges in effective implementation of CDF

The literature reviewed shows there are several factors behind the challenges by communities in accessing social services despite the allocation of CDF resources (Caritas 2012:25; EAZ 2011:11; FYOZ 2012:2). These include less community participation in the identification, design and implementation of CDF projects, low community knowledge of the CDF, the heavy politicization of the Fund, domination of decision making by MPs and councillors. Others are circumvention of the process, rubberstamping by oversight bodies, fragmentation of the Fund into too many small projects, poor record keeping, weak monitoring, poor procurement procedures and prioritization. Other challenges are poor guidelines and support of how CDF should be utilised; late release of funds affecting project implementation. Other challenges in effective implementation of CDF are poor quality projects and lack of monitoring, lack of sanctions against offences or misuse; and weak auditing process (PRMC 2013; Auditor General Office 2013:81; Times of Zambia 2015).³

³ Out of the total amount of K132,600,000 disbursed to one hundred and two (102) constituencies visited, a total amount of K59,675,579 remained unutilized as of December 2014 in forty-eight (48) constituencies (ibid:81). Amounts totaling K381, 175 meant for CDF projects were spent on the payment of long service bonus, full council meeting expenses, sitting allowances, subsistence allowances on workshops, allowances to councilors, procurement of furniture, procurement of motor vehicle for council operations and LGAZ meetings among other activities which were not related to the purpose for which the funds were intended (ibid: 82).

2.4. Disbursement patterns of CDF by Government and its impact on the lives of communities

Records reviewed indicate that between the period 2011 and 2016, these resources were only made available following the year 2017 and only for a selected number of constituencies (National Assembly of Zambia 2016; 2014). Some of the reasons advanced for this discrepancy include the lack of availability of funds at Central Government and delays in reporting and accounting for the released resources by Local Authorities. It is also important to note that these allocations are not always disbursed in full allocated amounts and the patterns appear to be inconsistent and uneven. For example, all the one hundred and fifty-six (156) constituencies received the total K1.6million CDF for the year 2018 but only some constituencies received CDF allocations in 2019 and these Constituencies only received half of the full allocated amount in 2019 (Lusaka Times 2019; 2018). According to some MPs, the untimely, inadequate and unpredictable rereleases of CDF have made the implementation of planned activities ineffective (National Assembly 2018:24-25).

2.5. Disparities in CDF allocation to local projects in the areas of health, education and water and sanitation

Under the current approach of CDF allocation, all the one hundred and fifty-six Constituencies receive an equal amount of resources, K1.4million. The decision of where these resources would be allocated is entirely in the hands of the Local Authorities and their Constituencies. Given this situation, there are two major modalities used by the various Constituencies in deciding how and which areas would benefit from the CDF resources. Some constituencies select a single project that would benefit the “entire Constituency.” Some examples in this regard include supporting institutional development such as law and order, and central infrastructure such as public libraries. For other Constituencies, these resources target ward-based projects such market places, community water points, and construction of education or health facilities within the parameters of a specific ward.

With regards to the financing of health, education, sanitation and water projects using CDF, the literature reviewed shows that most of the Constituencies have allocated CDF resources to these areas. These have mainly been in the form of constructing classroom blocks, boreholes, and rehabilitation of health institutions such as mothers’ shelter or rural health post (Caritas Zambia 2011; Daily Mail 2019:3). It is important to note that most of these projects are micro projects in nature. They have not been large scale projects such as construction of a full primary or secondary school, piped water or construction of a full-fledged health centre. This implies that most of the projects are mainly in the form of complementary services.

3. PART THREE: METHODOLOGY

3.1. METHODOLOGY

3.1.1. Research Design

This Study was largely exploratory by design and was appropriate based on the following reasons. This design enabled the researchers to obtain various views, opinions and perceptions from different sources of informants based on the instruments of data collection, namely the Interview Guide and Focused Group Discussion Guide. In addition, it allowed for further probing and triangulation of submissions while conducting data collection. The design consisted of the following two key steps;

- **Review of Secondary Literature:** The review focused on reviewing policy documents, research reports and media articles on the topic of CDF in general as well as specifically to Zambia. In particular, the review focused on analysing the use of CDF for developmental purposes in general and specifically for social development purposes. The review also searched for analysis on the use of CDF resources for financing projects on health, education, water and sanitation. Although literature on CDF is vast, not so many studies have been undertaken so far to investigate particular aspects of CDF in Zambia, particularly at Constituency level. Most of the literature on this subject is general. Second, the study was aiming at obtaining a better and deeper understanding of the CDF in relation to education, health, water and sanitation. This design enabled the researcher to obtain deeper insights and details on the subject matter from the various targeted respondents (Creswell, 2007; 2009). In addition, this design allowed for flexibility as informants were able to raise issues which the researchers did not consider but proved to be relevant during collection of data.
- **Primary Data Collection:** This part of the research design involved the collection of primary data from the field (targeted research sites) in the form of Focused Group Discussions (FGDs) and one-to-one interviews (Key Informants). The data sourced was mainly in the form of views, opinions, perceptions and expert knowledge. This formed the main basis of the research source of information, findings and analysis

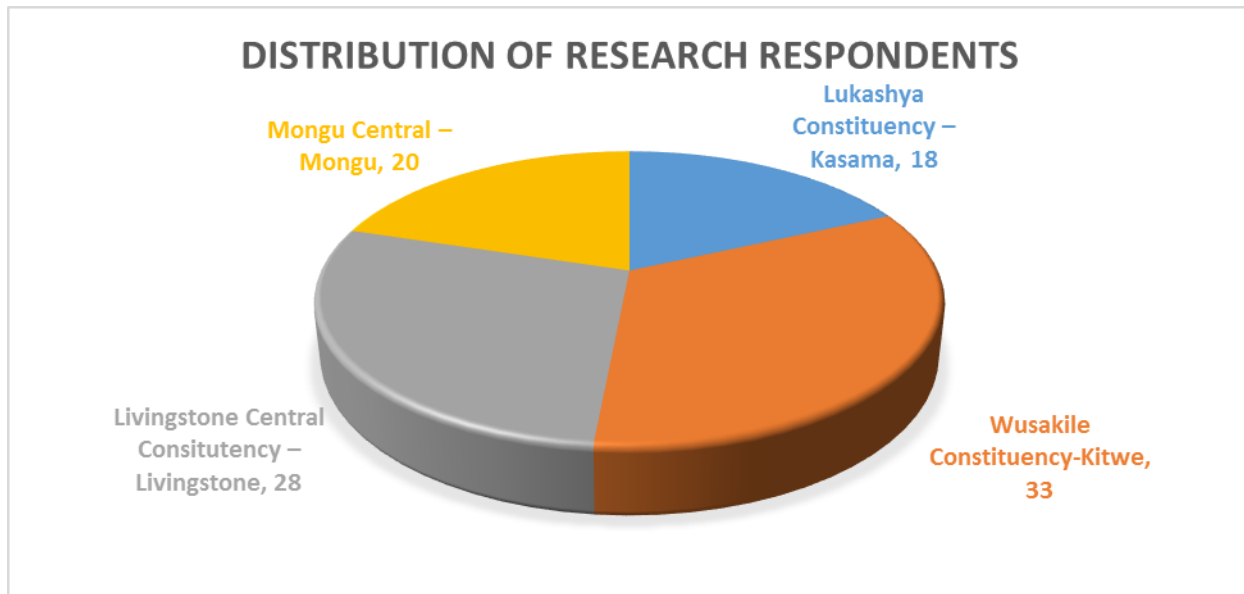
3.1.2. Research Sample Captured

A total of one-hundred and five (105) respondents, broken down as follows, participated in this research

- Three (3) civil society representatives
- One (1) representative from the Local Government Association of Zambia
- One (1) academician (Development Studies Department at UNZA)
- One (1) political party representative

And at District and Constituency level, the following is the distribution of research respondents across the four (4) constituencies that were sampled;

Figure 3: The figure below shows the distribution of research respondents



3.1.3. Research Sites

This Study was conducted in four Constituencies, namely Lukashya in KASAMA District, Livingstone Central in Livingstone District, Mongu Central in Mongu District and Wusakile in Kitwe District.

3.1.4. Data Collection Instruments

- **Focused Group Discussion Guide:** This instrument was used to collect data from the members of the public drawn from various sectors in the targeted Constituencies. This tool enabled the researchers to obtain a wide range of views in a detailed fashion as the discussion and dialogue approach gave the participants an opportunity to debate, argue and even reach consensus on the topic of study. For details, see Appendix 1
- **In-depth Interview Guide:** This tool was used to collect information from a specific set of informants, namely the policy makers, political officials, civic and religious leaders, expertise and influential figures in the targeted Constituencies. The researchers were able to obtain different perspectives on the subject matter from these informants. The value of this information lay in these informants' levels of knowledge, expertise, experience and profession, see Appendix 2

3.1.5. Data Collection Procedure

The following were the steps undertaken in collecting data for this research

Step I: Secondary data was collected in form of reviewing existing literature on the subject matter. For this type of data, the researcher reviewed books, articles, research reports and policy documents.

Step II: Primary data was collected through in-depth interviews and Focused Group Discussions using the following process;

- ✓ Development of In-depth Interview and Focused Group Discussion (FGDs) Guides.
- ✓ Identification of potential respondents, participants list and contacts.

- ✓ Contacting and securing appointments with respondents.
- ✓ Holding face to face interviews and Focused Group Discussions
- ✓ Recording and storing of data collected during the interviews by note taking and audio recording

3.1.6. Data Analysis

The Qualitative Content Analysis (QCA) method was employed in analysing the data collected in this research. This process was guided by the following steps;

- ✓ Building of a thematic coding frame based on the key research questions and objectives
- ✓ Selecting the relevant data from the collected materials (Rossman and Rallis, 1998: 171).
- ✓ Dividing the selected data into thematic units in readiness for thematic analysis (Greg, 2012).
- ✓ Interpreting and presenting the main findings (Lincoln and Guba, 1985).

3.1.7. Data Analysis Procedure: The data collected, which was mainly qualitative in nature, was analysed using both manual and electronic techniques based on the following steps;

- Data transcription: All the data collected from the field work in the form of interviews and FGDs was recorded into comprehensive notes.
- Data organization: These recorded notes were then ascribed to specific themes as guided by the research objectives and questions. This part also involved the coding of data which took the form of categorizing the data into themes and patterns in order to give meaning to data collected from the field
- Data interpretation: The recorded notes were then analysed in line with the objectives of the research
- Validation and Pattern Identification: Commonalities, dissimilarities including contradictions in the findings were made. This process was conducted to ensure accuracy in the research design and methods and secondly, to ensure reliability in terms of checking how the research procedures produced were consistent with the results.
- Tying field data to research objective(s): This part involved stating the research findings and research outcomes based on the research objective. Content was prepared based on linking the interpretation of findings to the specific objectives of the study thereby drawing the preliminary findings of the study. This information provided a basis upon which a draft thesis report was prepared
- Basis for informed and verifiable conclusion: Based on the content analysis and write up, a research report that culminated into a thesis was then prepared

3.2.8. Limitations of the Study

- Lack of available data on financing of CDF projects at the Local Government and community levels. For instance, the researchers were unable to access information on the actual releases of CDF to the selected Constituencies for a given range of years. This limited the extent to which data could be analysed in a manner to provide comprehensive trends on the allocation and use of CDF to finance health, education, water and sanitation projects
- Unwillingness by certain key informants, political and policy officials to participate in the research or provide the required information

PART FOUR: FIELDWORK FINDINGS – BY CONSTITUENCY AND DISTRICT

4.1. LUKASHYA CONSTITUENCY – KASAMA DISTRICT

4.1.1. Introduction

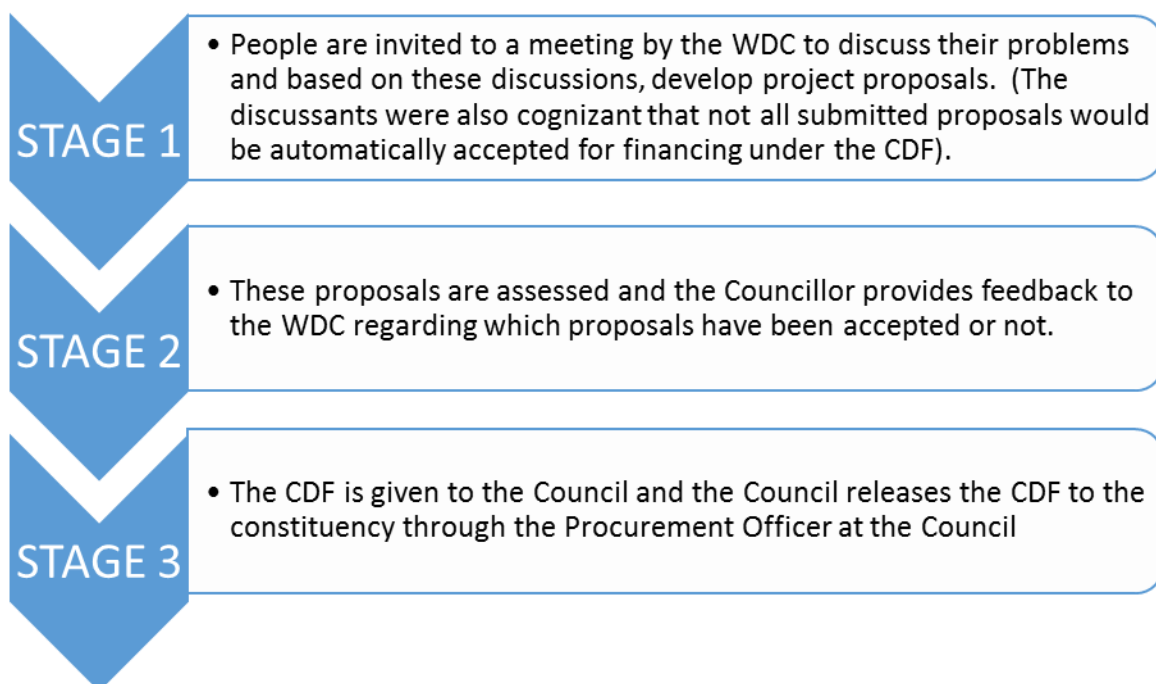
The total number of persons who participated in this research in Lukashya Constituency in KASAMA District was eighteen (18) broken down as follows; FGDs – 13 people (7 Men and 6 Women) and five (5) Key Informants drawn from the Religious fraternity, NGO, Traditional Leadership, Caritas Zambia and KASAMA Municipal Council

