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# **BEST PRACTICES IN CONSTITUENCY DEVELOPMENT FUND (CDF)**

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# ACRONYMS

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AGM	Annual General Meeting
ASAL	Arid and Semi-Arid Lands
BOG	Board of Governors
CACC	Constituency HIV/AIDS Control Committees
CBOs	Community Based Organizations
CCGD	Collaborative Centre for Gender and Development
CDC	Constituency Development Committees
CDD	Community Driven Development
CDF	Constituency Development Fund
CO	Constituency Office
CSOs	Civil Society Organizations
DC	MP District Commissioner
DDO	District Development Officer
DEO	District Education Officer's
DO	District Officer
EU	European Union
FGDs	Focus Group Discussions
GEEF	Gender Equality and Empowerment Framework
IDRC	International Development Research Centre
IEA	Institute of Economic Affairs
IPAR	Institute for Policy Analysis and Research
KIPRA	Kenya Institute of Public Research and Analysis
KRDT	Kikuyu Rural Development Trust Project
LASDAP	Local Authorities Social Development Action Plan
LATF	Local Authorities' Transfer Fund
LDCs	Locational Development Committees
MDGs	Millennium Development Goals
NARC	National Rainbow Coalition
NGOs	Non Governmental Organizations
OCPD	Officer Commanding Police Division

PCEA	Presbyterian Church of East Africa
PTA	Parent's Teachers Association
PWDs	Persons With Disabilities
SEPU	Schools Equipment Production Unit
SID	Society for International Development
SIDA	South Imenti Development Association
SPSS	Statistical Package for Social Scientists
TSC	Teachers Service Commission
UoN	University of Nairobi
WB	World Bank
WPA-K	Women Political Alliance-Kenya

# EXECUTIVE SUMMARY

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The *Constituency Development Fund (CDF)* is a strategy for devolution of resources. It was hoped that the strategy would enhance people's participation and power in decision-making processes; promote good governance, transparency and accountability. However, various issues and concerns have been raised regarding the CDF processes and structures and community participation in decision-making in the administration, management, monitoring and evaluation of the fund in various constituencies. As such, some constituencies have been termed as good constituencies and others bad constituencies in terms of CDF implementation. The research project on the 'Best Practices' in the Management, Structures and Processes of CDF sought to establish what the good constituencies had done differently by identifying 'Best Practices' in CDF implementation that could be replicated in other constituencies.

The research was carried out in 10 constituencies namely: Butula, South Imenti, Kitui Central, Kabete, Bahari, Dagoretti, Mbita, Kajiado South, Samburu West and Rongai. Participatory research methodologies such as Focus Group Discussions (FGDs), brainstorming sessions, case study method and questions were utilized during the research.

Various 'Best Practices' were documented from the visited constituencies, as indicated below, under the broad thematic areas of the study.

## **Management of CDF**

- Having professionals in CDF Committees;
- CDF committee's autonomy to run CDF affairs;
- Ability by the CDC to mobilize some resources from communities for CDF projects;
- Deliberate measures for gender equity;
- Deliberate measures to enhance participation of marginalized and vulnerable groups in CDF processes and activities;
- Strategic interventions/projects to target marginalized and vulnerable groups in the society;

## ***Information dissemination on CDF***

- Using people-friendly information dissemination mechanisms to share information on CDF with community members;
- Deliberate measures to enhance awareness on CDF among local communities;
- Deliberate measures to enhance publicity on CDF projects;
- Disclosure of CDF financial status to the members of the public

## ***Processes in CDF implementation***

- Transparent tendering procedures;
- Participation and Involvement of communities in identification and prioritization of CDF projects;
- Promoting accountability for CDF Funds;
- Inclusivity in composition of CDF committees, that is, ensuring that all categories of the society, for example, youth, women, the elderly, persons with special needs, men, are represented in CDF committees;
- Democratic selection of CDC members by allowing members of the public to participate in selection of CDF committee members;

- Capacity building of CDC and Project Committee members;
- Coordination and harmonization of funds to enhance efficiency;

### ***Structures***

- Active Locational Development Committees
- Utilizing existing structures in CDF implementation;
- Construction of Constituency Office to aid in CDF implementation;

Case studies (projects) were also documented. Such projects had succeeded in implementing some of the ‘Best Practices’ identified during the course of their execution. Such case projects include: Igokini-Kithakanaro Water Project and the Constituency Office in South Imenti Constituency; Olorika Primary School in Oloitoktok Constituency; Kambi ya Moto Secondary School Science Laboratory and Lengenet Maternity Ward in Rongai Constituency; Engineer Ngilu Mixed Secondary School in Kitui Central Constituency; Kingeero Police Post and Kikuyu Rural Development Trust Project (KRDT) in Kikuyu Constituency; and Samburu West Security Project in Samburu West Constituency.

### ***Findings***

It was found that, though community members from the various constituencies were happy with the various aspects of the CDF they felt that CDF can be further strengthened through reviewing the CDF Act and putting in place mechanisms for implementation of affirmative action for marginalized and vulnerable groups, separation of powers, civic education on CDF matters, increasing CDF allocation, enhancing transparency and accountability and participatory monitoring and evaluation of CDF activities. Efficiency in

releasing of CDF disbursements and proper coordination and management of all the devolved funds to avoid duplication of projects and double claiming was also emphasized.

### ***Recommendations***

The CDF has a great potential in transforming peoples' lives and turning around the Kenyan economy if better implemented and the funds optimally utilized. Strengthening CDF is therefore not an option but a prerequisite. Learning from the 'strategies that work' and infusing them within CDF implementation will add intrinsic value in promoting transparency and accountability in CDF processes.

Similar study on other funds can play a significant role in establishing some lessons that can be synergistic in promoting bottom up development development approach and achieve the most elusive sustainable development and peace.

# PREFACE

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This publication presents ‘Best Practices’ in CDF implementation that can be replicated in other constituencies. Since they offer excellent policy and institutional guidelines for effective CDF management based on a study conducted to identify the Best Practices in the Management, Structures and Processes of CDF. The study was carried out between 12<sup>th</sup> February 2007 and 3<sup>rd</sup> March 2007. However, it is worth noting that there was no single constituency that scored 100% in terms of ‘Best Practices’, that is, good CDF implementation. Some constituencies had many ‘Best Practices’ and few problems whereas others had very many problems and very few ‘Best Practices’. Nevertheless, the study documented ‘Best Practices’ in each of the constituencies irrespective of the constituency performance in terms of CDF implementation. It is important to note that the study also established other issues relating to CDF management and implementation which are not covered by this publication. Based on the intended purpose, this publication documents only the ‘Best Practices’ in CDF implementation as established by the study. In addition to the ‘Best Practices’, examples of model projects (Cases) which had integrated some of the ‘Best Practices’ in the course of their implementation are also highlighted in this publication. However, a detailed report of all the study findings can be obtained from the Collaborative Centre for Gender and Development (CCGD).

This publication is divided into five main chapters.

**Chapter I** gives background information and is divided into two sections. *Section I* gives a background of the Kenyan development patterns, trends and strategies. It provides a genesis of decentralization and devolution in Kenya and places the CDF in the right context. This section also examines the origin of CDF, its goal and objectives, management structure, approved funding levels, and other issues relating to CDF. *Section II* provides a background to the study and presents a justification for strengthening CDF implementation through learning and adopting ‘strategies that work’.

**Chapter II** which is the substantive section of this publication, has two sections. *Section I* highlights some of the key variables for the research and also captures some of the positive research findings. *Section II* presents, in detail, the ‘Best Practices’ in CDF implementation that can be replicated in other constituencies for better implementation of CDF.

**Chapter III** gives details of case studies (projects) that had managed to integrate some of the ‘Best Practices’ during their implementation. The whole study revolves around these Case Studies and it is from them that the study findings, recommendations and the way forward have been arrived at.

**Chapter IV** examines what needs to be re-examined for the CDF to work better. This section then proceeds to offer policy, legislative and institutional recommendations that are critical in enhancing and improving CDF implementation and delivery.

**In Chapter V** the publication is wound up with a conclusion and a way forward.

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# CHAPTER ONE

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## BACKGROUND AND INTRODUCTION

### SECTION I: ECONOMIC DEVELOPMENT PATTERNS, TRENDS AND STRATEGIES: KENYAN CONTEXT

After experiencing moderately high growth rates during the 1960s and 1970s, Kenya's economic performance during the last two decades has been far below its potential. As a result, per capita income continues to decline, from US\$ 271 in 1990 to US\$ 239 in 2002. The number of unemployed people continues to rise. By 2006, the unemployed constituted 14.6% of the labour force, with the youth accounting for over 45% of the total. The majority of the unemployed, though educated, do not have the necessary skills. In addition, the number of the working poor is staggering; comprising primarily, subsistence farmers, female headed households and pastoralists. Disguised employment is also a serious problem especially in the public sector<sup>1</sup>.

The sharp deterioration in economic performance has worsened the poverty situation. About 46% of Kenya's

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1. Economic Recovery Strategy for Wealth and Employment Creation (2003-2007)

population was living in poverty in 2006, an improvement from about 56% in 2001 and in contrast with about 45% in 1990. The number of people living in poverty has grown phenomenally over the last two decades, owing largely to increase in population size and a contracting economy. Though the majority of Kenyans continue to reside in rural areas, the number of people living in poverty is rising faster in urban areas than in rural areas. About half of the population of Nairobi is estimated to live below the poverty line. Over this period, the life expectancy for Kenyans has continued to decline from 58 years in 1988 to 44 years in 2003<sup>2</sup>. Child and infant mortality has also risen due to declining health standards.

The Kenya government has historically responded to the emerging social and public problems through the establishment of various decentralized financing mechanisms to address the underlying causes of poverty and inequality. After independence, the government established schemes such as the Kenya Tourism Development Corporation, the Agricultural Finance Corporation, the Industrial and Commercial Development Corporation and the Industrial Development Bank, to provide financing solutions to deep-seated problems and conditions in society. The government also came up with decentralization strategies such as, the District Focus for Rural Development, District Development Committees, to bring resources and services closer to the people.