4.1.2. Public Knowledge and Levels of Awareness about CDF

The study sought to establish the allocation of CDF for the purposes of improving health, education, water and sanitation conditions in Lukashya Constituency. In order to do so, participants were asked to explain what the CDF was, allocation and management procedures. The following were some of the responses given:

- Money that comes from Government to help people in the villages or communities to solve some of the problems faced e.g. repairing dilapidated roads, buying chlorine for wells or to help solve problems at hospitals
- Money given by Government to constituencies to finance projects such as at Namulundu area which previously did not have a clinic, schools and water
- Government money provided to constituencies for financing of Projects such as Soft Katongo Secondary School which was built on fast Track to enable the school children to write chemistry, physics
- It is not meant to work in provincial centres but is meant to empower people in the communities and that is why it is called “Community Development Fund”- to help resolve problems faced by local communities so that the lives of the community members are improved
- It was improved for the purpose of decentralizing development because the Central Government is not able to know the needs of all the local areas. Therefore, local residents are supposed to identify the local projects and apply for the CDF to finance those projects
- It helps to repair schools in the community when the roof gets ripped off as well as when feeder roads are damaged
- It is meant to help local communities to complete the implementation of development projects where such communities are unable to complete such projects; so the funds can be used to buy cement, roofing sheets, putting up glass panes in schools or clinics
- Government used CDF to plan for community development in advance so that local communities do not approach Government for assistance to implement development programmes

With regards to public knowledge on the CDF, members of the constituency appear to have basic information. Their knowledge appeared to be high with regards to where the CDF came from and the general purpose of these funds. However, very little appeared to be known in terms of the guidelines and lines of authority. According to the members of the Constituency, the following is the channel used by Government to provide CDF to constituencies



From the foregoing narration, it is clear that members of the community only had basic information about the allocation, disbursement and management of the CDF. Their levels of knowledge and awareness, particularly with regards to key decision making and participation processes, appeared to be low.

4.1.3. Allocation of CDF for improved access to health, education and water and sanitation

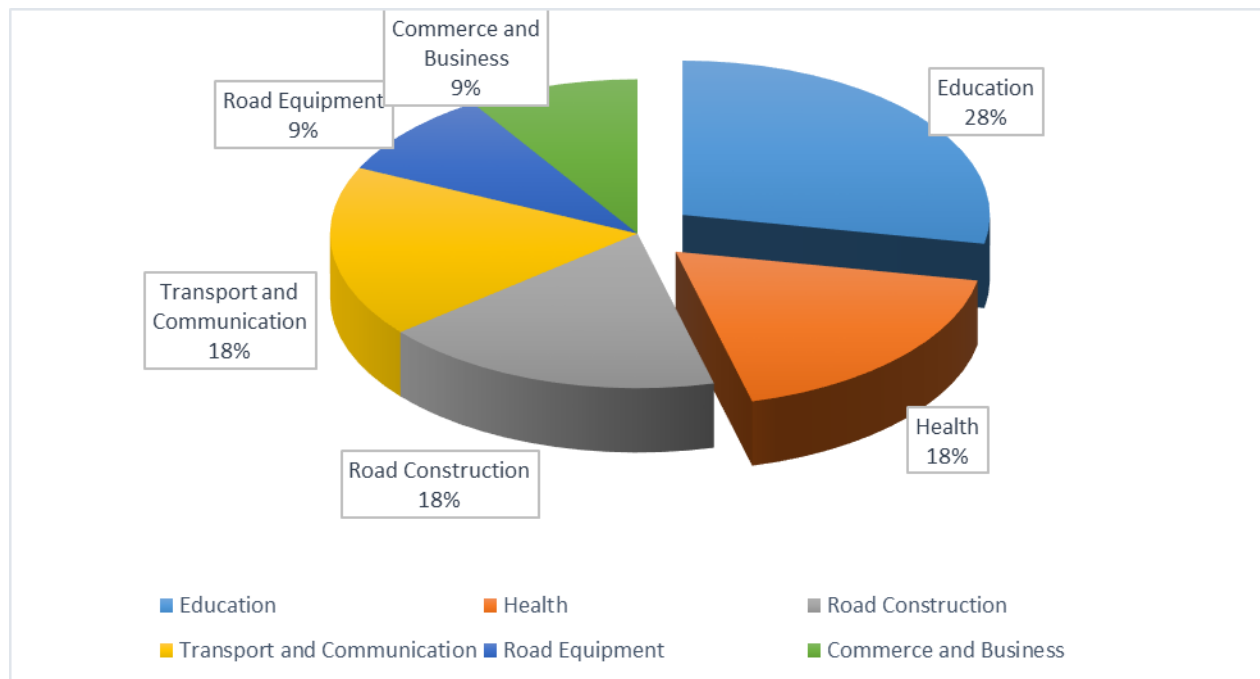
The study sought to establish whether or not CDF resources had been used to finance the improvement of health, education, water and sanitation in Lukashya constituency. The following were the findings of the study in this regard;

Table 1: The Table below shows the allocation of CDF for approved projects

| Focus Area | Project |
|--|-----------------------------|
| Roofing of 1x2 C.R.B at Chishipula PR 2018- not completed (Education | Education |
| Upgrading of old Kasama-Mpika road (Failed) | Road |
| Roofing of 1x2 C.R.B at Chishipula PR 2018- not completed (Education | Education |
| Construction of TAZARA market (on going) 2018 | Commerce and Business |
| Construction of a bridge at Kupumanla stream (completed 2015-bad quality) | Transport and communication |
| Construction of college junction road (2018) not completed | Education |
| Bought graders which are functioning (packed at council) utilised by council | Road Equipment |
| Contraction of Namulundu clinic from 2010-2015- Health | Health |
| Construction of culvert bridge on soft Katongo Road- completed | Transport and communication |
| Construction of Mothers shelter (on-going project) | Health |
| Old Mpika road- yet to be started. – Road | Road |

From this table, it can be deduced that most of the resources have been used, by hierarchy, to finance projects related to education, health and other sectors. Water and sanitation does not appear to be a major focus area in this regard. This information is clearly presented in the chart below:

Figure 4: The figure below shows the allocation of CDF for Approved Projects



4.1.4. Access to and Use of CDF in community projects in the areas of education, health and water and sanitation

The study sought to find out whether community members were able to access and use the CDF in community projects on health, education, water and sanitation. Majority of the respondents, seven (7) were of the view that community members were able to access and use the CDF financed projects in health and education as well as other sectors. Two (2) of the respondents said that they were not able because the Fund had not been used well in these areas while another two (2) also said that they did not access these projects because the Fund had been badly used. Those who thought that the Fund had been used well explained that CDF has been used undertake various projects such as the construction of a Clinic, Mother's Shelter and schools

Those who thought that the Fund had not been used well gave the following reasons;

- CDF was not adequate to cater for the many problems encountered by the Constituency
- Local communities did not know when the CDF was released or how much was given to the Local Authority
- CDF was used to purchase equipment that was not beneficial to the Constituency. For example, purchase of a grader to level the anti-hills and fill in ditches at personal plots.
- Existence of incomplete CDF funded projects such as the schools such as the one at Musa that was started as a capital project under MMD
- Use of CDF resources to convene "meeting after meeting" so that people to get allowances in the name of planning

- Failure by the Council to prioritise projects in line the needs of the local community
- Secrecy on how the CDF is spent
- Failure to finance submitted CDF proposals despite receiving the CDF allocation
- People have been submitting proposals but these proposals have not been funded to date.

According to the Social and Economic Planner at KASAMA Council, many people were accessing these facilities, especially the water projects. However, the Officer could not categorically state whether or not, in his view, CDF has been used prudently or not and suggested that the answer would only be known *“if people made a follow up.”* In addition, a representative from the WDC defended the convening of meetings explaining that these meeting were important because they enabled the local authorities to meet with the people and the Headmen for the purpose of understanding which projects the communities were proposed to be financed by the CDF and that these were then presented to the Full Council Meeting.

4.1.5. Factors behind Communities’ challenges in accessing CDF

The study set out to find out the challenges that the communities encountered in accessing CDF. The following were challenges highlighted. There was lack of information about the availability of the CDF allocation. Many respondents were of the view that most of projects implemented were not addressing the needs of the communities and that Councillors and MPs did not consult community members on how to use the CDF allocation. Additionally, participants expressed that there was lack of prioritization of projects. This view resonates with the opinion expressed by the Governance Officer at Caritas KASAMA Office, Mr. Zulu who explained that;

“What has been happening when they receive the CDF is that communities are not consulted on how CDF should be used. it is the community which is supposed to choose the projects where CDF should be used. But what has been happening is that i MPs and CDF committees select community projects that should be funded using CDF and at the end of the day, those people get wrong priorities that do not benefit the communities.”

But other respondents were of the view that Councillors and MPs consulted people on the ground, especially those that belonged to the WDC. They explained that community meetings were organized at Zone level to decide which projects would be funded using the CDF allocation. They explained that the projects implemented in the Constituency reflected people’s needs because the Councillor, together with the WDC met with the community members to agree on the Projects that would be financed by CDF. The participants noted that some sections of the community were not of such meetings because the Constituency was vast and had many needs. The second challenge was that there was lack of knowledge about CDF among the community members. On this matter, a religious leader complained as follows;

“They said they are going to advertise each time CDF comes but what usually happens is that very few people go to council offices so at the end of the day, people do not get the information whether CDF has come or not. According to the CDF guidelines, posters should be placed at churches, clinics, and/or in all public places. Letters should be written to churches, clinics and all these things....”

But according to the Social Economic Planner at KASAMA Council, when Government releases the CDF funds, the Planning Department and the secretariat issue notices through the media and public notice board to inform the people on received CDF. The council also calls for applications for people to apply.

The third challenge was that there was more emphasis on capital projects which was an obligation of Central Government rather than service projects in the allocation of CDF. Some of the respondents explained that CDF allocation was used to purchase road construction equipment and construction of large scale infrastructure. But the view of the Social Economic Planner at Kasama Council was that, the main purpose of CDF was to complement government efforts to eradicate poverty and build communities through the implementation of development projects and that these could either be capital or social projects. The fourth challenge was the weak monitoring of the implementation of the project financed using CDF including the operations of the contractors and procurement processes.

However, the Social and Economic Planner shared a different perspective. He explained that CDF funded projects were monitored by the sub district structures. In addition, he explained that to ensure transparency and accountability, all the projects, from inception, that were not accompanied by records of CDC and DDCC minutes, which was the main proof that the community participated in choosing those projects, would not be enlisted for approval. This entailed that such projects would not be funded using CDF resources. The fourth challenge related to the poor quality of the Projects funded using CDF despite the engagement of qualified personnel, the technocrats or engineers. The other key challenge encountered in community participation on matters relating to accessing social services was that the Wards are vast.

4.1.6. Sustainability of CDF Projects

With regards to sustainability, it was the view of the discussants and some individual respondents that the Council or the Government had the responsibility to ensure that sustainability of the CDF projects after completion. For instance, some of the projects were implemented in very remote areas and villages. It would be unrealistic to expect such communities to take up this responsibility in such cases. But according to the Social Planner, the community were supposed to sustain those projects.

4.1.7. Disbursement patterns of CDF by government and its impacts on the lives of communities

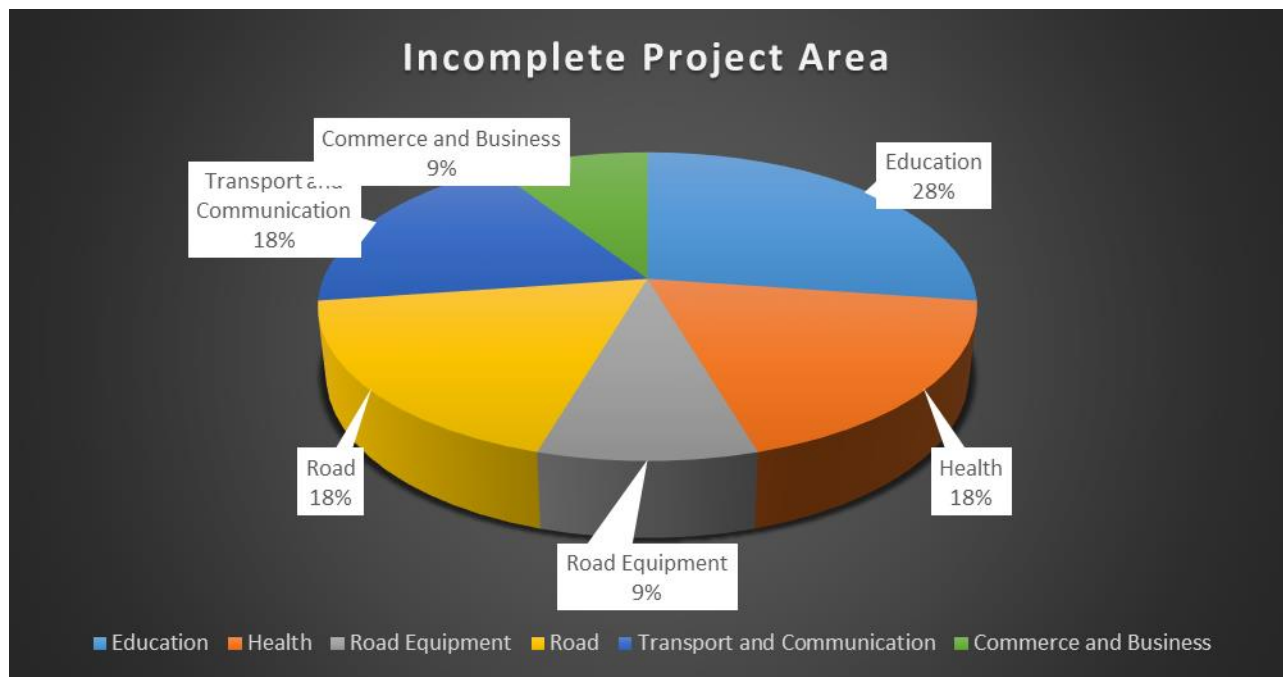
The study aimed to establish the disbursement patterns of CDF by Government and its impact on the lives of the communities. According to the Social and Economic Planner at KASAMA Municipal Council, the greatest challenge with CDF has been in the inconsistent releases by Central Government. For instance, the last CDF was in 2013 while the next one was only made available in 2017. The Planner did could also not explain this discrepancy and referred all the queries to the Ministry of Finance.

Table 2: The table below shows the pending CDF Projects in Lukashya Constituency

| Focus Area |
|---|
| Roofing of 1x2 C.R.B at Chishipula PR 2018- not completed (Education) |
| Upgrading of old Kasama-Mpika road (Failed) |
| Roofing of 1x2 C.R.B at Chishipula PR 2018- not completed (Education) |
| Construction of TAZARA market (on going) 2018 |
| Construction of a bridge at Kupumanla stream (completed 2015-bad quality) |
| Construction of college junction road (2018) not completed |
| Bought graders which were not functioning (packed at council) utilised by council |
| Contraction of Namulundu clinic from 2010-2015- Health |
| Construction of culvert bridge on soft Katongo Road- completed |
| Construction of Mothers shelter (on-going project) |
| Old Mpika road- yet to be started. – Road |

Some of the incomplete projects are in Health and Education. Therefore, the figure below will show the distribution of the incomplete projects according to project area.

Figure 5: The figure below shows pending CDF Projects in Lukashya Constituency



From the figure above, it can be seen that most of the projects related to education and health are still incomplete.

Disparities in CDF allocation to local projects in the areas of health, education and water and sanitation

The study sought to establish the disparities in the CDF allocation of CDF to local projects in the areas of health, education and water and sanitation. According to the findings of this research, some of the respondents complained that most of the CDF resources were being used to finance capital projects such as roads and non-priority needs such as graders for the roads. This was in contrast with community needs such as more schools and health posts. Citing the case of the grader, some respondents explained that the equipment was mainly used to service personal businesses and that it was rarely hired as members of the public could not afford the hiring fees.

4.2. WUSAKILE CONSTITUENCY – KITWE DISTRICT

4.2.1. Introduction

The total number of thirty-three (33) persons who participated in this research in relation to Wusakile Constituency in Kitwe District – broken down as follows'

- Twenty-six (26) FGD discussants
- Seven (7) Key Informants – three (3) religious representatives, the DC, two (2) CSO representatives and the Chairperson of CDF/Councillor

4.2.2. Public Knowledge and Levels of Awareness about CDF

The study sought to establish the allocation of CDF for the purposes of improving health, education, water and sanitation conditions in Wusakile Constituency. In order to do so, participants were asked to explain what the CDF was, allocation and management procedures. Majority of the respondents were of view that CDF was money given to constituencies through the MP or councils to construct schools, clinics, market, roads, water tanks as well as manage waste in compounds. With regards on how the CDF was administered and projects were implemented, the respondents explained that the Executive Committee consulted the community to obtain the communities priorities needs. This Committee would then take the submissions to the MP. The MP would in turn sit down with the contractor to agree on which projects would be implemented. The agreed upon project would be submitted to the Council which would take the responsibility of supervising the implementation of the projects.

The respondents explained that they were usually called for a meeting as Wusakile community and asked to submit their development needs. These were open meetings which drew participants from different affiliations to discuss community development needs. But there were some members of the community who held a different view with regard to community access and use of CDF funded projects and have felt side lined in terms of participating and benefiting from CDF resources.

With regards to access to detailed information on CDF and decision making on the use of CDF, these discussants explained that they main source of information were the WDCs. The WDCs members then developed the proposals and presented them to the area Member of Parliament whose main responsibility was to submit these proposals to the Local Authority as well as make follow ups. In their view, the responses and feedback to proposals had been good and were in line with their development needs.

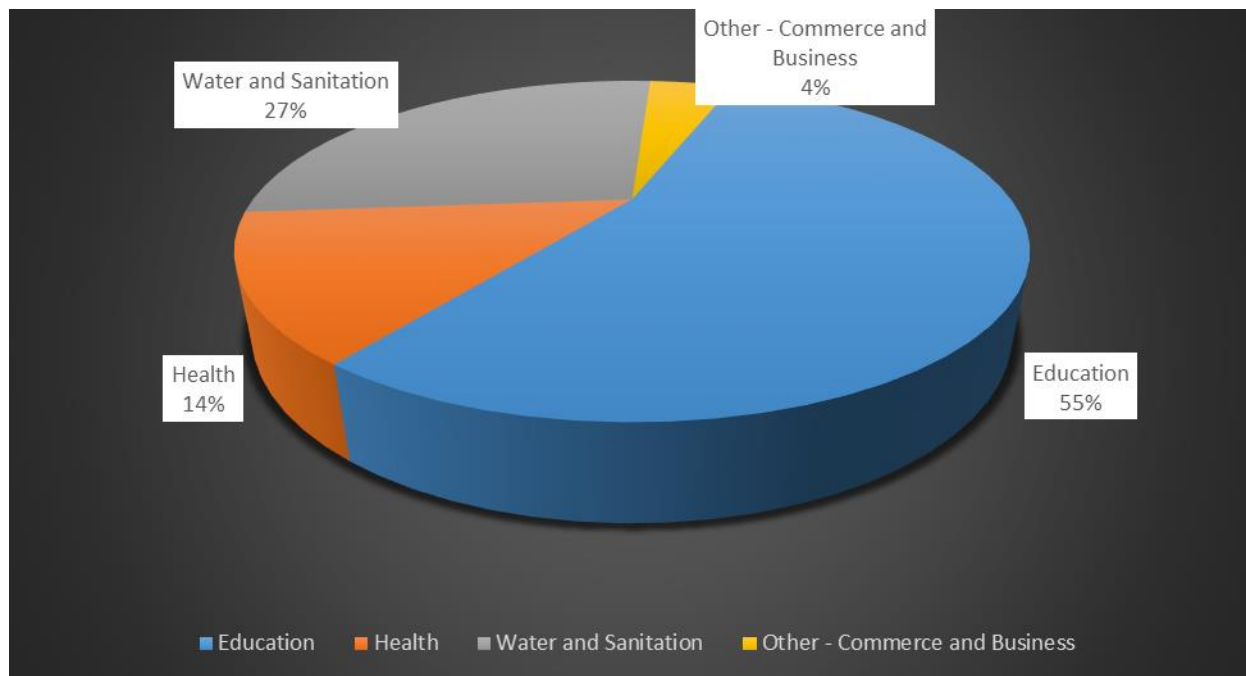
Based on this narration, it can be deduced that the knowledge of the members of the community on the projects that were implemented using CDF resources was high. However, although consulted and requested for submissions, these respondents did not seem to not know whether the CDF monies come from the Government or the MP nor did they seem to have information on the actual amounts of resources received by the Constituency. Additionally, their knowledge on the purpose, financing procedures, administrative and management of CDF, including the CDF guidelines, was low.

4.2.3. Allocation of CDF for improved access to health, education and water and sanitation

The study sought to establish whether or not CDF resources had been used to finance the improvement of health, education, water and sanitation in Wusakile constituency. The Research was informed that in this constituency, CDF resources had been used on the following projects in the areas health, education and water and sanitation;

The information below shows the distribution of the CDF resources.

Figure 6: The figure below shows the allocation of CDF for improved access to health, education and water and sanitation



4.2.4. Access to and Use of CDF in community projects in the areas of education, health and water and

The research sought to find out community access and use of CDF financed projects in health, education, water and sanitation. According to the respondents, the communities were satisfied with the projects implemented using the CDF. The reasons for this satisfaction with the use of CDF included the following;

- Used to collect garbage and pay the garbage collectors and this had made the Constituency clean
- Used to electrify community schools and repairing classes that had broken windows
- Used to rehabilitate and build more clinics such as the one in Chamboli and Mortar
- Construction of boreholes such as Lute
- Fencing of Chamboli Secondary School

One discussant elaborated that;

“The clinic is looking nice. Besides that, there was garbage site there, it used to be very huge garbage site and they have tried to clear it although they are still some things to be improved on and Mogadishu there has been worked on as well and it’s looking clean. We are able to see things, like we are saying, we are able to see like the wall fences are erected, to protect places, playing grounds where children play, and we are able to see!”

These respondents were of the view that all sections of the Constituency, including churches, had access and used the CDF funded Projects. They explained that access and benefits were guaranteed because the CDF was used to provide public services such as education, health, water and toilet facilities in

clinics, markets and schools. The District Commissioner, Mr. Binwell Mpundu expressed the following opinion

“I think that CDF has been used to meet some competing needs within the communities. I would give you a few examples, a few communities or rather constituencies have since bought equipment to help them manage garbage and to open federal roads. I know of communities that have bought graders, tipper trends, I think all those have been necessitated to try and meet up the gaps in terms of services delivery. I think that CDF other than other constructions that have been done, I think community schools have been built, clinics have been built through CDF. It has really helped manage the challenges of the community where as government would not have really been able to manage in particular locations.”

In addition, the respondents explained that the proposals of these projects emerged from the communities themselves. In this way, the projects that were implemented reflected the needs of the community. These discussants also highlighted the point that members of the community were able to access these projects because these facilities were not “fee paying.”

4.2.5. Factors behind Communities’ Challenges in Accessing CDF

The research sought to establish the factors that contributed to existing challenges for the communities to access social services despite the CDF allocation. Although the respondents were generally expressed satisfaction with accessing and benefiting from the available social services, they raised the following challenges. One of the concerns related to the inadequacy of the CDF. In the view of these respondents, the amount of CDF was not adequate to cater for the various development needs of the community. As a result, some of the projects were financed by well-wishers and the MP’s own personal resources. The second concern related to the long process involved in accessing CDF. They complained that the process was too long.

Others respondents complained about the poor quality of CDF financed projects. One case cited involved a newly built clinic which was seen to be too small and did was not operational at night. Similarly, in 2015 the area Member of Parliament is on record urging the Kitwe City Council (KCC) to inspect and ensure that CDF financed projects were diligently implemented as narrated below

We cannot pay lip service to the issue of quality, especially where public funds are involved. We should ensure that the department of engineering supervises works so that the public gets value for the value of money.... although MPs and councillors can participate in supervising works in their respective wards and constituencies, council officers have the responsibility of safeguarding public funds from abuse because they have the technical know – how to distinguish well from badly done works” (Daily Mail 2015)

Another concern related to the low levels of knowledge about CDF within the wider community. This was largely due to the lack of interest in civic and community development matters. As a result, only the people who were actively involved in the WDCs or those who participated in the community meetings tended to know more about the CDF processes. Closely connected to this challenge was the difficulties encountered in obtaining information on CDF from the Local Authority. One key informant explained that

“Most of the information concerning CDF projects is with the council but to access information is a challenge. You may get information from the other stakeholders, you find that the council who is key stakeholder is not giving information on who is the contractor, how have the funds been

disposed, if any funds remained and all the information you need about CDF, the council has not been very helping in providing that information” – CSO Representative

4.2.6. Sustainability of CDF Projects

With regards to the maintenance and sustainability of CDF funded projects in the areas of education, health, water and sanitation, majority of the respondents were of the view that the Local Authority (Councils), sector Ministries and the central Government should take responsibility. Two reasons were advanced in this regard. First, it was felt that these Authorities collected taxes and had the mandate of managing development both at the local and national level. Second, both the Council and the Central Government had the expertise and resources required to sustain the operations of the Projects. Some respondents proposed that Ministries where projects such as health, education, water and sanitation, belonged, should take the responsibility of maintaining the projects after completion.