Over the last two decades, and arising from a combination of factors and pressures, the government has increased the role of devolved funding and partial decentralization to initiate, implement, manage and finance community development

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2 Beyond CDF: Making Kenya's Sub-Sovereign Finance Work for the Socially Excluded

projects. The last decade saw the rise of the Local Authority Transfer Fund (LATF), the Community Development Trust Fund (CDTF), the Rural Electrification Fund, the HIV/AIDs Fund and the Secondary School Bursary Fund, among others. The last six years has seen the introduction of the Constituency Bursary Fund, Constituency Development Fund, the Youth Enterprise Fund and the Women's Enterprise Fund. The level and significance of devolved funding began to get critical attention in the media and local development community especially with the establishment of the Local Authority Transfer Fund and the Constituency Development Fund.

Devolved funds are significant for many reasons. They represent a departure from past practice of centralized planning, where the central government was the primary development agent, to a new regime where communities and stakeholders get to participate and determine their development priorities and allocate availed resources accordingly. Just as important is the rationale behind the new schemes such as Local Authority Transfer Fund and the Constituency Development Fund, which have introduced 'new' money at the community level and through need-based criteria that emphasizes allocation based on the prevalent poverty levels. This has seen poor and marginalized constituencies receive significant amount of amount of money injected directly into the local economy<sup>3</sup>. There has been much praise for the new emphasis on devolved funding. There are many in government and parliament who view this as a solution to much of the demand for community development finance at the grassroots level. There are many also at the community level and the civil society who see in it the potential for new financing to address socio-economic

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3 Significant reference has been made from Beyond CDF: Making Kenya's Sub-Sovereign Finance Work for the Socially Excluded by HBF and Billington Mwangi Gituto

problems that they encounter at the local level.

While this new mantra of locating responsibility for planning and allocation of resources for community development at local level is encouraging, there are critical issues that need to be addressed for devolved funding to provide a unique, strategic and much needed solution to the social, economic, cultural, environmental and other factors at the root of present inequality and extreme poverty. There exists a real need to raise the issues regarding devolved funding and the real impact and consequences to society, communities and the country. Bringing together a learning platform on the devolved funding by drawing critical lessons from studies and evaluations that have already been done is also fundamental.

## **Constituency Development Fund (CDF): An Overview**

### ***Introduction***

The Constituency Development Fund (CDF), which was established through the Constituency Development Fund Act of 2003, is one of the ingenious innovations of the National Rainbow Coalition (NARC) Government of Kenya. CDF is an annual budgetary allocation by the Central Government to each of the country's parliamentary jurisdictions-the constituencies. While there are several rules that govern the utilization of the Fund to ensure transparency and accountability, decisions over the utilization of the funds are supposed to be mainly by the constituents.

Unlike other development funds that filter from the central government through larger and more layers of administrative organs and bureaucracies, the funds under this program go directly to local levels. In essence, the CDF is intended to provide individuals at the grassroots the opportunity

to make expenditure choices that maximize their welfare in line with their needs and preferences. To the extent that the local population is better informed about their priorities, the choices made can be expected to be more aligned to their problems and circumstances. The CDF can therefore, be considered a decentralization scheme that provides communities with the opportunity to make spending decisions that maximize social welfare. The CDF is an example of what is generally referred to as Community Driven Development (CDD) initiatives that empower local communities by providing funds (often from the central government but sometimes from donor sources).

Efforts to anchor the CDF on a legal foundation commenced in 1999 when the first motion on CDF was moved in parliament. The motion required the government to devote 5% of government revenue to community-based projects. The motion was passed but then the government did not implement it. In 2001/2, a caucus of MPs was formed to lobby the minister for Finance to allocate the 5% to community based projects. Parliament, through the Ministry of Finance, amended the initial motion to reduce the percentage from 5% to 2.5%. In October 2002, the CDF Bill was drafted and presented to parliament in April 2003. The bill was passed in November 2003, thus establishing the Constituencies Development Fund (CDF) through an Act of parliament. As such, 2.5% of all the government ordinary revenue collected every year is paid into the fund.

CDF aims at redistributing national resources to the community to improve rural economy, alleviate poverty, create employment, and raise the standard of living of Kenyans. It seeks to bring services and facilities closer to the people so as to reduce poverty. CDF was intended to compliment other existing funds being directed at the

community level. These funds include the Local Authorities' Transfer Fund (LATF), Bursary Fund, Fuel Levy Funds and Roads Maintenance Fund, among others.

The CDF has four management organs, namely:

**1: *The Constituencies Fund Committee:***

This is a select Committee of the National Assembly that draws its membership from sitting members of Parliament (11 Mps and the Clerk of the National Assembly) charged with the responsibility of:

1. Considering and recommending to Parliament any matter requiring action by the National Assembly;
2. Considering referenced project proposals submitted from various Constituencies through the Board;
4. Considering and reporting to Parliament names of persons required to be approved under the Act;
6. The link between the CDF Board and National Assembly;
7. Overseeing the implementation of the CDF Act, 2003 and its subsequent amendments (CDF Amendment Act 2007) ;
8. Overseeing the policy frame work and legislative matters that may arise in relation to the Fund;
9. Continuously review the frame work set out for the efficient delivery of development programmes financed through the Fund.

**2: *The CDF Board:***

This is the national organ to oversee CDF implementation. Specifically the Board is mandated to:

1. Ensure allocation and disbursement of funds to every Constituency;
2. Ensure prudent management of the Fund;
3. Receive and discuss annual reports and returns from

- the Constituencies;
4. Ensure the compilation of proper records, returns and reports from the Constituencies;
  5. Receive and address complaints and disputes and take any appropriate action;
  6. Ensure timely submission to Parliament of various returns, reports and information as required;
  7. Review, scrutinize and approve Project Proposals from the Constituencies that are consistent with the Act;
  8. Refer Disapproved Project Proposals or any other policy issue, from the Constituencies with adequate reasons, to the Constituency Fund Committee for direction and consideration.

### ***3: The District Project Committees:***

It coordinates implementation of projects financed through the Fund. It ensures that no duplication of projects occur particularly where it is prudent to combine efforts on projects designed to benefit a large section or sector of a community traversing several constituencies in a district.

### ***4: The Constituencies Development Fund Committees:***

It is constituency based and consists of at least 12 people but maximum of 15 people. Members to this committee include;

- the elected member of Parliament ;
- two councilors in the constituency;
- one district officer in the constituency;
- two persons representing religious organizations in the constituency;
- two men representatives from the constituency;
- two women representatives from the constituency;
- one person representing the youth from the constituency;
- one person nominated from among the active NGOs

- in the area if any;
- a maximum of three other persons from the constituency such that the total number does not exceed fifteen;
- An officer of the Board seconded to the Constituency Development Fund Committee by the Board, who shall be ex-officio.

Its main task is to prioritize projects from the locations. The list of priority projects is then submitted to parliament by the area Member of Parliament. This committee is also charged with the management and implementation of CDF projects at the constituency level. The terms of office for CDF committee members is three years renewable or upon the appointment of a new committee in a manner provided for in the CDF Act, whichever comes earlier.

CDF funds community based projects which ensure that the prospective benefits are available to a widespread cross-section of the inhabitants of a particular area. Disbursements of the fund have taken this trend:

- Kshs. 1.2 billions for the first year, 2003/4
- Kshs. 5.6 billions for year 2004/5
- Kshs. 7.2 billions for year 2005/6
- Kshs. 10.08 billions for year 2006/7
- Kshs.10.1 billions for year 2008/09

Approved proportions of funding include;

- Administration - 3%
- Education Bursary - 15%
- Emergency Reserve - 5%
- Operation and maintenance of vehicles, equipments and machinery - 3%
- Sports Activities - 2%
- Monitoring and Evaluation - 2%

- Environmental - 2%

Although CDF takes a relatively small amount of national resources-2.5 percent of government's ordinary revenue collected every year, its impact in terms of poverty reduction can be significant if the funds are efficiently utilized. Since the Fund goes to the communities directly, it can stimulate local development through involvement of the local people in the Funds activities. As a result of the involvement of communities in decision making and monitoring resource use, CDF can result in high levels of efficiency due to selection of the projects in tandem with development priorities in particular localities, which is fundamental in achieving sustainable development. These efficiency outcomes can largely arise from the role that communities play in decision making and monitoring the use of funds.

There are indications that CDF is helping provide services to communities that for many years did not benefit substantially from government services. In particular, the poor have in the past experienced serious problems accessing basic services that are now made available through CDF. In this regard, if the CDF initiative is properly implemented, it can play a significant role in the achievement of the Vision 2030 objectives, which are overly geared towards enhancing economic growth and poverty reduction. Nevertheless, there are increasing concerns about the utilization of CDF which suggest that the funds are not being utilized optimally.

Given the importance of this Fund, it is critical to strengthen the institutional, design and implementation aspects of the CDF. This will be instrumental in enhancing the efficiency in the utilization of funds and reinforcing CDF implementation by promoting citizens participation in CDF processes and activities.

## SECTION II: THE STUDY

### **Introduction**

The Constituency Development Fund Bill was established through an Act of Parliament, CDF Act, in 2003. The aim of the CDF is to devolve national resources at the community level with the aim of spurring economic development at the grassroots level, which would then translate to overall national economic growth and poverty reduction. The spirit of the CDF was in recognition of the fact that devolving funds to the community was crucial as it would strengthen the capacity of the people at the local level to exercise economic governance in an effort to spur development at the grassroots level. This would enable communities to allocate resources to priority projects that would address their economic needs towards poverty alleviation.

It seeks to avail resources to the local people and fund development projects at the constituency level to achieve bottom up development and improve the economic status of all people. Ultimately, the CDF, as was envisaged, would lead to poverty reduction, improved well-being of Kenyans and political empowerment of Kenyan communities. The fund is intended to compliment other existing funds being directed at the community level. These include LATF, Bursary Funds, HIV/Aids Funds, Fuel Levy Funds, Roads Maintenance, etc.