4.2.7. Disbursement patterns of CDF by Government and its impact on the lives of communities

The study was also aimed at establishing the disbursement patterns of CDF by Government and how the patterns affected the lives of the communities. According to the respondents, Government had been making the CDF available to the constituency since the year 2011. However, it was acknowledged that sometimes the amount was not provided in total as stipulated in the budget. Supporting this point, some records show that in 2017, Wusakile Constituency was one of the Constituencies in Kitwe District that received K700,000.00 out of the K1, 400,000.000 (Daily Mail 2017). They also complained about the late release of the CDF to the constituencies and that these shortcomings had negative implications on the implementation of projects. In some cases, the area MP was compelled to use his personal resources to implement the projects. It is important to note that in the case of this Constituency, although CDF was introduced in 1995, most of the projects seem to have been implemented post 2011 and concentrated in the year 2018 as shown in the table below;

Table 4: The Table below shows some of the CDF Projects Implemented from 2011 to 2019

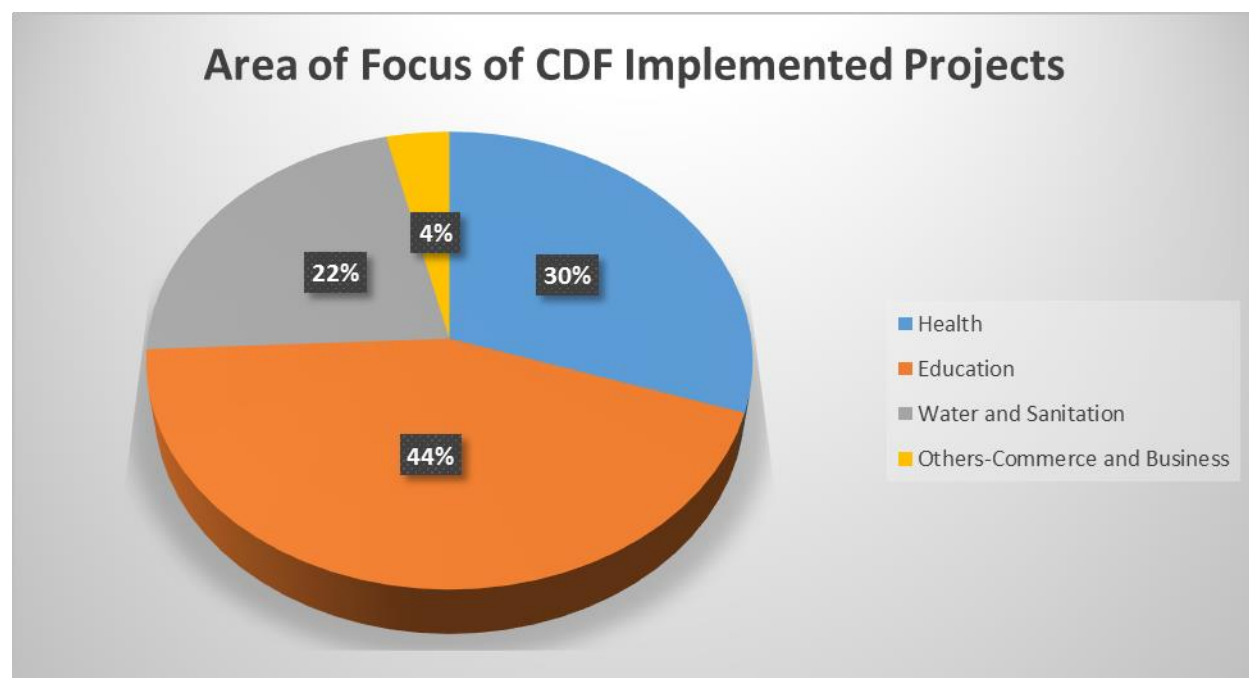
| Area of Focus | Project implemented | Year and Status |
|---------------|--|--|
| Health | <ul style="list-style-type: none"> Construction of a Clinic in Chamboli Rehabilitation of C7B Clinic⁵ Construction of the Chamboli Clinic wall fence | 2019 2015-2019 2018-2019 |
| Education | <ul style="list-style-type: none"> Construction of a 1x 3 Classroom block at Malela Rehabilitation of School ablution at Chamboli Secondary School Kakolo primary school wall fence Wusakile Secondary school, laboratory B7 community school class pans and electricity Mogadishu grounds wall fence-chamboli Assisted the Catholic Church to roof | 2011-2019 2018 2018 2018 2018 2019 ????? |

⁵ Started in 2015 and as of 2019, 99% work done on the rehabilitation of the clinic

| | | |
|--------------------------------|---|---|
| | <ul style="list-style-type: none"> the Community School • Roofed Wusakile Secondary School • Provided Bursary for pupils at Wusakile and Kakolo Secondary Schools • Constructed a 1x 4 Classroom Block at Kakolo Secondary School • Built a Bus Shelter at John Ken School • Wusakile Secondary School Laboratory | <p>??????</p> <p>???????</p> <p>?????</p> <p>???????</p> <p>???????</p> |
| Water and Sanitation | <ul style="list-style-type: none"> • Water Reticulation at Twashuka • Garbage collection bins for Wusakile D-section-2018 • Garbage collection for Wusakile Market 2016-2017 • Free garbage collection every month • Unblock drainages after two months • Wusakile Secondary school water | <p>????</p> <p>2018</p> <p>2016-2017</p> <p>?????</p> <p>2018</p> <p>2018</p> |
| Others – Commerce and Business | <ul style="list-style-type: none"> • Market Shelter at Luangwa Market | 2012 2019 |

From the projects listed by the respondents, it shows that most of the projects implemented in Wusakile Constituency are in the areas of Education, Health, and Water and Sanitation. The figure below will show the distribution of the implemented projects in the constituency.

Figure 7: The figure below shows the distribution of the implemented projects in the Constituency



4.2.8. Disparities in CDF allocation to local projects in the areas of health, education and water and sanitation

The research sought to establish the disparities in the allocation of CDF to local projects in the areas of health, education, water and sanitation. The findings of the research were that most of the CDF resources have been used for projects related to health, education, water and sanitation. Other areas that have also benefited include market and bus stop shelters.

Table 5: The table below shows the CDF allocation to local projects in the areas of health, education, water and sanitation in the constituency:

| Area of Focus | Project implemented |
|--------------------------------|--|
| Health | <ul style="list-style-type: none"> • Construction of a Clinic in Chamboli • Rehabilitation of C7B Clinic⁶ • Construction of the Chamboli Clinic wall fence |
| Education | <ul style="list-style-type: none"> • Construction of a 1x 3 Classroom block at Malela • Rehabilitation of School ablution at Chamboli Secondary School • Kakolo primary school wall fence • Wusakile Secondary school, laboratory • B7 community school class pans and electricity • Mogadishu grounds wall fence-chamboli • Assisted the Catholic Church to roof the Community School • Roofed Wusakile Secondary School • Provided Bursary for pupils at Wusakile and Kakolo Secondary Schools • Constructed a 1x 4 Classroom Block at Kakolo Secondary School • Built a Bus Shelter at John Ken School • Wusakile Secondary School Laboratory |
| Water and Sanitation | <ul style="list-style-type: none"> • Water Reticulation at Twashuka • Garbage collection bins for Wusakile D-section-2018 • Garbage collection for Wusakile Market 2016-2017 • Free garbage collection every month • Unblock drainages after two months • Wusakile Secondary school water |
| Others – Commerce and Business | <ul style="list-style-type: none"> • Market Shelter at Luangwa Market |

The Research was informed that other areas such as roads were financed by central Government because of the mining operations. This made it possible for CDF resources to largely target social sectors and community empowerment initiatives. This point is illustrated in this submission;

“When they bought clinic, the money was supposed to be used on some other projects, but they realized that they needed to buy that clinic so they had to abandon certain projects, they decided that money should go to one project that benefits all. So the project will be there but I think the funds will never be enough. But I think what is the key is that the usage of CDF is beneficial to all in the community” – CSO Representative

⁶ Started in 2015 and as of 2019, 99% work done on the rehabilitation of the clinic

4.3. LIVINGSTONE CENTRAL CONSTITUENCY – LIVINGSTONE DISTRICT

4.3.1. Introduction

The total number of twenty-eight (28) respondents, broken as follows, took part in this research – Twenty (20) for the FGD and Key Informants included the District Commissioner, Councillor for Simoonga, the Chairperson of the CDF, four (4) members of the CDF Committee and the Town Clerk

4.3.2. Public Knowledge and Levels of Awareness on CDF

The study sought to establish the allocation of CDF for the purposes of improving health, education, water and sanitation conditions in Livingstone Central Constituency. In order to do so, participants were asked to explain what the CDF was, allocation and management procedures. The overall response from the discussants was that the levels of general knowledge about CDF in community of Simoonga were very low. According to the WDC of Simoonga;

“The first time this Community heard of CDF was in 2011. Right now, people do not know anything about CDF. A bit that we know is that the Councillor is the one in charge. We have never seen the CDF guidelines... all we saw is that the Councillor was moving around with papers to fill in. He did not give us any information.”

According to the members of the community who participated in the FGDs, the Simoonga community never received any information regarding the CDF. For example, the community, including the WDCs as well as the Chair of this Committee, did not know when these resources were received by the Local Authority.

4.3.3. Allocation of CDF for improved access to health, education and water and sanitation

The study sought to establish whether or not CDF resources had been used to finance the improvement of health, education, water and sanitation in Wusakile constituency. According to the members of the CDF Committee, a large proportion of the CDF allocated to Livingstone Central Constituency between the years 2006 and 2012 was used to finance “a lot of projects in the health, education and water sectors.” The official explained that during that period, a lot of boreholes were sunk in various wards of the Constituency. The Constituency did not receive any CDF from 2012 until 2014. In 2014, the Constituency only received half of the total of K1.4m, which translated into seven thousand kwacha (K7000, 00). For that allocation, the Livingstone Local Authority undertook the following projects; Commissioned a Police Post, an ablution block for a School and clinics at Victoria Falls, Mwandi, Maramba, Ngwenya and built a semi-detached house for the Police. In brief, the 2014 CDF allocation was used to develop areas related to law and order, sanitation and staff housing for education personnel.

The Constituency did not receive any CDF between 2014 and 2017. The Constituency was in receipt of the 2017 CDF totalling K1.4m. For this allocation, although a total of fifty (51) proposals had been submitted and were reviewed in the last week of February 2018, the main guiding principle for approving the projects that will be financed by the CDF will be “projects that touch and benefit more people.” This means that it might not necessary be projects on the areas of concern, namely health, education, water and sanitation. Instead a project such as “forty computers for a secondary school” might qualify.

Table 6: The table below shows the allocation of CDF in Livingstone Central Constituency.

| Focus Area | Project |
|---|---|
| 2006-2012 Health, Education, Water | Specific projects could not be mentioned – technocrats, namely the Resident Engineer and Social Planner were not yet with the Council while the two Councillors had not been seating by that time |
| 2014 – Law and order, health sanitation and staff housing | A Police Post, an ablution block for a School and clinics at Victoria Falls, Mwandi, Maramba, Ngwenya, a semi-detached house for the Police |
| 2017-2018 | The full DDCC meeting was held on 28/02/2018 – the day before the interviews were been conducted and so the project identification and selection process was still underway – hints of decisions provided in this narrative |

Information obtained through the FGDs and based on the interview held with the Area Councillor for Simoonga Ward, indicates that this Constituency also used the CDF received in 2011 to construct electricity pole lines which facilitated the electrification of Simoonga Primary and High School. The decision to utilize the CDF for this purpose was made by the Resident Development Committee (RDC) and the Area Development Committee (ADC).

4.3.4. Access to and Use of CDF in community projects in the areas of education, health and water and sanitation

The study sought to establish whether or not local communities had access and were able to use the health, education, water and sanitation projects implemented using CDF. This research was informed that Simoonga Ward had not benefited from CDF since 2011. And in this case, the following is what transpired;

FGDs Discussants' account – Access to CDF Resources

The Planner from the Livingstone District Council personally visited and brought the CDF application Forms to Simoonga in 2011 and encouraged the ten (10) RDC representatives who participated in this meeting to apply for funding. In their narration, this Planner explained that “his visit had been necessitated by the observation that the people of Simoonga never benefited from the CDF.” The Planner asked the RDC to decide what they wanted and these debates, some wanted a school and others wanted lights but finally settled for lights. So that how come Simoonga has electricity today

Since then and as a result of lack of action to requests such as the upgrading of Simoonga School, parents had now resorted to purchasing cement in order to extend the school facilities. The Ward Councillor responsible for Simoonga conceded that his community had not benefited from CDF. In 2017, the Councillor of Simoonga Ward approached them in 2017 and explained that so far most of the CDF resources had been used for addressing the cholera crisis in Nakatindi and Moonlight Compounds. He further encouraged this Community to identify projects that could be financed once the CDF resources were released to the Local Authority by Central Government. In this regard, the WDC representatives suggested the following; Toilets for the Market, upgrading of the School and a Health Centre. However, the Councillor had not returned to the community to provide a feedback on their

proposals since that meeting.⁷ In his view, this was because Livingstone Central was a vast Constituency and that his own Ward was the largest of all in the Constituency. He also confirmed that Simoonga area had no clinic or police post, needed to upgrade Simoonga School and build another school in Katulya area.⁸

In terms of access and use of CDF for the benefit of improving access to education, health, water and sanitation, some of the respondents were of the view that this financing initiative had met its purpose. An example was cited of the CDF resources received by the Local Authority in 2014. In that year, the Constituency managed to implement a total of six (6) projects. These projects included the commissioning of a police post, construction of an ablution blocks for the clinics at Victoria Falls, Mwandi, Maramba and Ngwenya as well as the construction of two semi-detached house for the Zambia Police Service and Ministry of Education. In the view of the Chairperson of the CDF Committee, Mr. Siamwanya, CDF “had done a lot in sanitation,” and he cited the examples of ablution blocks in schools, markets such as Ngwenya market and the Victoria Falls Clinic.