It is estimated that each of the 210 constituencies countrywide receives at least Kshs 35million annually. However, specific allocations to constituencies are

based on the following criteria;

- 75% of the fund is distributed equally among all the constituencies.
- The remaining 25% is allocated based on National Poverty Index and the population size of each constituency.

CDF is intended to transform the economic well being of local communities leading to poverty reduction. In addition, it was hoped that the CDF and devolvement of funds in general, would enhance people's participation in decision-making processes; promote good governance and promote transparency and accountability.

### **Problem Statement and Justification**

There has been a lot of criticism, from various quarters, on the way the CDF is managed and implemented. This has prompted many organizations and institutions at the local, regional and international level to do various studies on CDF; interrogating various aspects on CDF, such as inclusivity in CDF administration and management, its effectiveness in poverty reduction, gender budgeting and CDF, CDF vis-à-vis employment and wealth creation, gender dimensions in CDF allocation and distribution, efficiency of CDF structures and organs in CDF implementation and delivery, gender perspectives in accessing CDF resources, transparency and accountability in CDF processes. Organizations and institutions such as Society for International Development (SID), European Union (EU), World Bank (WB), Abantu for Development, Women Political Alliance-Kenya (WPA-K), Institute for Policy Analysis and Research (IPAR), Kenya Institute of Public Research and Analysis (KIPRA), Institute of Economic Affairs (IEA), University of Nairobi (UoN), Parliamentary Select Committee on CDF, mainstream media groups, among others, have done a lot of work on CDF. As

a result of this work, some constituencies have been said to have done well in terms of managing the CDF funds and implementing the CDF funded projects, which has been significant in changing people's lives in such constituencies. Other constituencies, it has been said, have performed poorly in managing the CDF funds sometimes leading to freezing of CDF funds by the National Management Committee on CDF for such constituencies, which has had far reaching implications on the constituents' well being.

It was, however, not clear what the good constituencies had done differently to realize success in CDF management and implementation. In this respect, the Collaborative Centre for Gender and Development (CCGD) with financial support from International Development Research Centre (IDRC) carried out a Pilot Project on identifying the Best Practices in the Management Structures and Processes of CDF.

## **Goal of the Study**

The study aimed at identifying the best practices in the management of the Constituencies Development Fund that could be replicated elsewhere towards the achievement of the spirit and objectives of this fund. This was in recognition of the fact that transparency and accountability in CDF implementation is critical for citizens' economic and decision making empowerment and poverty reduction. The study sought to contribute to the creation of better institutional and administrative frameworks for initiatives of CDF funds and empowerment of the communities in making choices and decisions for themselves as well as monitoring the funds. This would promote transparency and accountability in the utilization of Constituency Development Funds and ensure empowerment of citizens, especially women to participate and benefit from CDF funds.

## Study objectives

The main objective of the study was to identify best practices in the institutional and administrative practices in transparent and accountable utilization of Constituency Development Funds and the empowerment of the citizens, especially women, to ensure the same.

Specifically, the study intended to;

- 1) To assess and analyze the institutional and administrative procedures to ensure transparency and accountable management of CDF funds.
- 2) To identify the processes that contributes to the empowerment of the communities to make decisions and to monitor the utilization of the CDF resources.
- 3) To examine the linkages, information sharing and feedback mechanisms between the CDF structures from the National to the Grassroots level
- 4) To document other activities and processes carried out in relation to CDF.
- 5) To disseminate research findings to the stakeholders

Principally, it was envisaged that the information generated would be used for policy and legislative reforms particularly influencing the CDF law for better CDF delivery to Kenyans. It would also be used for capacity enhancement and awareness creation for adoption of best practices for better management and administration of CDF.

## Study Design

The study was preceded by the following activities;

- *Literature review on CDF*: This was carried out so as to review the existing information on CDF. This provided background information on the fund, which enhanced understanding of the CDF ensuring that

the project would be implemented from an informed point of view. This also shaped the direction of the project by synthesis and integration of crucial existing information and tailoring the project to address the missing links as informed by the project goal and objectives.

- *Review of the literature review findings:* The literature review findings were then presented to a panel of experts for critique and input.
- *Development of data collection tools:* The information gathered during the desk study and the experts meeting was used as a baseline for development of the data collection tools for the field research on CDF funds. The tools were intended to collect qualitative and quantitative data on various aspects of the management structures and processes of CDF, which would be significant in establishing the best practices in CDF management and processes. Questionnaires were used for collecting quantitative data while checklists for focus group discussions, documenting case studies and interviewing key informants were used for collecting qualitative information.
- *Review of the draft data collection tools:* To strengthen the data collection tools, the draft tools were tabled before a panel of experts for their input at a peer review meeting.
- *Development of recruitment guidelines:* These were for the constituency mobilizers and the field assistants. They were developed by the CCGD in collaboration with research experts from University of Nairobi.
- *Identification and recruitment of constituency mobilizers and field assistants:* Recruitment guidelines were used during this recruitment. After a thorough screening process, 20 field assistants (12 females and 8 males) and 10 mobilizers (7 males and 3 females)

were selected. The field assistants would administer questionnaires to the general public respondents. The mobilizers would mobilize the target respondents in particular constituencies and prepare the research schedule before the actual field research commenced.

- *Training of the constituency mobilizers and the field assistants:* To ensure that the mobilizers and the field assistants clearly understood the study and the data collection exercise, a two days training for them was organized and executed. Also all the Lead researchers, some of who facilitated the training, attended. They were trained on gender responsive methodologies, sampling and mobilization techniques. They were also taken through the data collection tools to familiarize themselves with the instruments they would use in the data collection exercise.

## **Study Geographical Coverage**

The study was carried out in 10 (ten) constituencies drawn from 7 (seven) provinces. The constituencies are:

1. Kabete (Kikuyu) – Central Province
2. Dagoretti – Nairobi Province
3. Bahari – Coast Province
4. Mbita – Nyanza Province
5. Imenti South – Eastern Province
6. Kitui Central – Eastern Province
7. Rongai – Rift Valley Province
8. Butula – Western Province
9. Kajiado – Rift Valley Province
10. Samburu West – Rift Valley Province

## **Sampling**

The (10) ten constituencies were selected using purposive sampling. The selection was based on:

- Geographical/regional spread;
- Perceived good performance in management and implementation of CDF, principally based on National Ranking on CDF implementation;
- Poverty index;
- Ethnic diversity;
- Female led constituencies; and
- Urban/rural dichotomy.

## **Study Administration**

A team of 7 (4 females and 3 males) lead researchers guided the data collection exercise. This team was assisted by 10 constituency mobilizers (7 males and 3 females) and 20 research assistants (12 females and 8 males) recruited by the CCGD. The constituency mobilizers and the research assistants were expected to be fluent in the local language spoken in their constituencies. As such, they were drawn from the sampled ten constituencies.

In each constituency, one mobilizer and two research assistants helped the lead researcher to collect data. The constituency mobilizer identified the respondents for the focus group discussions, case studies, as well as booking appointments with key informants. This was done a week before the field work. The mobilizer also assisted the lead researcher in conducting Focus Group Discussions, interviewing the key informant and recording the case studies. The research assistants administered questionnaires to the identified general public respondents. The lead was the overall coordinator of the data collection exercise in a particular constituency and also conducted the Focus Group Discussions, interviewed the key informants and documenting the case studies.

## **Target Groups**

The study targeted the following categories:

- Constituency development committee members,
- Project committee members,
- Women,
- Youth,
- Elderly,
- Persons with disabilities,
- Key informants such as
  - Members of Parliament,
  - Contractors (for CDF Projects)
  - CDF managers,
  - Government officials in CDF committees such as DOs,
- Local leaders such as chiefs, assistant chiefs, etc
- Opinion leaders
- Beneficiaries of CDF projects,
- Members of the general public.

A gender perspective was adopted and integrated throughout the study. Gender was one of the key variables taken into consideration during sampling of the target groups. Other variables observed when selecting the respondents included; Education level, Social economic status, Age, Occupation, Marital status.

## **Research Instruments**

The study utilized both quantitative and qualitative research methodologies.

For quantitative data, questionnaires were used as the instruments of data collection to collect information from the general public. The researchers ensured that a representative sample was obtained.

To gather qualitative data, *Focus Group Discussion Guides* were used for, Constituency Development Committee (CDC) members, Project Committee members, Women, Youth and People with Disabilities (PWDs).

A *Key Informant Interview Guide* was used to conduct interviews with Key Informants, for example, Members of Parliament, CDF managers, government officials in CDF committee such as DOs, local leaders such as chiefs, beneficiaries of CDF projects.

In addition, a *Case Study Checklist* was used to aid documenting case studies and best practices. A *Context Analysis Checklist* was used to gather information on CDF processes from the CDF offices. Non participant observation was also used to supplement the other data collection methods.

## **Methodological Approach**

### **Conceptual framework**

The study approach strategy was anchored on the *Gender Equality and Empowerment Framework (GEEF)*. The *GEEF* recognizes that it is important to empower men and women to make decisions on matters that affect their lives. It is not enough to devolve funds at the community level if the beneficiaries don't have any power to make decisions over those resources. In most cases, the poor constitute the majority of the grassroots population. In as far as CDF is concerned, they may not be in a position to challenge existing power relations unless they are conscientized to such level that they begin to understand the fundamental structures that perpetuate their oppression and continued poverty. This is the level that Sarah Longwe calls level three in her *Gender Equality and Empowerment Framework*.

Through the conscientization process, people begin to understand why they live in the conditions they find themselves. They begin to understand social structures that keep them in their poor state, why they have remained trapped at the welfare and access levels and are unable to participate in decisions that affect their lives and control them. The ultimate goal of this framework is to ensure that men and women have control over their own resources and participates in decision making on issues that affect their lives. The study took the view that the CDF management and implementation should move in this direction. The framework recognizes that for the CDF to achieve the desired results, it is critical that issues of men's and women's access to the CDF resources, participation in identification of priority projects, participation in allocation of resources, participation in decision making on issues relating to CDF, participation in implementation, monitoring and evaluation of CDF activities, are given due consideration.