4.3.5. Factors behind Communities’ Challenges in Accessing CDF

The research sought to establish the factors that contributed to existing challenges for the communities to access social services despite the CDF allocation. In the view of these participants, the main challenge behind the failure to accessing social services despite CDF allocation lay in the lack of co-operation from the Ward representative, namely the Councillor. So far, the community had been relying on the Tourism Committee to implement community development projects due to the failure to secure support for such initiatives from the Councillor. An example was given of an initiative where SWASCO expressed interest to implement water and sanitation projects in the area but the Councillor opposed this proposal claiming that the Community was too small and that the Ward had other pressing needs than water and sanitation.

Second and related to the challenge above, the community members lacked knowledge about the CDF. For some, they suspected that some of the CDF resources meant for their community were misused and that this was the main reason behind the unwillingness by the Councillor to engage with the community. According to one respondent “money finishes in town, in Kashitu and afterwards the MP and the Councillor begin to call for meetings.” Another discussant submitted that “in Nakatindi, roads have been done, a maternity ward has been built, and clinic had been extended. The MP holds meetings in those areas but here we have only met once since he was elected.” According to the Livingstone JCTR Contact Person, Mr. Makaha observed that communities such as Simoonga failed to be proactive because they lack access to necessary information on CDF. He also observed that there was lack of coordination among the community leadership in Simoonga and also consented to the view that information about CDF was not widely and publicly circulated – be it at district or Simoonga community level.

But, the Social Planner at the Council refuted the submission that communities were not informed or sensitized about CDF. She explained that as part of her Office duties, the Council has been sensitizing communities and that because of this sensitisation, communities were able to apply and submit

⁷ On this matter, the WDC Chairperson organized a meeting with the Councillor after the JCTR sensitisation workshop last year but the Councillor seemed unwilling to engage with the WDC

⁸ At the time of the research, it was revealed that children in Katulya area did not start attending school until they reached the age of 12 or 15 because existing long distance between their homes and the location of the school as well as insecurity as the place is located within a natural game reserve with wild animals wandering all over the place

proposals for funding. Elaborating on the aspect of public sensitisation and awareness, the members of the CDF Committee narrated the full process undertaken;

- Step I: Advertisements and notices, through the radio and public such as markets and Shoprite, are placed – “strategic public places”
- Step II: Communities and individuals come to collect forms and submit proposals
- Step III: The CDF Committee reviews the submitted proposals – checking for adherence to the CDF guidelines before handing them over to the DDCC
- Step III: Project selection takes place during a DDCC meeting to check for duplication or repletion of projects on the proposals submitted.⁹
- Step IV: Full Council meeting makes final decisions on which projects are to be financed by CDF resources – ensures transparency and accountability
- Step V: Tendering Committee issues orders for procurement and contraction as mandated by the Ministry of Local Government – also counterchecks to ensure that there is no duplication of approved projects.¹⁰

The CDF Committee members explained that the Councillors had an important role to play in this whole process. For instance, it was the duty of the Councillors to ensure that their Wards received and widely publicized information, in areas such as classrooms and markets, about CDF, proposals are developed and submitted and that feedback was given to their communities about the outcomes of the submissions. According to the Town Clerk of Livingstone Municipal Council Mrs. Chibiliti, although the CDF is widely advertised but emphasized that the Fund was not disbursed according to the needs of the various Wards but the “Constituency. In her opinion, that was why the Fund was labelled “Constituency” because it was supposed to benefit the “Constituency as a whole.”

The third challenge cited related to failure ensure that the approved projects reflected the development needs of the communities. For instance, Councillor Munyama contended that some Wards were not benefiting from the CDF because some member of the CDF Committee pushed for their own interests. He complained that Councillors were only requested to approve by the time the proposals were coming back to them. In the view of the Livingstone District Commissioner, Mrs. Kawana, the CDF was dominated by Ward Councillors and WDCs who, when in receipt of information about CDF, had the tendency of generating proposals with interest to gain political mileage. But the CDF Committee members held a counter view on this point. They explained that although Livingstone Municipal Council was heavily dominated by representatives from the UNDP, politics were set aside when it came to the management and use of CDF resources.

The fourth and closely related concern to the foregoing challenge was the lack of adherence to the laid guidelines in the disbursement of the CDF and implementation of CDF funded projects. One example cited in this regard relates to the role of the District Commissioner during the DDCCs full meetings responsible for scrutinizing the various proposals for CDF funding received by the Local Authority. In the lasted Guidelines of 2016, these meetings are supposed to be chaired by the District Commissioner and according to Mrs Kawana who is the Livingstone District Commissioner, she could not remember

⁹ It was stressed during the interview that DDCC do not understand that their main role of make recommendations and check for duplication and not to make the final decisions on which projects should or should not funded.

¹⁰ Of course, these approved projects are submitted to the Ministry of Local Government for final approval – though this is a mere procedural act – and

attending any of such meeting since she took over from office.¹¹ The research was informed that it were the Councils and their Committees that controlled the CDF process and that this proved to be a challenge to ensure community participation as well as public accountability.

One respondent explained that the people who are in control of the resources used their power and so even when one had the authority, such as the District Commissioner, this position was undermined by those who controlled the resources. As noted by the District Commissioner, the quarterly reports given to the DDCC by the technocrats, although obliged to under the Guidelines, never contain provided an update on CDF financed projects that had been completed or were incomplete. In her view, CDF was a good idea and the proper adherence to the laid down rules would contribute to the improvement of people's lives. She concluded by stressing that;

"CDF should be community driven depending on the amount of resources released, projects should not be imposed on communities. Why should a community use CDF to buy a grader which majority of the people in that community will not benefit from? CDF should be used to meet community needs such as water, of which we have been hearing about and not a grader for their roads."

The fifth challenge related to the late release and inadequacy of the CDF allocations. For instance, the member of the CDF complained that CDF "always came late and very little compared to the needs of the growing population of Livingstone." Taking the case of the 2018 CDF, these members explained that the funds came late and based on the project proposal review undertaken the previous day, a total of fifty-one (51) proposals were received but this was too large a number to be catered for using the resources released by Central Government. Furthermore, the members observed that the current (revised) 2016 CDF Guidelines contained several bottlenecks and a lot of red tape.

4.3.6. Sustainability of CDF Projects

According to the CDF Committee members, accountability and prudent use of the CDF including quality assurance of projects was ensured through the work of the community-based monitoring groups. The research was informed that these groups provided feedback through their respective Ward representatives, namely the Councillors who, in turn, communicated to the Municipality. To ensure accountability and quality of projects, the research was informed that none of the CDF projects would be commissioned before the Chairperson of the CDF Committee gave a signatory of satisfaction on the completion of the Project. An example was given of how the CDF Chairperson halted the commissioning of the roofing of the Victoria Falls Clinic, as a result of construction faults observed on the structure. The project was only commissioned after the fault was addressed by the contractor. In the words of the Chairperson of the CDF Committee,

"The management and use of CDF was very transparent and does not give room for nay manoeuvres – screening of projects submitted is done openly during the full Council and only those that are viable and huge benefits to a large number of people will succeed and not those that will benefit a few or have a small impact."

4.3.7. Disbursement pattern of CDF by government and its impact on the lives of communities

The study was also aimed at establishing the disbursement patterns of CDF by Government and how the patterns affected the lives of the communities. The research was informed that a large proportion of the

¹¹ It is important to note that this interview was taking place a day after the DDCC in Livingstone met to review the proposals for CDF support for 2018

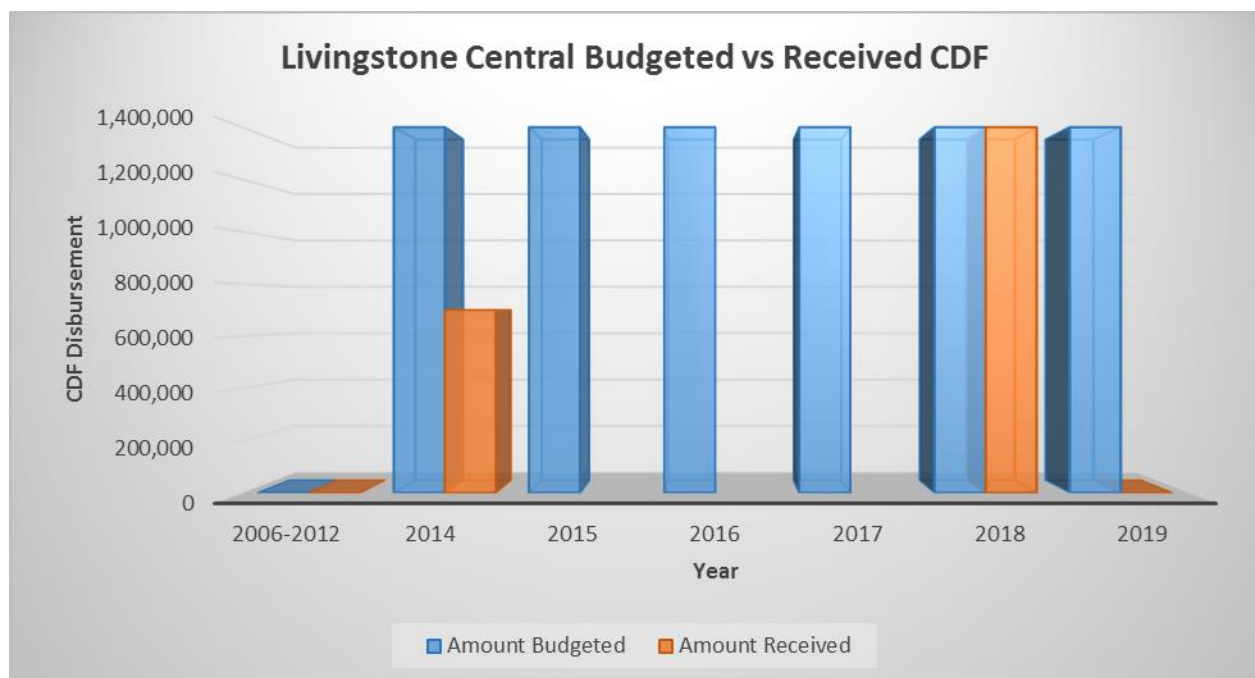
CDF allocated to Livingstone Central Constituency between the years 2006 and 2012. During that time, the Constituency witnessed the implementation of several projects in the health, education and water sectors.

Table 7: The table below shows the disbursement pattern of CDF in Livingstone Central constituency by the Government:

| Year | Amount received |
|-----------|----------------------------------|
| 2006-2012 | Information not accessible |
| 2014 | Received half of K1.4 = K700,000 |
| 2015 | Did not receive |
| 2016 | Did not receive |
| 2017 | Did not receive |
| 2018 | K1.4m received in November 2018 |
| 2019 | February 28 – on going |

The data showing the amount budgeted for and that received in the constituency is further presented in the graph below:

Figure 8: Livingstone Central Budgeted CDF and Actual CDF Received



The Livingstone Central Constituency CDF disbursement situation changed after the year 2014 and since then, CDF had never been adequate and the disbursement have not been consistent. The Constituency did not receive any CDF from 2012 until 2014. In 2014, the Constituency only received half of the total of K1.4m was used to develop areas related to law and order, sanitation and staff housing for education personnel. The Constituency did not receive any CDF between 2014 and 2017. Similarly, the CDF

disbursed in 2018 was in fact the “2016 CDF” allocation but released for implementation of projects scheduled for 2019.

4.3.8. Disparities in CDF allocation to local projects in the areas of health, education and water and sanitation

The research sought to establish the disparities in the allocation of CDF to local projects in the areas of health, education, water and sanitation. Although majority of the respondents were of the view that CDF should be spent on resolving water problems and inadequate education facilities, the representatives from the Municipality were insistent that the use and allocation of CDF resources will be guided by the principle of “common” and “wider” benefits. On one hand, members of the Simoonga Community explained that there were only two (2) existing water pumps and these had been installed by investors and also wondered how the School could qualify to be a secondary institution when it lacked the necessary infrastructure such a laboratory for sciences, inadequate learning spaces and housing for members of staff. But, on the other hand, the Municipality insisted that allocation and use of the latest CDF received would be guided by the principle, as explained by the Chairperson of the CDF Committee, “projects that touch and benefit more people. This means that it might not necessary be projects on the areas of concern, namely health, education, water and sanitation. Instead a project such as forty computers for a secondary school might qualify.”

When probed further to enlist the “possible” projects that would receive attention using the CDF received by the Constituency in 2018, the Chairperson pointed to areas such as Maramba-Libuyu Bridge, Mulala Bridge and Sekubita Bridge. According to the CDF Committee members, the mentioned structures “needed urgent attention.” Supporting this notion, the Town Clerk explained that 2018 CDF would not be split to finance small projects but will be used to undertake huge projects such as the construction of the stadium or purchase of a tractor. For this reason, the Council would not prioritise proposals from Councillors as would result in the politicization of the process. Furthermore, she explained that instead the Municipality would encourage institutions such as the Police and Education, to apply for these resources because their services benefited a wider population.