Based on the above conceptual framework, the study was also informed by the spirit of Participatory Action Oriented Research and Ethno-Methodology. The reason behind this is that:

- 1) Constituency Development Fund is aimed at providing resources to people at the community and allowing them to make decisions on what their immediate needs are and address them.
- 2) Constituency Development Fund is an indication that centralization both of power and resources has not addressed the immediate needs of the communities.
- 3) CDF is seen as one of the strategies to address poverty.

The underlying principle of Participatory Action Oriented Research is that people have the power to transform their environment and in doing so, transform their lives as well. It also believes that through action, people learn and generate knowledge that in turn help them to improve their situation. In addition, the approach was guided by the principle that devolution of resources should:

- Strengthen the capacity of the people at the local level to exercise self governance;
- Enhance the people's participation in the decision making processes;
- Ensure equitable distribution of resources;
- Promote efficient and effective delivery of services;
- Ensure the participation and access to resources by marginalized groups;
- Promote good governance, transparency and accountability;
- And ultimately, ensure poverty reduction, improved well being of Kenyans and political empowerment of communities.

Ethno-methodology recognizes that human communities are not just communities of naïve actors. They are also communities of analysts who reflect and analyze and pass judgment on their own actions. For ethno-methodology, the work of individuals is on the whole directed by their own consciousness of the judgmental expectations of their community. Thus, ethno-methodology facilitated the community to look at itself and its activities in relation to CDF and evaluate the success or otherwise.

In this respect, the approaches guided us in identifying the best practices.

## **Research Methodologies**

In context of the above approaches, the following participatory research methods were used to collect quantitative and qualitative data.

### ***1. Focus Group Discussions (FGDs)***

FGDs were held mainly with Committees, for example, CDF committee, Locational committee where available, project committees. This tool helped the members of the committee to address the questions related to their area, for example, project selection if we are dealing with Constituency committees, project identification if we are dealing with Locational Development Committees. The FGDs aided in discussing attitudes and beliefs, participants' feelings and expectations as well as observe their reaction to the process, which may not have been captured by individual interviews. FGDs focused more on theoretical and exploratory issues.

### ***2. Brainstorming Sessions***

Brainstorming sessions, which were almost similar to FGDs, were held with project committees and Locational committees. The brainstorming sessions helped to define the problem, generate ideas about the causes of the problem and even about the problem itself. It also helped in generating information to resolve the identified problems. The six questions of Who? What? When? Where? Why and how? were used to generate data. The brainstorming sessions focused more on practical and strategic issues.

### ***3. Documentation of Case Studies***

This involved identification of projects or processes that the communities consider successful. In the case of projects for instance, we got data on the birth of the idea, how the project was started, process of consultation and project identification, project description, who participated at what

stages, material sourcing, amount of money spent, benefits of the project and lessons learnt. This documentation was done in groups as well as using individual interviews.

#### **4. Observation Method**

This involved researchers attending meetings of CDF committees, for instance, and observing what was going on. It also involved visiting a number of the ongoing projects in the constituency and recording the observations.

#### **5. Questions**

Questionnaires to interview residents of the constituents at Locational level were used. The respondents were selected at random. The questionnaires principally collected quantitative data.

### **Data analysis**

Different data analysis methodologies were used for the different kinds of data collected.

Quantitative data, which was collected using structured questionnaires, was analyzed using the Statistical Package for Social Scientists (SPSS). Prior to the analysis, a Codebook for the various quantitative variables was prepared. The Codebook was prepared based on the numbering system of the questionnaires (all the questionnaires had been numbered before data collection for ease of referencing). All the quantitative variables were chronologically arranged with respect to the questionnaire outline. This ensured that the correct code was entered for the correct variable. The data, in form of the coded variables, was then entered into the SPSS sheets. Data entry was followed by data editing. This exercise ensured that every data entered for each questionnaire in each variable was correct. By using the coded variable number and the questionnaire number, it

was easy to identify and rectify mistakes performed during data entry. Data cleaning then followed where unnecessary and erroneous data was removed from the Master SPSS sheet. After verifying that all data entered was correct, data analysis using the various SPSS tools was then conducted and various tables, graphs, pie charts were developed for ease of data presentation and clarity.

For qualitative data, which was mainly gathered from key informant interviews, Focus Group Discussions, brainstorming sessions and from observation, a qualitative data checklist was developed. It was the principle guide in qualitative data analysis. The checklist was clustered along main themes of the research to ease consolidation of information and interpretation. The main themes in the checklists included; Identification and Prioritization of CDF Projects; Awareness of CDF Projects; Types of Projects Funded; Targeting of Marginalized Groups; Impact of the CDF Projects; Tendering Systems; Disbursement of Funds; Transparency and Accountability; Monitoring of Projects; Best Practices; Success Stories. The checklist made it possible to put together scattered information under a particular theme. This in turn greatly aided in interpreting information under these main themes.

For recorded information, transcription and transliteration were used. The verbatim records were important in generating powerful quotes from the interviews to reinforce the data presented after the analysis. They also provided a back up for crucial information which could not have otherwise been noted down by the interviewer when writing.

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# CHAPTER Two

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## BEST PRACTICES

### SECTION I: STUDY FINDINGS

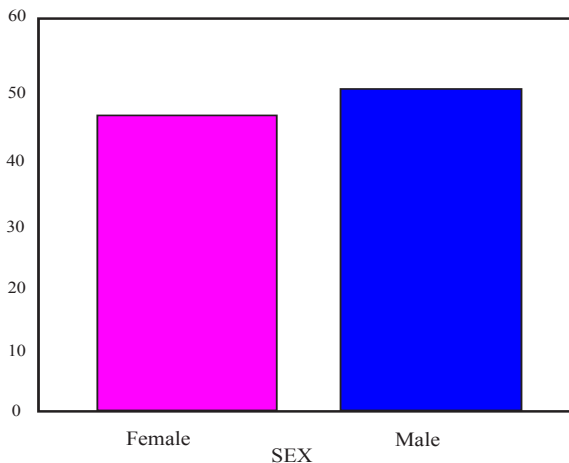
#### Introduction

This section covers some of the significant variables of the research as well as some of the positive findings from the research.

#### Profile of the Respondents

From the ten constituencies, 500 respondents were interviewed, 47.8% of them were women and 52.2% were men as illustrated by the chart in (Figure 1).

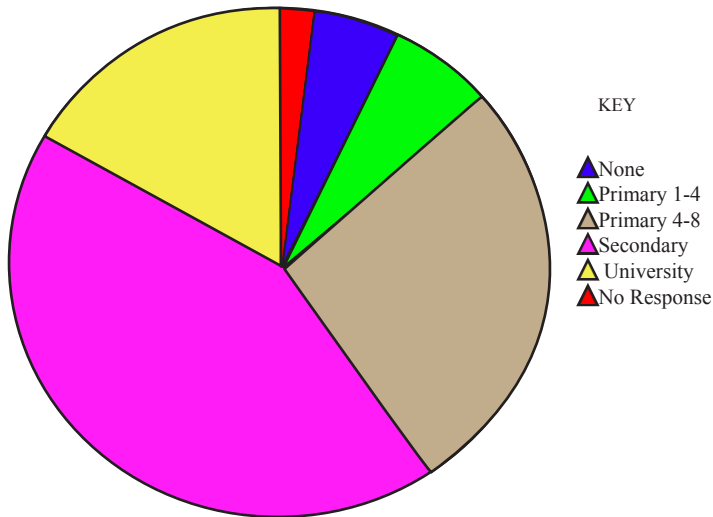
Figure 1: Respondents Gender Distribution



The respondents' ages ranged from 16 to 76 years. The mean age of the respondents was 38.3 years and the median 33 and hence, majority of the respondents for this research appear to be in their early 30's.

A significant percentage of the respondents (53.0%) were married. Of these, 41.7% were female and 58.3% were male. Singles accounted for 38.4% (50.8% female, 49.2% male) and the separated were a paltry 2.4% (66.7% female, 33.3% male). A very minute percentage of the respondents were divorced 0.2% (100% male) and the proportion of widowed stood at 3.2% (82.3% female, 18.8% male).

Figure 2: Level of Education



The importance of education in community development cannot be gainsaid. It is for this reason that the respondents' level of education was examined. Only 15.9% (39.2% female, 60.8% male) of the respondents had attained University education while 6.6 % (54.5% female, 45.5% male) had never been to school as shown by the pie chart in Figure 2.

## Respondents' Occupation

The respondents were also asked to state their occupation. A large number, 41.6% (42.5% female, 57.5% male) were self-employed while 24.5% (50:50) were unemployed as illustrated in the table below. The average income for the respondents was Ksh. 9764.

**Table 1: Respondents Occupation**

Sex	OCCUPATION							
	Not Employed		Permanent Employment		Temporary Employment		Self Employment	
Female	61	50.0%	49	54.4%	27	49.1%	88	42.5%
Male	61	50%	41	45.6%	28	50.9%	119	57.5%
Total	122	100.0%	90	45.6%	55	100.0%	207	100.0%

## People's views on CDF

The over 500 people interviewed during the study gave varied and diverse views on various aspects of CDF. They said the following *good* things about the CDF:

- They were happy that CDF is here to stay and it will not depend on any particular person or government since there is a law, which will always ensure that every year there will be money allocated to CDF. This is the CDF Act, 2003.
- People do not have to go all the way to Nairobi to get information and submit their proposals. The CDF office at the constituency level does all this and it is accessible to most of the people.