This was in total contrast to the type of projects that were submitted by the Simoonga WDC. According to the Councillor, the submissions received included carpentry, sewing machines and chicken rearing. He admitted that his Ward was not going to benefit from the 2018 CDF resources because they had been informed during the Full Council Meeting, that the CDF was inadequate and were encouraged to leverage on Ward Development Fund for the proposals that were not approved.

4.4. MONGU CENTRAL CONSTITUENCY – MONGU DISTRICT

4.4.1. Introduction

The total number of twenty (20) respondents participated in this part of the Research. These are broken down as follows;¹²

- Eighteen (19) FGD respondents
- One (1) Councillor

4.4.2. Public Knowledge and Levels of Awareness on CDF

The study sought to establish the allocation of CDF for the purposes of improving health, education, water and sanitation conditions in Mongu Central Constituency. In order to do so, participants were asked to explain what the CDF was, allocation and management procedures. The following were some of the responses by the participants in FGDs given;

- They were not familiar with the CDF mechanism – how to apply for these resources, to who, who was in charge, how the funding facility was managed and operated
- They did not have information on the CDF and knowledge on where to obtain the information
- They were not aware of any CDF resources any CDF allocated to the Constituency
- They did not have access to information relating the CDF allocations to projects on health, education, water and sanitation in the Constituency
- They did not know of any projects that were funded using CDF

Only one (1) participant out of the total of nineteen (19) appeared to have knowledge on the CDF. This participant was a former Councillor. He gave the following explanation

“The process of allocating CDF in Mongu Central Constituency administratively was guided by the laid down CDF guidelines. The priorities came from the various communities to the WDCs who transferred these proposals to the Constituency Committee. This main responsibility of this Committee was to spearhead the implementation of all CDF projects. In addition, the DDCC played a key role. This Committee, which constituted experts, scrutinized the proposed projects before they were submitted to the Ministry of Local Government.”

4.4.3. Sustainability of CDF Projects

The research aimed at establishing monitoring mechanisms that had been put in place after the projects funded using CDF were completed. In the case of Mongu Central Constituency, the respondents explained that they were not aware of any mechanism that had been put in place to serve this purpose. All the information about CDF projects was mainly in the custody of the Council technocrats and the MP. Similar responses were obtained from the two key informants namely a sitting and former Councillors/CDF member.

4.4.4. Allocation of CDF for improved access to health, education and water and sanitation

The study sought to establish whether or not CDF resources had been used to finance the improvement of health, education, water and sanitation in Mongu Central Constituency. The Research was informed that in this constituency, CDF resources had been used on the following projects in the areas health, education and water and sanitation. The table below shows some of the projects that have been implemented in Mongu Central Constituency using CDF

¹² The Researcher failed to meet with DC who was on leave while the MP was reported to be in Lusaka.

Table 5: This Table shows Projects Implemented in Mongu Central Constituency using CDF

| Area of Focus | Amount | Project implemented | Year and Status |
|----------------------------|---|---|--|
| Education | ???? | Construction of staff houses at four schools – Mutalaite, Kama, Lulambo and Ndau | 2013 – irregularities in awarding the contracts and works undone |
| | | | 2014 |
| Health | ???? | Construction of a clinic | 2016 |
| Law and Order | | Completion of a police post | 2017 but still not complete |
| Education Law and Order | K30, 000 and K110, 000 respectively K50, 000 | Construction works focused on infrastructure for special education at two Schools namely Mongu (K30, 000) and Kanyoyoyo (K110, 000) Police Post (K50,000) | 2019 |

A key informant, namely Councillor Mushoke Namasiku explained that the Constituency received half of the expected K1.4m in 2017. Of this amount a total of K67, 309 was used to complete the police post project that started in 2002. This Project was still incomplete as of 2019 largely because of implementation and administration problems. The Councillor did not have an idea with regards to how the remaining resources were utilized.

4.4.5. Access to and Use of CDF in community projects in the areas of education, health and water and sanitation

The study sought to establish whether or not local communities had access and were able to use the health, education, water and sanitation projects implemented using CDF. According to the respondents who participated in the FGD, the community members of Kapulanga and Kanyonyo Wards were of the view that CDF had not been used to improve their access to health, education, water and sanitation services. The members had only heard about CDF but not seen anything happening. In this regard, one respondent exclaimed that *“if CDF was working in the Constituency, then it was only working on paper!”* Another one expressed “surprise” that such resources existed. These discussants complained that the community was facing severe water problems and schools were in bad conditions.

4.4.6. Factors behind Communities’ Challenges in Accessing CDF

The research sought to establish the factors that contributed to existing challenges for the communities to access social services despite the CDF allocation. The following were the views cited by the FGD discussants regarding this matter. Firstly, the management and use of the CDF was dominated or controlled by one man, namely the MP instead of a Committee. In this regard, the respondents complained that the MP has assumed the position of the “Chairperson” of the Funds and was using the resources to develop other areas of the Constituency, especially where he had acquired a lot of votes during the election period. They gave the example of the building of Imwiko Clinic. In this case, they argued that the MP had been using the CDF to |” fulfil his campaign promises.” They noted that such a clinic should be have built at a more convenient point about four (4) km away but the MP did not secure many votes in that area. Closely connected to this challenge, other respondents noted that CDF was failing in the Constituency because the leaders had not been playing their key roles. The complained that some Councillors had been failing to represent the interests of their Wards, the District Commissioner was partisan and the MP rarely visited the Constituency. In these discussions, it was also revealed that the Chairperson of the Kapulanga WDC did not have the CDF guidelines.

Another example given related to the unfinished project on the construction of the police post which started in 2002 under the leadership of the late Hon. Francis Simenda. According to these respondents, the CDF committee at the Council had been “overpowered” by the MP. They also narrated that in 2002 the WDC Chairperson and the Committee members applied for CDF but when the money was released the sitting MP, namely Hon. Mubukwanu used the resources to purchase cement for the Police post but no construction took place. For these reasons, the respondents suggested that “the MP should not chair the CDF committee or even choose the member of this Committee because the CDF was not a political fund.” This view was supported by Councillor Namasiku. According to him, the management of CDF in the Constituency was marred with political interference and the lack of cooperation between the Council technocrats, MP, Councillors and the local community because most of the civic leaders were from the opposition party, namely the UPND.

Secondly, community members did not have access to information about CDF. In this regard, the respondents complained that they were never informed as to when the CDF was released and were never engaged by the Council on this matter. In addition, they explained that information on CDF was not publicly advertised. The third challenge related to the role of the Council in the management of CDF. It was observed by the respondents that the Council’s role was contributing to the failure by the communities to access and benefit from CDF. For example, the respondents complained that Council claimed to be promoting labour-intensive projects in the use of CDF resources but all the responsibilities and powers on the management and use of these resources were given to the procurement officer.

They complained that the Procurement Office was never available to provide information to the WDCs about the CDF projects. All what the community would hear was that the “contractor was stranded. In the view of one of the respondents, it seemed that the “community had no right to ask.” One of the key informants, a sitting Councillor shared a similar view on this matter. He observed that the key challenge of ensuring that CDF was used to improve the social services in the Constituency mainly stemmed from the fact that the local communities were “not part and parcel” of the process. An example was given in an incidence where Council Officers took building materials from other projects to finance the construction of the police post but this police post was already funded. The Council had to date failed to provide the accounts for procurement and receipts of purchase for the police post when queried about the possibility of double funding for one and the same project.

The fourth challenge cited was the lack of accountability in the management and use of CDF. This particularly with reference to project implementers, namely the Local Authority. Some records also support this observation with regard to the use of CDF resources by the Local Authority in Mongu. The 2014 Auditor General’s Report noted that from January 2011 to August 2012, the local authority paid out a total amount of K184,000,000 for various projects to thirteen (13) groups that were not registered with either the Local Authority or the registrar of societies contrary to CDF (AG 2012:16). It was also reported that the MP for Mongu Central irregularly influenced the awarding of a K452, 000 Constituency Development Fund (CDF) to an unqualified contractor that failed to carry out the works (Lusaka times 2014). Similarly, Mongu Municipal Council in 2013 awarded four contracts to three contractors for the construction of staff houses at four schools, namely Lulambo, Mutalaite, Kama and Ndau basic schools and that the contracts were irregularly awarded in that the contractors did not meet the requirements at the preliminary evaluation stage and therefore did not qualify (ibid). The fifth challenged cited related to lack of public or community monitoring mechanisms the management and use of the CDF. The respondents explained that it was not possible for them to monitor the CDF

because they were not availed with the necessary information or consulted by the authorities in charge of these resources. As a result of all these challenges, a former Councillor and member of the CDF Committee exclaimed that Mongu Central Constituency was “a graveyard, cemetery of failed CDF projects!”

4.4.7. Disbursement patterns of CDF by government and its impact on the lives of communities

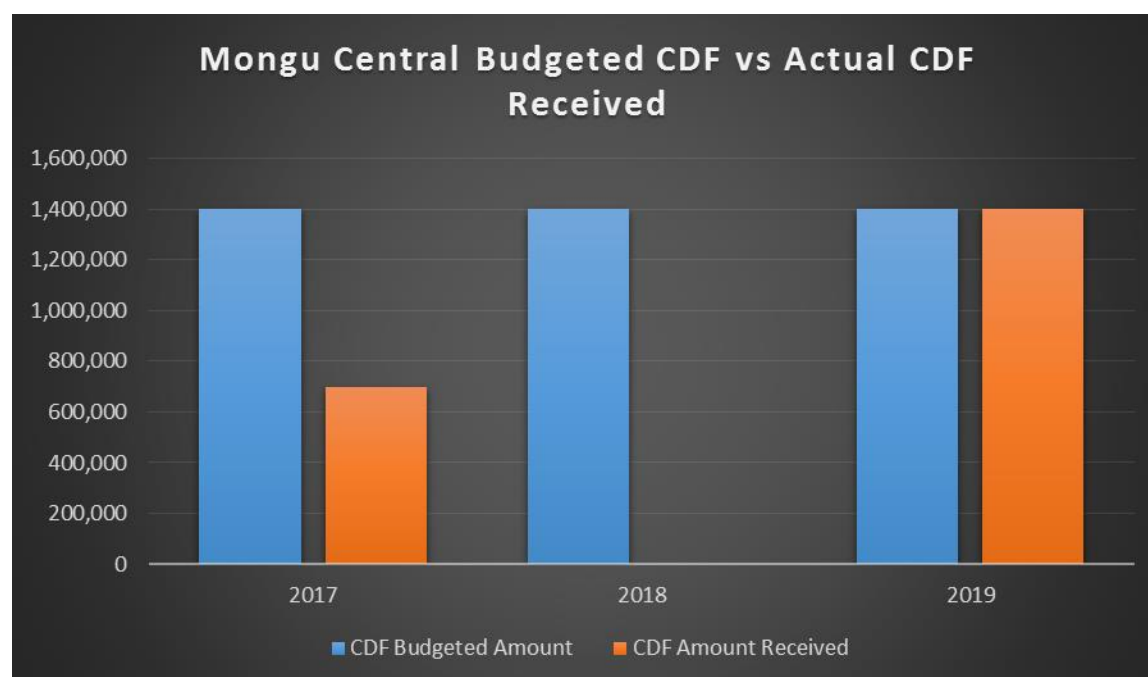
The study was also aimed at establishing the disbursement patterns of CDF by Government and how the patterns affected the lives of the communities. According to two key informants, namely a sitting and former Councillor/member of the CDF Committee, the following were the CDF allocations that had been released to the Constituency as shown in the table below;

Table 6: The Table shows the disbursement patterns of CDF in Mongu Central Constituency by Government

| Year | Amount received |
|------|-------------------------|
| 2017 | Received half of K1.4m |
| 2018 | Did not receive any CDF |
| 2019 | Received K1.4m |

Furthermore, the graphic presentation of the discrepancy between the budgeted for CDF amount and the actual CDF received is shown the figure below:

Figure 9: This figure shows Mongu Central Budgeted CDF and Actual CDF Received



The CDF budgeted amounts are those stated in the National Budget in that particular financial year and the CDF received is the actual released to the specific constituencies to finance the approved CDF projects.

From the FGD, majority of the respondents were of the view that the social conditions were in a very bad state particularly with regards to access to clean and quality water and health services. Furthermore, social services like education and health were unavailable in the area as most community members had to walk long distances to access them. In the view of Councillor Namasiku, the main problem with the management of the CDF in the Constituency emerged after the “approval” stage by the Ministry. Firstly, the Ministry had been failing to provide the total allocation of CDF. For instance, the Constituency only received K700, 000 which was half of the expected K1.4m in 2017. Secondly, the 2018 allocation was received in 2019. This meant that some of the projects could be completed or some projects could not be implemented. The poor management, lack of accountability and involvement of the local community contributed to the failure by the Constituency to ensure the adequacy and timely release of these allocation.

4.4.8. Disparities in CDF allocation to local projects in the areas of health, education and water and sanitation

Based on the FGDs, majority of the respondents were of the view that CDF resources should be allocated to local projects in the areas of health, education and water and sanitation. For example, one respondent complained, “the people of Kapulanga have been drinking dirty water.” Records obtained so far indicate that CDF resources had been used to finance the construction of staff houses at four (4) schools in 2013, a clinic in 2016 and that the recently received resources in 2019 will be used to provide infrastructure at two (2) schools for children with special needs. Some of the 2019 CDF resources will be used to complete the Police post that was started in 2002. 16. (1) A Committee shall, prior to the submission of a

5. COMMONALITIES AND DIFFERENCES IN THE FINDINGS

5.1. Allocation of CDF for improved access to health, education and water and sanitation

The major finding of the research with regards to the allocation of CDF for improved access to health, education and water and sanitation in the four targeted Constituencies *is that there have been significant efforts to ensure that these areas are considered. In addition, the quest for more allocation to these areas come out strongly. Similar to all but with the exception of Wusakile Constituency, the allocation of the CDF resources appears to be influenced by other competing development needs and chief among these were transport infrastructure such as roads and bridges as well as law and order.* In addition, although varying, members of the local community had an idea of projects in these areas that were funded using CDF resources but were almost completely blank with regards to financial information about the financing of the projects. This information was mostly available among the Local Government technocrats, sitting or former political representatives.

5.2. Access to and Use of CDF in community projects in the areas of education, health and water and sanitation

The major findings of the research with regard to *access and use of CDF in community projects in the areas of education, health and water and sanitation in the selected Constituencies revealed a mixed picture with some Constituencies depicting a higher level of access and use while others revealing the opposite.* In two of the Constituencies, namely Wusakile and Lukashya provided evidence of stronger community access and benefits while the situation in the other two Constituencies, namely Mongu and Livingstone Central Constituencies revealed the opposite picture – low access and use. The study has revealed that the more stakeholders, particularly community members, are knowledgeable or aware about the CDF initiative, the greater the chances they have to influence the allocation of these resources and vice versa. The contrast between Wusakile Constituency on one hand and Livingstone Central and

Mongu Central, on the other hand, provides evidence to this effect in particular, the strongest sense of access and use of CDF projects came out from Wusakile Constituency. In this Constituency, access and use was operationalized in the sense of community members' ability to access the services such as waste collection, health and education services.

5.3. Factors behind Communities' Challenges in Accessing CDF

The major findings of the research in this regard is that there are three, by hierarchy, major challenges that are affecting communities' access to social services despite the allocation of CDF. The first key challenge is ***the lack of information about the CDF general among local community members***. In particular, the intended beneficiaries of CDF do not have access to information relating ***to the calendar of disbursement, financial decisions and priority setting and project selection or approval***. In addition, information ***on the management and administration of the CDF*** is not readily available to the local communities. Most notably, this challenge existed in the four Constituencies was regardless whether formal processes of information dissemination were put in place as in the case of three Constituencies, namely Livingstone Central, Wusakile and Lukashya Constituencies or not as in the case of Mongu Central Constituency. However, the case of Livingstone Central Constituency is outstanding in this regard. This was followed by, although varying by case, the lack of community consultation and involvement. With regards to this point, two Constituencies, namely Wusakile and Lukashya depicted a picture higher consultation and involvement but mainly at community and not administrative level.

This Study has also revealed that communities that are engaged by either the WDCs or directly by the Local Authorities tend to be more interested and motivated to participate and access in CDF processes. Listening and taking into consideration the needs or reflecting the submissions of the communities in the decisions on project implementation is the core and purpose of the CDF initiative. This strongly came out in the cases of Wusakile Constituency and the one-off incidence in Simoonga Ward in Livingstone. In both cases, the communities were very confident and appreciate to see a direct link between their requests and the projects implemented thereafter. The lack of consultation and involvement was more pronounced in the case of Mongu Central out of all the Constituencies. The third challenge late, inadequacies and inconsistencies in the release of the CDF allocation to Constituencies. This problem was highlighted by the technocrats in all the four selected Constituencies.

5.3. Disbursement Patterns of CDF by Government and its Impact on the Lives of the Communities

The major findings of this research in relation to the disbursement patterns of CDF by Government and its Impact on the Lives of the Communities is that although Central Government allocates a budget line to CDF and that this line has increased over a period of time, ***the disbursement of these funds has largely been characterized by inadequacy, delays and inconsistencies***. In all the selected Constituencies, technocrats reported partial and delayed releases as well as total non-releases in certain years. The main impact of these limitations is that these Constituencies have either failed to finalise incomplete projects or embark on new ones.

5.5. Disparities in CDF Allocation to Local Projects in health, education, water and sanitation

The main findings of this research with regards to disparities in CDF Allocation to Local Projects in health, education, water and sanitation is that ***the disparities in the CDF were mainly influenced by the approach used to approve or disapprove proposed projects and the amounts of CDF released in particular Constituencies***. For instance, the Livingstone Municipal Council uses the "Constituency-based approach" as opposed to the "Ward-based approach" employed by the other three Constituencies. But even within the Ward-based approach, other factors such as levels of community participation and

consultation and the amount of CDF released, have an influence on how resources are allocated, to include Local Projects in health, education, water and sanitation. For instance, in Mongu Central Constituency, an old standing projects is still being considered amidst demands for more social services.

PART SIX: DISCUSSION OF FINDINGS

6.1. Allocation of CDF for improved access to health, education and water and sanitation

There have been significant efforts to ensure that these areas are considered. However, the allocation of the CDF resources appears to be influenced by other competing development needs and chief among these were transport infrastructure such as roads and bridges as well as law and order. This outcome is mainly as a result of four key factors, namely the position of the Local Authority on the prioritising health, education, water and sanitation services and the levels of mobilization of key stakeholders especially the WDCs, individual Councillors and local communities at large. In terms of the position of the Local Authority, as seen in the case of the Livingstone Municipal Council, the allocation of CDF resources is guided by “Constituency” and not “Ward” needs – needs that have wider benefits to all members of the Constituency. This means that health, education, water and sanitation projects, especially those that are “Ward-oriented” might not be given priority. In other cases, as in the case of Wusakile Constituency, the Local Authority has been using the “Ward oriented” approach in the allocation of CDF resources. As narrated before, the Local Authority requests the WDCs to organize community meeting for the purpose of securing the needs of the members in the specific Wards of the Constituency.

All this notwithstanding, the CDF Act of 2018 provides clear guidance with regards to the process of allocating these resources. It stipulates that in Section 2 that a ward shall come up with a project list to be submitted to the ward development committee and furthermore, in Section 16 that a ward development committee shall identify and prepare a proposed project list for submission to a Committee before receipt of funds (GRZ 2018:7). In addition, under Section 19 in sub section 1, this Act provides that a project initiated by a community is eligible for support as long as it was in conformity with the requirements of this Act (ibid:9). Therefore, it is essential that the implementing agencies, namely the Local Authorities adhere to these guidelines in the approval and allocation of CDF resources

The failure to ensure that CDF resources are allocated in line with community development needs is further exacerbated by the “broad” approach used to define projects that qualify to be prioritized and funded by CDF. According to the CDF Act of 2018 Section 3, “a project funded under this Act shall be developmental and may include costs related to studies, planning and design or other technical input for the project as may be prescribed “(GRZ 2018: This leaves room for all forms of projects to qualify for consideration. It would have been prudent to directly tie the criteria for projects that qualify for financing under CDF to existing critical social development needs of the local communities given that these are well known based on Government’s own and other development partners’ sources. Such a stringent criterion would also help to resolve the conflict of using CDF to finance both capital and non-capital projects in the Constituencies.

6.2. Access and Use of CDF in community projects in the areas of education, health and water and sanitation

Access and use of CDF in community projects in the areas of education, health and water and sanitation in the selected Constituencies revealed a mixed picture with some Constituencies depicting a higher level of access and use while others revealing the opposite. Access and use of CDF funded projects by community members was largely shaped the following three factors; levels of knowledge about CDF, access to information about CDF and the involvement of community members at either ward or Municipality level. With regards to the levels of knowledge and access to information, the Constituencies with communities generally knowledgeable about CDF appeared to have a higher sense

of access and use of these projects. This would refer to the cases of Wusakile and Lukashya Constituencies. The case is different for Mongu Central and Livingstone Central Constituencies where the levels of community knowledge and access to information appeared to be low.

This Study has revealed that even with minimal community knowledge, basic mobilization of community members and other stakeholders such as civil society and faith based institutions could influence the allocation of CDF to specific areas of development. This clearly comes out from the cases of Wusakile Constituency in Kitwe District and Lukashya Constituency in KASAMA District. The community members appear to engage with and influence some of the existing structures, such as the WDCs and Local Authorities, in ensuring that the allocation of CDF reflects the needs of the community. However, community mobilization which is necessary for consultation and involvement seemed to be low in Mongu Central and Livingstone Central Constituencies. This mobilization is not only between the Council representatives and communities but would include other strategic stakeholders such as the Church and NGOs – this was the case with the two Constituencies where access and use appeared to be high. Yet the governing Act, namely the CDF Act of 2018 states that the Fund shall be managed and administered with transparency and accountability (GRZ 2018:4)

The lack of access and use of CDF projects was also associated with the misuse, misapplication and lack of accountability of CDF resources by implementing officers. For example, the Minister of Local Government and Housing is on record in 2015 of blocking most councils from accessing the Constituency Development Fund (CDF) because of lack of accountability. Similarly, the Auditor General's Reports revealed glaring irregularities in the management of CDF in the past decade. There have been reports that CDF had not been used properly and yet there are several community development needs that could be solved through this Fund. For example, in 2018, the Auditor General's Report revealed that the Local Authority in KASAMA paid a total of K40, 235 from Lukashya CDF account to a supplier for materials that were never delivered and that the same authority paid out a total of K115, 774 from the Lukashya CDF account for projects that were supposed to be financed by funds from the KASAMA Central Constituency CDF account (GRZ 2018).

This revelation is in contradiction with the submission by the Social and Economic Planner that the last CDF received for Lukashya Constituency was in 2013. This problem has been worsened by the lack or weak monitoring and tracking mechanisms at different levels of project implementation. Closely connected to this is the politicization or personalisation of the CDF resources. This strongly came out in the case of Mongu Central Constituency and to some extent, Lukashya and Livingstone Constituencies. The roles played by especially the MPs, Council technocrats and WDCs was seen to be affecting the effective management, use and benefit of local communities of CDF projects. It is important to take note that the CDF Act of 2018 in Section 4 prohibits the use of CDF for the purpose of supporting political activities or for any other purpose not related to the community development under this Act (GRZ 2018:

6.3. Challenges behind Communities' Access to Social Services despite CDF Allocation

The three, by hierarchy, major challenges that are affecting communities' access to social services despite the allocation of CDF were the lack of information about the CDF particularly in terms of the calendar of disbursement, financial decisions, priority setting and project selection, 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. By their nature, a combination of all these challenges mainly affect public and technical accountability and transparency in

the management and use of CDF resources. For instance, the lack of knowledge, access to information and participation of the local communities in the use of CDF implies that these communities would not be able to propose their priorities, monitor the implementation and demand accountability in the use of CDF. For instance, even the WDCs for instance, most of the WDCs said that they had not seen or did not have a copy of the latest CDF Guidelines of 2016. As was seen the case of Mongu Central and Livingstone Central Constituencies, local communities were of the view that social services deserved attention while the technocrats' priorities focused on other needs. In particular, the importance of providing information on CDF to local communities has been shown by the experience encountered in Simoonga Ward in 2011. The mere provision of information plus technical guidance enabled that Ward to benefit from CDF.

It is important that the local communities are equipped with the correct information about the custodians of CDF information and actual resources. With regard to the custody of CDF, the Act clearly stipulates under Provision 10, Section 1 that the principal officer is responsible for the finances of the local authority in which a constituency is located and shall maintain separate books of accounts for the constituency account (ibid:6). In addition, under sub section 2, it states that the principal officer shall compile and maintain or cause to be compiled or maintained a record showing receipts and disbursements on a monthly basis CDF financial transactions (ibid). Furthermore, the Town Clerk or Council Secretary shall keep and update monthly, an accurate record of disbursements made for projects in each constituency. The public would be provided with more effective ways when this information is made available to them. With regards to the mismanagement or abuse of CDF resources, the Act provides in Section 28 that a person who misappropriates funds or assets from the constituency, or assists or causes any person to misappropriate or apply the funds otherwise than in the manner provided in this Act, commits an offence and is liable, on conviction, to a fine not exceeding five hundred thousand penalty units or to imprisonment for a term not exceeding five years, or to both. In this regard, it would be important to sensitise the communities about the management of information and custodians of financial records regarding CDF. This would help the local communities to provide effective checks and balances as well as demand for accountability from these mandated public office bearers.

The inactiveness or dysfunctional public participation platforms such as the WDCs contributed to the failure to mobilise and engage communities on topics such as the CDF. For this reason, some Constituency officials were heavily reliant on the conventional but ineffective means, such as newspaper and public advertisements and even radio, of reaching out the public. The Study observes that direct contact mechanisms with the communities was more effective, reliable and sustainable. In addition, the relevance of community involvement and consultation was being proven based on the experiences of Lukashya and Wusakile Constituencies. The local community members of these Constituencies were confident in accessing social services because they were sure that CDF funded projects were drawn from their submitted proposals upon after being consulted.

The Study observed that ensuring that communities were aware and well informed about the projects financed using CDF resources played a key role in encouraging communities to mobilise and participate in the processes. The contrast in this regard include the responses/reaction of the members of community to the CDF discussions in the Simoonga FGDs on one hand and Wusakile Constituency on the other hand. The discussants in Simoonga Ward were remotely connected to this subject while those in Wusakile, although not fully knowledgeable on the actual financing and management/administrative procedures of CDF, were engaged largely because they could identify and use the services provided as a

result of the CDF resources. With regards to the technical challenges such as delays, inconsistencies and inadequacies in resourcing CDF, a commonly known effect is the failure or non-completion of CDF funded projects.