- Being members of local project committees, which are in charge of implementing projects at the local level, the local people can oversee implementation of CDF funded projects and monitor the projects status.
- The CDF has (to some extent) given the local people an opportunity to come up with their own ways (in terms of projects) to address their own developmental problems.
- It has led to the initiation of development projects at the local level thereby availing financial resources at the grassroots level, thus, empowering communities economically. (This varies from one constituency to another).
- It has enhanced accessibility of health care services to majority of the Kenyans especially in the rural areas. One respondent noted that cases of women giving birth at home have reduced as health services have been brought closer to the people. CDF has greatly contributed to the increase of Health Facilities from 4,557 in 2003 to 4,912 in 2005.
- It has led to the expansion of education infrastructure through construction of new schools countrywide. This has improved accessibility of education to Kenyans especially to boys and girls at the primary and secondary school level. Parents are relieved from building classrooms. Respondents also reported that they are relieved from the burden of constantly repairing mud walled classrooms as their children now learn in favourable conditions. The increase in the number of schools and classrooms has increased enrollment rates and reduced crowding in schools.

Schools have been equipped with books, desks, chairs and laboratory equipment. Dormitories and laboratories have been constructed, renovated or expanded. This, coupled with the gains of free primary education, has increased primary school enrolment to 7.6 million by 2005. The Head teacher of Olorika Primary School in Kajiado, talking about CDF contribution to his school said,

*“Education in this school has improved greatly. As a matter of fact, the school is rated as the best improved school in Loitokitok and we are going to improve further.”*  
CDF had constructed 6 classrooms in the school.

- In addition, the CDF bursary fund has enabled needy children from poor backgrounds to acquire education, especially in secondary school.
- The vocational training institutes have provided the youth with a chance to pursue several courses and to learn life skills.
- The CDF has contributed significantly to improvement of infrastructure particularly in rural areas and regions with high agricultural potential thereby making many areas accessible and hence, improving transport and communication. For instance;
  - More rural access roads have been constructed,
  - More feeder roads have been built,
  - Bridges have been erected to connect towns and villages,
  - Drainage systems have been improved and expanded especially in urban and peri-urban areas.

The CDF has played a pivotal role in reducing the percentage of roads in poor state to 32% by 2005. This has increased efficiency in transport and communication which has improved citizens' well being

- In some areas, such as South Imenti, CDF has enhanced agricultural productivity by availing seeds to farmers at subsidized rates. Farmers pay only 50% of the cost of seeds (tissue-cultured banana seedlings).
- Women, in particular, were happy that through the CDF many boreholes have been sunk, water wells rehabilitated and maintained and piped water availed to villages and slums. This has enhanced accessibility to clean, healthy and safe drinking water to men and women. This has contributed significantly to community development through improved health by reduced water borne diseases, reduced time to fetch water thus spending more time in productive activities, irrigation and fish farming. In Butula Constituency, the water is used for irrigation and has assisted in the growing of sugarcane. Respondents in Bahari constituency reported that people used to fetch water from rivers which were not clean but now community members can access piped water thus improving their health status. In Maralal, the water projects have revolutionized the lives of women and men. Women had formed groups and were in the process of starting collective vegetable farming through irrigation. The CDC also encourages men to start dairy farming to replace the keeping of indigenous cattle.
- In some areas, it has led to improved security by constructing police posts at the local areas.

- Employment for local residents has been created as people are hired to provide labour in various CDF funded projects. Youth have been employed as builders and women involved in catering enterprises have experienced a boom in business.
- Construction and rehabilitation of recreational facilities such as social halls, stadiums, playing grounds, has been of major benefit especially to the youth since it has given them an opportunity to engage in extra-curricula activities thereby, reducing idleness and developing their talents.
- The CDF has supported construction of Constituency Office where members of the public can go for support and access any information they may require. Kabete and South Imenti have such an office where people go for information, meetings, job seeking. This office had also brought the MP closer to the people and a venue where the MP can meet the constituents to hear their concerns.

The people felt that if the CDF can be better implemented, through involving them in all the CDF processes and activities, it can play an integral role in stimulating local development and addressing local pressing needs.

## **SECTION II: BEST PRACTICES**

The study established ‘Best Practices’ that could be replicated in other constituencies since the case histories can provide excellent guidelines for policy making and planning.

Highlighted below are a few creative, successful and sustainable practices that have improved service delivery. The initiatives which merit being called *Best Practices* were innovative, made a difference in the quality of life of the community members, were sustainable and have the potential for replication in other constituencies. The following are some of the Best Practices, in details, identified by the study. They are clustered along the main themes of the research.

## **1 Information dissemination on CDF**

### ***i) : Enhanced awareness on CDF among local communities***

The study assessed the community's levels of awareness of CDF and the opportunities available to them in the CDF. Given the fact that CDF was introduced as a means of realizing community based development, it was encouraging to learn that nearly 60% of the respondents knew where the CDF office was located. This implies that they could engage in CDF activities or access CDF resources. Further analysis on the gender distribution of those who knew where the CDF office was located revealed that 42.2% were female.

About 50% of the respondents stated that they had visited the CDF office. Most of the enquiries to the office were related to the CDF education bursary. Of those who had not visited the CDF office, 53.9% were female. In some constituencies, majority of the constituents were not aware about the CDF and they could not differentiate it from other funds. A respondent in Samburu has this to say:

*"We are in the dark about CDF. At least I am learned and I can get information through newspapers and other modes of communication but many folks in this*

*village or rather in this market, do not even know the difference between the MP's money (CDF) and the councillor's money (LATF)."*

However, those constituencies that were doing well in terms of CDF implementation such as *Bahari, South Imenti, Kabete and Dagoretti*, had majority of the constituents aware about the CDF and its activities and were making constant enquiries on various issues relating to the CDF. Deliberate measures were used to give people information on CDF in such constituencies.

***ii): People-friendly dissemination of information mechanisms on CDF***

Information about the funds received is availed to community members mainly through barazas, the CDF offices and in a few cases, through the constituency CDF website; for example, Kitui Central. On whether the respondents had heard of any community meetings to discuss CDF, 52.4% (49.8% female, 50.2% male) answered in the affirmative. The most common means through which the respondents had become aware of these meetings was Barazas at 34.5% (42.2% female, 57.8% male), followed by communication through friends and relatives at 24.5% (53.1% female, 46.9% male), then public notices at 19.5% (47.1% female, 52.9% male). The radio, TV and Newspapers were the least popular means through which the respondents heard of these meetings. See Table 2 below;

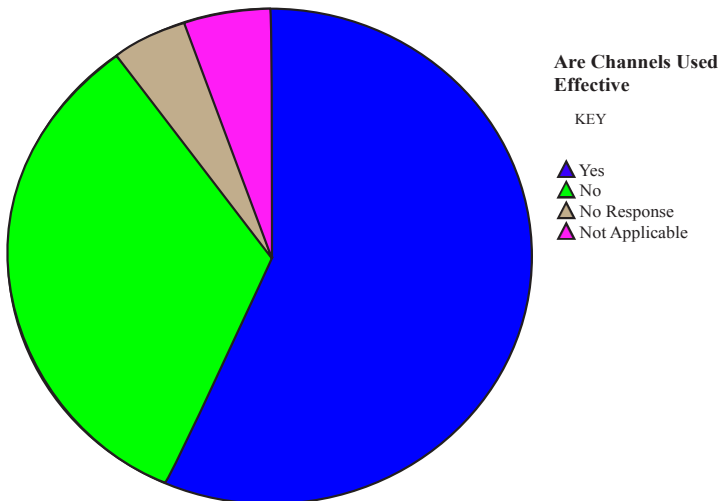
**Table 2: Means of Knowing About the CDF**

	SOURCE OF INFORMATION ON CDF						
Sex	Baraza	Radio	News paper	Public Notices	T.v	Friends/ Relatives	Others
Female	38 (29%)	9 (7.0%)	1 (.8%)	24 (18.6%)	0 (.0%)	34 (26.4%)	23(17.8%)
Male	52 (39.4)	5 (3.8%)	1 (.8%)	27 (20.5%)	1 (.8%)	30 (22.7%)	16 (12.1%)
Total	90 (34.5%)	14 (5.4%)	2 (.8%)	51 (19.5%)	1 (.4%)	64 (24.5%)	39 (14.9%)

56.4% (52.1% female, 47.9% male) of the respondents felt that the channels used by CDC members were effective as shown in Figure 3.

The means to use for disseminating information on CDF should be taken into consideration and should be of great concern to the CDF committees as they plan their dissemination programmes.

**Figure 3: Efficiency of Channels Used**



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The constituencies that were doing well in CDF implementation used people friendly means of information dissemination on CDF, for example, Barazas, public notices and word of mouth to let people know about various issues surrounding CDF in their constituencies.

***iii) : Enhanced publicity on CDF projects***

Publicizing of all the CDF funded projects in a gender friendly manner, for example, announcing in churches, Barazas, pinning the list of projects in strategic areas, such as, entrance to the market, schools, churches, submitting list of projects to heads of women groups/merry go rounds to read out these projects to members when they meet, having a bill board for all CDF funded projects, has enabled men and women to know which projects are funded by which particular devolved fund. They are therefore able to monitor the implementation and completion of the CDF Funded projects. They also hold their leaders accountable if some projects are not completed, take too long to be completed or when completed projects are shoddily done. Also, if other devolved funds, such as, LATF falsely claim ownership of a CDF funded project, the residents protest. This was the case in *Bahari, Rongai, Kajiado Central, Matuga, Kitutu Chache, Dagoretti and South Imenti*.

***iv) : Disclosure of CDF financial status to the members of the public***

In most constituencies financial information relating to CDF was withheld from the public. However, in some constituencies such as *Bahari, South Imenti and Dagoretti* information on the CDF amount received in a particular year and how it has been spent in terms of all funded projects, tender awarded and the amounts, success bidders for various projects, project status, was disclosed to members of the public. In addition, CDF books of accounts were

open to public scrutiny. This enhanced transparency and accountability in CDF activities. This promoted public trust in relation to the administration and management of CDF in such constituencies.

## 2. Management of CDF

### ***i) : Professionals in CDC***

Having professionals in CDC members proved to be a critical ingredient towards steering the CDF in the right direction. CDCs that were dominated by professionals, for example, in *South Imenti, Bahari* and *Dagoretti*, provided valuable input in management, advisory and supervision of CDF projects. Such CDCs provided visionary leadership and informed rationalization for the projects to be funded by CDF funds based on practicability and the felt needs of the members of the community. Where CDC members were just picked without any professional and academic qualification, this kind of leadership was lacking and this is where the MPs' powers on CDF were supreme leading to none or slow implementation of the CDF projects.