The problems associated with the lack of access and use of CDF projects by local communities can mainly be linked to the failure by CDF implementing agencies adhering to the stipulated regulations especially as they relate to representation in the disbursement and utilization of Fund contained in the Constituency Development Fund Act of 2018, No. 11 of 2018. The Act in Section 5 (1) states that there is established a CDF Committee in each constituency and this Committee shall consist the following (GRZ 218:5-6). The following should consist this Committee;

- Two community representatives nominated by the Member of Parliament from the constituency;
- Three councillors in the constituency, two of whom are elected by the councillors in the constituency and one of whom is nominated by the Member of Parliament from the constituency;
- One representative of a chief where a constituency has one chief, or two representatives of chiefs where the constituency has two or more chiefs, nominated by those chiefs from within the constituency;
- A representative of the director responsible for planning at the local authority in which the constituency is located
- A representative of the director responsible for works or engineering services at the local authority in which the constituency is located;
- A representative of a civil society organisation operating in the constituency nominated by the Member of Parliament from the constituency;
- A representative of a religious organisation in the constituency nominated by the Member of Parliament from the constituency;
- The Member of Parliament from the constituency; and
- A representative of the director responsible for finance at the local authority in which the constituency is located

It is important to note that none of the selected research sites provided prove of meeting this criterion. Instead, the research reveals that some Committees only consisted a few Councillors and representatives from the Local Authority. In other cases, it appears that the configuration of consultations or involvement were shaped by the levels of community mobilization especially at WDC level or the community relations with the Councillor or MP. Other key representatives particularly those from non-Government or political sectors such as the traditional, public and religious leaders seemed not be part of this Committee. Yet, these are the groupings that have been effective in articulating and advocating for the interests of the public and local communities with regards to benefiting from the development public goods and services in Zambia. These actors would also be a reliable source of providing checks and balances on behalf of the local communities. It is therefore important for Government to ensure that each Constituency puts in place a full-fledged CDF Committee as guided by the Act before any of the CDF is made available to that particular Constituency

With regards to inconsistency, on one hand, Central Government and the implementing Ministry, namely Local Government, have insisted that the release of CDF will only be on the basis of approved accounts but the users of the Fund seem to be incapable in the areas of accounting for these funds within the stipulated time. In terms of the late disbursement of funds, evidence shows that even in

cases where Local Authorities submit their reports in time, Central Government and the Ministry of Local Government delay in releasing the next allocation. For this reason, some members of the community had resorted to building community schools by themselves and are selling products such as pumpkins to purchase building materials such as roofing sheets as were the cases in Lukashya and Wusakile Constituencies. But the main impact has been that since the inception of CDF in 1995, most of the projects have been largely social by nature. The failure to provide adequate CDF allocations and in a consistent and timely manner will mean that the social conditions of local communities will remain undeveloped or will deteriorate.

6.4. Monitoring, Evaluation and Sustainability of CDF Projects after Completion

The findings of the Study reveals that there were different levels of understanding among various actors in the selected sites of the Study with regards to the monitoring of the implementation of the CDF projects. In some cases, Local Authority representatives were of the view that this was the duty of the members of the public, while some mentioned the CDF Committee and others pointed to the Local Authority. In other cases, some respondents pointed to Sector Ministries and Central Government. According to the CDF Act of 2018 Provision 21, first and foremost, CDF projects shall be implemented by the "council," and where necessary with the assistance of a relevant department of the Government in the district in which the constituency is located (ibid:9). Secondly, under sub Section 5, a Committee or its agents shall monitor the project implementation on a monthly basis or as often as necessary depending on the nature and stage of the projects (ibid).

With regards to the evaluation of the CDF funded projects, the Act states that this exercise shall be carried out by a Committee which may include officers from an appropriate Government department and the exercise shall be done on completion of the project but before the disbursement of the following year's funds (ibid). However, the Act appears to be silent with regards to who is responsible for the sustainability of CDF projects after completion. Instead, the Act only states that a community "may," for the purposes elect a committee to represent the interests of that community during and after the implementation of the project. But it is equally as in line with monitoring, to ensure that the responsibility of ensuring the sustainability of CDF projects after completion is categorically and legally considered in the Act for the purpose of guaranteeing long term access and benefits to the targeted local communities.

6.5. Disbursement Patterns of CDF by Government and its Impact on the Lives of the Communities

In all the research sites, two key challenges were heightened in this regard. These included inconsistency in the provision and the late disbursement of CDF resources by the Central Government to the Local Authorities. One of the possible explanatory reasons could be that these areas, particularly at community level, had been neglected given the development approach that Zambia had been pursuing since the 1990s. The pursuit of "fiscal discipline," "cost-sharing" and 'market oriented" development implied that little resources were directed towards community social development – this included health, education, water and public sanitation. The CDF Act of 2018 in Section 9 states that the local authority shall disburse funds from the constituency account within the first quarter of each financial year or soon thereafter as soon as returns are received from the constituency showing an equivalent amount expended from the constituency account (ibid:5). This research has revealed that all the targeted constituencies have witnessed full annual cycles when CDF resources have not been made available. This is even in cases where the Local Government Authorities fulfil the requirement under Section 5 that obliges them to submit a record of the amounts received by a constituency and a record

of expenditure of the amounts so received to the Minister within thirty days after the close of the financial year together with a copy of the relevant bank statements.

The overall implication of the continued inconsistency in the provision and the late disbursement of CDF resources by the Central Government to the Local Authorities will include failure to complete on-going projects in time as well as failure to complete projects or embark upon new ones. This entails, ultimately, that the social living conditions of local communities in Zambia will continue to deteriorate or fail to be improved and expanded.

6.6. Disparities in CDF Allocation to Local Projects in health, education, water and sanitation

The disparities in the allocation of CDF were mainly influenced by the approach used to approve or disapprove proposed projects as well as the amount of resources made available or released to that in particular Constituency. For instance, the Livingstone Municipal Council uses the “Constituency-based approach” as opposed to the “Ward-based approach” employed by the other three Constituencies. This means that in the case of Livingstone, large-scale projects, that could be social in nature, stand a better chance of approval than community-based social development needs. Here, the main challenge lies in how to ensure that local communities directly benefit from such projects. But even within the Ward-based approach, other factors such as levels of community participation and consultation and the amount of CDF released, have an influence on how resources are allocated, to include Local Projects in health, education, water and sanitation. For instance, in Mongu Central Constituency, an old standing project, namely the Police post, is still being considered amidst demands for more social services while in Lukashya CDF was used to purchase a Grader for roads when local communities were demanding for more social services such as better schools.

PART SEVEN: CONCLUSION AND RECOMMENDATIONS

7.1. CONCLUSION

This Study was set out to establish the usage of Constituency Development Fund (CDF) in Zambia by using the areas of education, health, water and sanitation as cases in point. The main finding of the Study is that CDF resources, in the past to present, have been used to finance projects in these areas with a few deviant cases such as financing of law and order. However, the Study has revealed that future prospects for further investments in these social sectors using CDF are threatened by the following factors. First, allocation of resources is faced with different competing local community development needs. For instance, some interests seemed to be directed towards capital projects while others are focused on social projects. Second, the failure to adhere to the legal provisions, especially in terms of community engagement and public dissemination of information, financial in particular, has made the CDF vulnerable to abuse and misapplication.

Third, the low levels of knowledge about CDF in general, lack of access by the public to critical information about the management, administration and financing of CDF projects among the members of the public inhibits the prospects of communities to mobilise, articulate and influence the allocation and use of the CDF resources, including for social development causes. This has also undermined the prospects for community members to provide effective checks and balances as well as demand for accountability in the management and use of the CDF resources. Consequently, it has been less difficult for these resources to be subjected to abuse or misapplication. Finally, the consistent failure by Government to ensure that these resources are provided in a timely and adequate manner has affected the implementation of projects, thereby contributing to the prevailing poor social conditions experienced in most of the local communities in Zambia.

7.2. RECOMMENDATIONS

7.2.1. At Community Level

- The Planning Department of local authorities should strengthen the WDCs as the main platforms for community engagement, participation and involvement in the management and use of CDF allocation
- WDCs and community members should work together to develop a CDF Social Services Community Development Charter
- Local non-governmental-organisations should create community lobby and advocacy groups to champion the prioritization and monitoring of CDF funded projects in health, education, water and sanitation
- Establish inter-sectoral stakeholders' local community networks – to include education, health, water and sanitation institutions, NGOs and other influential local actors
- The Planning Department of local authorities need to translate and simplify information on CDF in local languages – management, administration and use of CDF

7.2.2. At Local Authority Level

- Need for Local Authorities to devise strategies on ensuring and monitoring that information on CDF is effectively disseminated to the local communities e.g. develop an Accountability Form which individual Councillors should produce as evidence of community engagement on CDF

- Need for the Local Authorities to design innovative and effective communication and information sharing mechanisms with local communities on CDF – these should be simplified and translated in the most appropriate language. Local and traditional events, including local performances and Public Day commemorations could be used to share information about CDF
- Need for the Local Authorities to develop tracking mechanism aimed at monitoring local community knowledge and participation in the CDF processes
- Need for the Local Authorities to facilitate or provide technical assistance in the development of monitoring and sustainability plans for the local communities
- Need to strengthen the systems of accountability and use of CDF

7.2.3. At National Level – Central and Local Government

- Need to prioritise social services delivery to local communities in national development processes
- Need to ensure that CDF are used to promote and improve social services and social conditions for local communities in Zambia
- Need to ring-fence a certain percentage of CDF allocations to Constituencies for social service provision and improvement
- Need address the bureaucratic challenges particularly in terms of inconsistency and delays in the release of CDF resources
- Need for the Ministry of Local Government to embark upon a nationwide popular education and awareness raising on CDF. The Ministry could partner with both Government and non-Governmental institutions in this regard
- Need to engage various media in reporting and disseminating information about CDF – beyond reporting cases of abuse.
- Need to ensure that the capacities of Local Authorities in accounting and reporting on CDF are strengthened and enhanced in order to ensure the efficient and effective use of these resources
- Need to strengthen the systems of accountability and use of CDF
- Need to ensure that cases of abuse, misappropriation and misapplication are conclusively dealt with in order to restrain these vices

Graphic Presentation of the Recommendations

| Recommendation | Responsible Actor/Stakeholder/Institutions |
|--|---|
| At Community Level | |
| ✓ Strengthen the WDCs as the main platforms for community engagement on CDF | -Ministries – National Development Planning, Local Government and the Local Authorities |
| ✓ Develop a CDF Social Services Community Development Charter | -NGOs (JCTR), WDC Committees, Local Authorities |
| ✓ Create community lobby and advocacy groups for the Charter | -NGOs (JCTR), WDCs |
| ✓ Establish Local Community Inter-Sector Networks on Social Services | -Education, Water, Sanitation Departments and Institutions, NGOs, Local Authorities, NGOs (Youth, Students, informal associations and Women groups), Traditional, Civic and Traditional Leaders |
| ✓ Translate and simplify information on CDF in local languages – management, administration and use of CDF | -Ministry of Local Government, Community and Development, Local Authorities, NGOs |
| ✓ Build the capacities of the WDC Committees and | -NGOs (JCTR), Local Authorities |

| | |
|---|---|
| representative Councillors on CDF and social service provision | |
| At Local Authority Level <ul style="list-style-type: none"> ✓ Devise strategies on ensuring and monitoring that information on CDF is effectively disseminated to the local communities ✓ Design innovative and effective communication and information sharing mechanisms with local communities on CDF ✓ Develop tracking mechanism aimed at monitoring local community knowledge and participation in the CDF processes ✓ Facilitate or provide technical assistance in the development of monitoring and sustainability plans for the local communities ✓ Strengthen the systems of accountability and use of CDF | <ul style="list-style-type: none"> -Ministry of Local Government, Community and Development, Local Authorities, JCTR -Local Authorities, JCTR, WDC Committees, Community Media houses, Churches, -WDC Committees, JCTR, MP -Local Authorities, JCTR, MP -Ministry of Finance, Local Government Ministry of Local Government, Local Authorities, WDCs, NGOs, Media |
| At National Level – Central and Local Government <ul style="list-style-type: none"> ✓ Prioritise social services delivery to local communities in national development processes ✓ Ring Fence a percentage of CDF for social service provision ✓ Address the bureaucratic challenges on CDF resources ✓ Embark upon a nationwide popular education and awareness raising on CDF. ✓ Promote media in reporting, awareness raising and coverage on CDF ✓ Strengthen the capacities of Local Authorities in accounting and reporting on CDF ✓ Strengthen the systems of accountability and use of CDF ✓ Ensure that cases of abuse, misappropriation and misapplication are conclusively dealt with | <ul style="list-style-type: none"> -Ministries – Finance, National Planning and Development and Local Government -Ministries – Finance and Local Government -Ministries – Finance and Local Government -Ministry of Local Government, Local Authorities, NGOs, Media Ministries – Information and Broadcasting, Local Government Ministries – Finance and Local Government Ministries – Finance, Local Government, NGOs (JCTR) Ministries – Finance, Justice, Local Government, NGOs (JCTR), Local Authorities, WDCs, |

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