### ***ii) : CDF committee's autonomy***

Autonomy of the CDC was identified as a key factor in successful implantation of CDF. Members of the CDC are in touch with the people and they understand the people's issues and concerns better since they stay with them. Therefore, when they are left to run the CDF with minimal MP interference, they are better placed to address people's needs and priorities by selecting projects that the people actually want. In constituencies where the MP was just an advisor or patron such as *Dagoretti, Bahari* and *South Imenti*, the CDC executed its mandate very well. MPs are rarely on the ground and they may not properly understand people's problems. Where they had a stronghold on the running of

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the CDC, CDF programmes and projects didn't move or moved at a snail's pace.

***iii) : Deliberate measures for gender equity***

Deliberate measures such as implementation of affirmative action to ensure equitable representation of men and women in Constituency Development Committees has ensured that interests of men and women, girls and boys are taken on board when making decisions related to the CDF including prioritization of projects and selection of proposals. This has had a positive impact of ensuring that projects selected address the needs and concerns of men and women in society. This has ensured that men and women, boys and girls benefit from the CDF funded projects as well as promoting their participation in such projects. Constituencies like *South Imenti* has a policy that at least one-third of the members of SIDA's (the structure under which CDF is implemented) decision making structures, including committees at all levels must be from either sex. Of the 3 senior-most decision making positions at least 1 for them must be occupied by a member of either sex. In constituencies where there was a policy for equitable representation of men and women, and therefore high number of women in CDF structures at all levels, the CDF was very successful since it actually addressed men and women needs. The constituencies with the highest number of women in the CDC beyond the two provided by the CDF Act include; *Dagorretti* and *Bahari* had six women, *Kitui Central*, *Kabete*, and *South Imenti* had five women each, *Mbita* four and *Samburu West* three women.

During the implementation of CDF funded projects, numerous meetings are held. Participation of men and women in these meetings is fundamental since crucial decisions are made that affect execution of CDF projects. Men and women look at things differently and they have different views on

different issues. Thus, equitable presence of men and women in such meetings is crucial. In some constituencies such as *South Imenti*, there was a policy on quorum for meetings whereby one third of either gender must be present before a meeting to discuss CDF issues is called to order. This is to ensure that perspectives of men and women are taken on board during such meetings

#### ***iv) : Inclusivity***

Inclusivity is important in ensuring that the views of all are integrated in CDF implementation. Inclusivity of all categories in the society, that is, men, women, persons with disabilities, youth, elderly, in CDF committee at all levels is important to ensure that their needs and concerns are taken on board in all CDF processes. In most constituencies, this inclusivity was lacking, especially representation of PWDs in CDC committees and project committees. However, *Wajir East* Constituency (as was established during dissemination forums) had a PWD representative in CDC. As such, some projects were set aside to benefit them. Also, some PWD groups were awarded tenders. The *Dagoretti* CDC chairperson was a PWD (as was established during dissemination forums). In *Bahari*, the project committee members for Dzitgoni Secondary School Modern Science Laboratory had attempted to ensure inclusivity by selecting members' right from the village and drawing the members from diverse backgrounds including PWDs.

Interms of youth representation, majority of the constituencies had only one youth representative as stipulated in the CDF Act. It's only *Kitui Central* Constituency which had three youth in the CDF Committee. As such, a number of projects were addressing youth issues since the youth were properly represented in the CDC.

### ***v) : Targeting of marginalized and vulnerable groups by CDF projects***

The CDF is supposed to benefit all people in the community, including the marginalized and vulnerable groups. This is because they belong to respective constituencies and they also contribute to the CDF fund through taxation. They are therefore, entitled to benefit from CDF just like other members of the community. It's therefore important to target marginalized and vulnerable groups when it comes to implementation of CDF projects. From the study, a large number of respondents – 65% (48.7% female, 52.2% male) stated that they were aware of at least one project that targeted women in the constituencies, while 51.6%(48.7% female, 51.3% male) knew of at least one project targeting men. The statistics on the projects targeting the youth were similar to those of the women as 65% (48.7% female, 51.3% male) of the respondents confirmed that they knew of at least one project targeting the youth. 26.9% (48.7% female, 51.3% male) of the projects of the respondents were aware of at least one project targeting the elderly. 27.1% (47.8% female, 52.2%) were aware of at least one project targeting the PWDs.

41.2% (48.5% females, 51.5%) and 40.6% (48.5% females, 51.5% males) of the respondents were aware of deliberate attempts to get women and youth views, respectively, on CDF management.

For the PWD's 55.8% (57.3% females, 42.7% males) of the respondents said there are deliberate attempts to get PWDs views on CDF. For the elderly, the statistics stood at 22.5% (43.4% females, 56.6% males) and 39.4% (53% females, 47% males) respectively on the same.

It is important to ensure that these groups are also benefactors of CDF implementation at the constituency level.

***vi) : Promoting accountability for CDF funds***

To promote accountability, some constituencies such as Bahari, South Imenti and Dagoretti were releasing projects funds in installments. For all projects, a 50% down payment was raised first. The other 50% is released after the project committee accounts completely to the satisfaction of the CDC. The project committee must provide a financial report before getting further disbursement. In addition, they are required to make periodic financial reports and project status reports and submit to the CDC. The CDC also makes periodic visits to the project sites and inspects the project and books of accounts. Every project must be registered and issued with a registration certificate. Every project must have a bank account. Project committees must submit bank statements for the project account for scrutiny by the CDF accountant at the constituency level. The project committees must declare other sources of funding (other than CDF) for the project.

***vii): Strategic interventions for marginalized groups***

Giving consideration for projects that would address the plight of the marginalized and vulnerable groups in the society is crucial in achieving the CDF ideals. Some constituents have recognized that some categories in the society are marginalized and have initiated projects to support the marginalized categories. In *Kabete* constituency, there is a revolving fund for women funded by CDF to the tune of Kshs 1 million which provides loans to women entrepreneurs with lenient terms of repayment (interest at 1%, no collateral required, only group guarantees). This revolving fund has enabled many women to start and expand their businesses, thereby, enabling them to provide for their

families and improve their economic status. In *Samburu West* constituency, women constitute 84% of the illiterate, which is worsened by deep rooted cultural beliefs and practices in the area such as forced and early marriages. With CDF, girl child education is being promoted. The AIC Moi Girls Secondary school, Maralal was started, with CDF funding. This has reduced cases of early marriages and erratic attendance of schools by girls and has promoted girl child education in the constituency which will lead to high literacy levels for women in the constituency.

***viii): Mobilizing resources from communities***

The CDF, in some constituencies such as South Imenti, has successfully managed to mobilize resources from within the community. In most cases, the CDF funds a certain portion of the total project cost while the community raises the other amount. This has led to CDF resources doing a lot of work with the community support. This has had an added advantage of creating ownership of the projects by community members.

***ix): Promoting contribution by community members to CDF projects***

In some cases, members of the community have made significant contribution to CDF projects to ensure that they get maximum output out of the allocated CDF funds. In *South Imenti*, community members give free labour and expertise (e.g. *fundis*) and also donate materials to projects to ensure that the funds allocated to a particular project goes beyond what was planned. For example, if they are given funds to construct one classroom, they can provide free labour, donate materials (timber, poles, iron sheets), so that they construct two classrooms instead. This has led to faster development of the constituency. However, this can only happen if the community members are adequately

involved in identification and prioritization of projects as well as being given sufficient information on CDF activities in their constituencies. This will enable them own the projects and hence go the extra mile of making contributions to the projects.

***x) : Integrating other policies in CDF***

As a positive indicator to promote women participation in CDF processes, some constituencies such as *South Imenti, Kabete* and *Dagoretti* had implemented the presidential directive to incorporate Mandaeleo Ya Wanawake Organisation Representative into the CDC. In other constituencies, such as Butula, the directive had been resisted.

### **3. Processes in CDF implementation**

***i) : Monitoring of CDF activities by marginalized groups***

It's critical for all categories of the society to be involved in monitoring the CDF activities. With regard to the involvement of vulnerable groups in monitoring CDF funds, 25.6% of the women were said to be involved. 22.6% (44.2% females, 55.8% males) of the youth, 10.4% (51.9% females, 48.1% males) of the PWD's and 16.8% (48.8% females, 51.2% males) of the elderly were reported to be engaged in monitoring the use of CDF. Involving the marginalized and vulnerable groups in monitoring is important because they also have a right to know what's going on with the CDF in their constituencies since they are taxpayers' just like the rest of the Kenyans and therefore, contribute to the CDF kitty.

***ii) : Transparent tendering procedures***

Transparency in tendering for the various CDF projects has been instrumental in reducing conflicts within the CDC and between the people and the CDC. In *Dagoretti*,

advertising openly for the tenders to the members of the public and opening the tenders on the same day by CDC in front of all bidders has reduced corruption in tendering processes giving credibility to the CDC. The fact that the successful bidder is selected on the basis of quality and price eliminates favoritism. This has enhanced interaction between the successful bidder and community members with the members of the public giving support to the successful bidder in implementing the particular project. This also promotes ownership of the project by the people. It has also reduced divisions within the CDCs due to conflict of interest. The public opening of the tenders limits internal machinations since the successful bidder will be selected on merit only. This ensures that there is cohesion within the CDC and eliminates hostility by members of the public against the CDC and the successful bidder. Unity within the CDC has been identified as one of the key pillars for successful implementation of CDF projects.

In *South Imenti* and *Kabete* giving a priority to local bidders/tenderers has reduced conflicts between successful bidders and constituents. This has enhanced sense of ownership of the projects funded. The project committee members are in charge of procurement and the award of tenders is based on the standard procurement guidelines issued by CDC. The guidelines require that tenders be publicly advertised and that at least three quotations be obtained for a particular tender. Quality and price are the key criteria in awarding tenders. The clear procurement guidelines seals loopholes for conflict of interest or nepotism in awarding tenders. However, if there is any such suspected case, the CDC launches investigations immediately on the suspected project committee.

These constituencies make information on tenders

available to the community members' through people friendly methods such as village elders and chiefs' meetings/ barazas and religious forums. Community meetings are also utilized to disseminate this information. Posters advertising for the tenders are pinned in strategic places, for example, the chief's offices, markets, schools, the CDF offices, where communities can access. Those interested bid for tenders and submit them to the CDC for consideration.

In constituencies where tenders were openly advertised but are given to persons outside the constituencies if the required services or goods are not locally available, tensions around CDF projects and activities have been drastically reduced. In constituencies where tendering was not transparent, there were a lot of conflicts within the CDC, between the people and the CDC and between the people and the successful bidder. Sometimes, this led to non-execution of CDF projects which adversely affected the constituents.

***iii): Participation and involvement of communities in identification and prioritization of CDF projects***

According to the CDF Act, each location is expected to develop a list of priority projects to be submitted to the Constituency Development Committee. It was established that involving men and women in CDF projects and programmes at the local level creates ownership of the CDF funded projects and the people look at it as their own project and utilize it optimally while at the same time taking care of it and safeguarding it against vandalism and destruction since it is their property. *Samburu West, Dagorreti, South Imenti, Bahari, Nyando, and Kajiado South* constituencies are good examples of how to ensure participation of local men and women in CDF activities right from the sub-location level.

In these constituencies, the village elders and chiefs

arranged for community meetings/barazas where community members identified and deliberated on the projects at the community level. Locational meetings were then held where the people of a particular location prioritized projects for their location. The prioritized projects were then submitted to the CDC to be forwarded to the (then) National Management Committee for funding. In such constituencies, the CDC rarely re-prioritized the projects but usually selected the already prioritized projects by community members based on the funds available. This ensured that the prioritized projects by the communities are the ones that were funded which was critical in addressing people's problems and needs. In such situations, the prioritized projects by the communities were not altered by the CDC.

It was also established that involving local men and women in identifying and prioritizing projects is very important since the people understand their problems better and they are better placed to come up with lasting solutions for their problems unlike when few people sit and decide, on behalf of the community, the projects to be implemented. For instance, in *Samburu West* constituency due to rampant insecurity and cattle rustling, constituents identified the need to purchase satellite phones and radio for the village elders, the District Commissioner, the Officer Commanding Police Division (OCPD), and the cattle herders along the border with the Turkana and the Pokot. CDF funded this Project. This has eased communication when raiders are spotted for swift interventions. Since the project was initiated, no life has been lost to the raiders. Cases of internal displacement in search of safer grounds have also reduced, thus, there is enhanced security. In *South Imenti*, the local people opted for a bridge to connect two locations rather than a stretch of tarmac road in the location. The bridge has made transportation and trade very easy. In

South Imenti, CDF caters for 50% of the cost of banana and macadamia seedlings. A banana market with cooling system to preserve the bananas has been constructed. Women now do not have to sell their bananas to middlemen at a throw-away price but can preserve and sell them when the prices are stable. There is a banana processing plant at Kaburu where a variety of products, for example, banana flour which has a shelf life of one year, banana crisps and other banana products, are processed to benefit the community. In *Nyando* constituency, (as was established during the National Dissemination Workshop) constituents identified flooding as one of their major problem. Through CDF, River Nyando has been widened and deepened and hence reduced incidences of flooding.

In *Samburu West* constituency women form 84% of those without formal education, which is coupled with deep rooted cultural beliefs and practices in the area such as forced marriages. With the CDF, girl child education is being promoted, after being identified by the local people as a key priority in the constituency. The AIC Moi Girls Secondary school, Maralal was started. This has reduced cases of early marriages and erratic attendance of schools by girls. It has enhanced girl child education in the constituency.

This reflects on the importance of having the constituents identify and prioritize their needs to be funded with CDF.

#### ***iv): Democratic selection of CDC members***

The study revealed that all the constituencies followed the CDF Act guidelines in constituting the CDF committee. In most constituencies, MPs appointed all the members of the CDC at their own discretion. However, in *Dagoretti*, the MP did not select all the 15 members of the CDC. Instead, the MP selected 5 members and the rest were selected by

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the community members. In *Rongai* Constituency, the MP did not have a hand in the appointment of CDF committee members. In *Kitui Central* Constituency, the MP directed the representation (quota) for each location and sub-location and the community members chose their representatives. This gave an opportunity to the constituents to choose some of the members of the CDC. This has enhanced accountability by the CDC members to the constituents. In *South Imenti*, members of the Locational Development Committee are elected by community members at an annual general meeting under the South Imenti Development Association (SIDA), the structure under which CDF is implemented.

***v): Capacity building of CDC and project committee members***

Training of the Constituency Development Committee (CDC) executive members on project management for the CDF funded projects has proved to be critical in promoting efficiency and effectiveness in CDF funded projects. In *Dagoretti* for instance, the CDC executive is always trained on how to manage and monitor CDF funded projects including financial administration. The trained members share some of these skills with the project implementers which have improved CDF implementation in the constituency.

In addition, training of project committee members, who are in charge of executing CDF funded projects on the ground on project management, procurement and accounting procedures substantially enables them to implement the projects better. This contributes significantly to successful completion of CDF funded projects without delay. Poor financial control was identified as a major factor in stalling and non completion of CDF projects. But training the project committee members has significantly reduced this phenomenon. In *South Imenti*, before the cheques are

released to the project committees to execute the projects, all the project committees are called at the Constituency Office for a one day training on how to utilize the funds.

The project committee members are trained on:

- What is expected of them as committee members;
- The project allowable and non allowable costs;
- Procurement procedures and guidelines;
- Accounting procedures;
- Reporting procedures i.e. project status report and financial report;
- Frequency of reporting both financial and project status update;
- Audit controls and mechanisms;
- Feedback mechanisms in case of any problems or adjustments;
- The expected project execution duration;
- Monitoring mechanisms.

The training has improved efficiency by:

- Eliminating conflict of interest;
- Proper and timely reporting and accounting;
- Improved interaction between CDC members and project committees on issues relating to CDF projects;
- Minimizing delays in projects implementation;
- Ensuring that subsequent disbursements are made on time (through proper accounting) for projects completion.

This training was a major contributing factor to the success of CDF funded projects in the constituency.

***vi): Coordination and harmonization***

Coordination and harmonization of some CDF funded projects with similar projects supported by other devolved funds such as LATF and from other sources, for example,

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private sector, donor funding, individual contributions, contributions from cooperatives, and cess money, has reduced duplication and wastefulness. Putting all these funds under a single account has ensured that the resources available are used optimally to address peoples' priority needs and problems.

In *South Imenti* there is a single account for all funds for infrastructure development. A 15 member committee (of which 5 are women) consisting of representatives from the various contributors to the kitty and a representative from each location agrees on which roads, bridges, and culverts will be fixed on a priority basis. Thus, the infrastructural development is not piece meal, but rather comprehensive, which has led to faster infrastructure development in the constituency. *Langata* Constituency (as was established during the media programmes on the study findings) has done the same for the Bursary Funds, where funds meant for bursary in the constituency are put under one kitty, then disbursed to beneficiaries at the various levels (secondary, tertiary).

***vii): Social capacity building supported by CDF***

In some constituencies, such as *South Imenti*, CDF supports activities geared towards training and raising community awareness on various issues. This is done through SIDA. Community members are trained on various issues, for example, entrepreneurship, agriculture, tree planting, CDF, LATF, CACC, other devolved funds, etc. The project has been empowering the communities by increasing their awareness on various issues which has enabled them to participate in development processes within the constituency.

The capacity building programme for the community funded by CDF has been very instrumental in raising awareness on

various aspects of the CDF, for example, types of projects to be funded, how projects should be identified. It has also helped them to come up with sustainable projects that have greater impact on poverty reduction.

## **4 Structures**

### ***i): Active Locational Development Committees (LDCs)***

Some constituencies such as South Imenti, Butula, Dagorreti and Bahari have operational LDCs which enhance people's participation in identification and prioritization of projects. The community through the local meetings convened by the LDCs identifies the projects and does the initial prioritization. The LDC shortlists the priority projects based on the resources available and then forward the short-listed projects to the CDC. LDCs ensured that the projects funded were actually people's priorities to address their problems. In most constituencies, the LDCs are nonexistent and the CDC was therefore the sole organ to prioritize the identified projects which in most cases were not consistent on people's needs.

### ***ii): Utilizing existing structures in CDF implementation***

It has been established that existence of local structures to supplement CDF implementation has been crucial in CDF success. For example, in *South Imenti*, there is a structure for development which was formed even before the CDF came into play. The South Imenti Development Association (SIDA) was the structure under which all the development projects for the constituency were prioritized and implemented. SIDA had structures up to the sub-location level for identifying people's problems and allowing people to identify projects to address their problems. Therefore, by the time CDF came,

the constituents had identified their priority problems and solutions (projects) to address them. Thus, when the CDF was launched, it provided resources to implement the projects they had already identified. Some of the projects funded by CDF in the constituency, for instance, water projects, construction of schools, were started long before the CDF came into being. This has significantly hastened CDF implementation and completion of projects that had been going on before the CDF came into force.

***iii): Construction of constituency office to aid in CDF implementation***

In some constituencies, such as *South Imenti* and *Kabete*, a constituency office had been constructed/established using CDF funds. The constituency offices have been very fundamental in CDF implementation where people can get information, give views and monitor CDF implementation in the constituencies. The offices have also become the hub for constituents operations in terms of information generation and dissemination, conduit for employment creation, support services for constituencies, for example, in assisting in obtaining IDs by members of the public, providing a meeting place for constituents free of charge, supporting different income generating initiatives, for instance, in agriculture. These offices have been crucial in supporting the CDF ideals by even getting views on how people feel about CDF and the recommendations they may have for better implementation.

# CHAPTER THREE

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## CASE STUDIES (PROJECTS)

### **Introduction**

Some projects in some constituencies were very successful in integrating some of the *Best Practices* thereby creating ownership by community members and having widespread positive impact on a cross section of the members of the public. These projects had adopted some of the Best Practices and infused them within project implementation. This section highlights some of these cases (projects).

### **SOUTH IMENTI CONSTITUENCY**

#### **Case 1: Igokini-Kithakanaro Water Project**

The project covers two locations; Nkachie and Keringa and three sub-locations, namely Kithakanaro, Kithatu and Igokini. The water project started in 1990. Until the CDF came, the project was being financed by people's contributions in the three sub-locations. The local people were expected to contribute around Ksh.18,000 in total per homestead to successfully complete the project. At that time, coffee was doing well as a cash crop and the residents had money from the coffee sector as well as from subsistence farming. The project received a major boost when in 1996/1997; South

Imenti Development Association (SIDA) gave the local people a grant of 5.2 million with the help of the then area Member of Parliament. To maximize on the minimal resources so as to complete the project, the local people agreed to provide free labour while the grant was used to purchase pipes and other building materials. That has been the arrangement since the project's inception.

Since the launch of the CDF, the project had received a lot of financial boost from it. The CDF had allocated substantial amounts to the project. The disbursements to the water project were as follows.

- 2003/04 - Ksh.600, 000
- 2004/05 - Ksh.100, 000
- 2005/06 - Ksh.300, 000

By then, the project had received a total of Ksh.1, 000,000. The local Authorities Transfer Fund had also contributed ksh.100, 000 towards the project.

The two locations covered by the project are Arid and Semi-Arid Lands (ASAL) regions and have experienced sporadic water shortages. The regions are, however, very productive agriculturally. The only problem is water shortages especially during the dry spells. The main economic activity is agriculture which is highly dependent on water availability for viability and sustainability. Water, therefore, was a major issue of concern for the residents in the two locations. As such, during barazas and public meetings the residents came together to provide a solution to their problems. The igokini-kithakanaro water project was therefore conceptualized and actualized through residents' contributions and provision of free labour. Women, who are more affected by water shortages and food insecurity, were instrumental in inception and implementation of the project. The project is,

therefore, people driven from inception, implementation and sharing of accrued benefits when it will be completed.

The water project was run by a committee of 15 people 5 of who were women. The committee members were selected from every sub location. Elections were held at the Sub-Locational level. The elected committee was in charge of the implementation of the project and managed the project's funds from diverse sources i.e. CDF, LATF and peoples contributions.

The committee convened meetings when necessary to brief the residents on the project's progress, build consensus on important decisions relating to the project or allocate duties. In most cases, community meetings were held weekly. However the committee members met twice a week. The community meetings were usually held in a central and public place especially in schools, church compounds or public playgrounds.

The residents provided free labour to the project as well as making financial contributions. They gave money at their own pace.

The local community had come up with a fine for the members/households who did not participate in the water project. Anyone who failed to participate (in terms of labour provision) in the community water project was fined Ksh.100 a day.

There was a high sense of ownership on the project among the community members since it was their idea and they have been involved in all stages of the project. This was reflected in their willingness to provide labour for the projects as well as dutifully attending the weekly project meetings.

Everyone (men women and youth) participated in the water project in near equal basis.

Information related to the project, for example, calling for meetings, was given through various channels that would ensure that information reached as many people as possible.

The channels used included:

- Churches;
- Barazas;
- Schools;
- Word of mouth from one person to another with a multiplier effect;
- During Market days;
- Notices at the chief's camp.

In South Imenti, there is a policy which states that in all the committees, at least one third of the members must be from either sex. The policy is ingrained in the SIDA policy documents and structures under the auspices of which CDF is implemented. Also, considering that issues of water (for domestic, agricultural and other uses) impacted more on women, they tended to be very active participants in the project sometimes outnumbering men in, for example, meetings in order to adequately advance their interests. The water project committee had 1/3 women's representation.

The people with particularly extensive physical disability did not work in the water project since there was a collective responsibility by the community to ensure that they are taken care of. In addition, their family sent a representative to provide labour because it was a community project and they also needed to feel that they owned it. PWDs made financial contribution to the project just like the other residents. However, some people with moderate disabilities such as blind, deaf and dumb provided labour in the project

once given proper instructions and guidance.

The project committee was transparent because it always informed members of the public of any funds received towards the project. They also publicly tabled how the money had been spent. The committee also held an Annual General Meeting (AGM) on a yearly basis where they presented the financial report of every year to the members. During the AGM, elections were held for the project committee. There had never been a reported case of fraud or misappropriation of the water project funds.

The project was being monitored by the project committee as well as the community members. If there was any problem, for instance, burst pipes the public reported to the project committee for action.

Also, the area Member of Parliament had also been keenly following on the water project. He had visited the water project once on the 14/11/2004. He had also contributed by helping to fundraise for the project, for instance, from SIDA and also CDF.

The project, once completed, would provide sufficient water for agricultural and domestic use. Some of the tangible benefits so far include

- *Agriculture* –People had started planting bananas in areas where water was already available.
- *Livestock* –people were keeping grade cows for milk production.
- *Youth* – They had gotten jobs because of increased agricultural activities.
- There would be food security
- Idling and Crime would lessen since the youth would be busy

The water project could have taken a very long time to be completed were it not for the CDF funding. Homesteads enjoying the water services pay user fees which are used to do repairs and purchase some equipment.

### **Case 2: The South Imenti Constituency Office**

The South Imenti Constituency Office is located in Kanyakine Location, the divisional headquarters. Its construction started in April 2005. It was completed and officially opened by area MP, Hon Kiraitu Murungi, then the Minister for Energy.

The people of South Imenti had all along wanted a permanent place where they could be meeting their MP and discuss various issues affecting them. Before the construction of the Constituency Office, the MP used to operate from a rented office whose location was constantly changed from one place to another. Thus, the MP's office was not permanent. Sometimes people were inconvenienced by the change of physical address.

When the Parliamentary Service Commission gave authority (through the Parliamentary Service Act) for the construction of constituency offices the people of South Imenti, with the guidance of the MP took up the opportunity and decided to construct their own office. Funds were requested from CDF to construct the office. The Constituency office also houses the CDF offices.

Two of the five secretariat members were women. They were paid by the Parliamentary Service Commission.

The Constituency Office (CO) was always very busy since it gave diverse services to the public which include the following:

- The CO had two conference rooms; a big one with a capacity of 250 people and a smaller one with a capacity of about 100 people. These conference rooms were available to the public free of charge. If a certain group intended to hold a meeting, they just informed the secretary for harmonization to ensure two groups didn't clash at the same time. Various groups, such as women groups, youth groups, government officials, Civil Society Organizations (CSOs), held their meetings there without paying anything. The two conference rooms were moderately equipped with chairs, tables and toilets. There was also a TV in the smaller conference room where people could watch news, sports, and other things. Anyone who wanted to hold a meeting or any kind of discussion could use the facilities free of charge.
- For those people who had exceeded the age limit to apply for an ID the CO came in handy to assist. The CO prepared affidavit forms, which they gave to the applicant to fill and then take them to a lawyer for stamping. The applicant only paid Kshs 20 for the printing of the form while the CO footed the advocate's stamping fees. Many youth, especially female youth, had benefited. This had enabled many people to have IDs who would not have otherwise afforded the advocates fee for stamping which ranged from Kshs 1000 – Kshs 2000.
- The CO also acted as a resource centre where people even from outside the Constituency came for information on diverse aspects. The CO had a close linkage with government institutions and other development agents in the constituency and could therefore access any information very easily and give it to the people. The public was

therefore using the office to get all manner of information.

- It also gave technical expertise and advice on many areas. For example, youth groups in the constituency had been going to the office to pick the application forms for the Youth Enterprise Fund as well getting advice on how to fill them. The CO also ascertained that the application forms have been properly filled and advised accordingly in case of any adjustments. The CO then forwarded the completed forms to the Ministry of Youth on behalf of the youth groups. It also gave advice on issues related to agriculture, building and construction, economic issues, to the members of public.
- The CO had a data bank for CVs for people in the constituency, especially, the youth seeking for jobs. Because of the close linkage between the CO and government offices and development partners as well as the support from the area MP, the CO had managed to get jobs for some people. More people, even from other constituencies, were bringing their CVs in the office.
- The office also gave small loans to people who then returned the money after a pre-agreed duration. For instance, if someone had been called for an interview and didn't have transport the CO would loan the person transport, which would be refunded later.
- The CO also provided interventions on needy cases within the constituency that needed to be supported in various areas, such as, education, health, employment. Most needy and bright students had gotten bursaries after being recommended by the office. Patients had been referred to hospitals by the CO and treated free of charge. But before

such a recommendation was done a thorough investigation was carried out to determine whether the case was genuine.

- The CO also assisted in implementing and following up with the CDF funded projects. For instance, the CO accountant provided accounting services for all the CDF funded projects in the constituency before the returns were submitted to the District Account. This fastened second disbursements to the projects. Also, the CO project officer who sat in the CDC as an ex-official member gave a lot of support during prioritization of projects and the actual implementation. He is the one who picked the signed cheques from the district accountant and handed them over to the specific project committees. He also trained the committees on how to utilize the funds, accounting procedures, procurement procedures, reporting, before they started implementing the projects.
- It also provided a platform where the people could meet the area MP as well as other local leaders and discuss various issues affecting them.
- It also provided a station where one could meet people from various parts of the constituency and interact with them. This was very useful especially during research when conducting random sampling.
- It also listened to public complaints, mitigated them and engaged various stakeholders to solve them.
- The CO also kept records of all CDF activities including funded projects, committee members, tenders allocated, minutes of the various committee meetings, books of accounts which were all open for public scrutiny.

- All the main activities taking place in the constituency were disseminated by CO through the public notice board.

The CO was indiscriminately open to all people irrespective of their political party affiliation, locality, age, gender, religion, social status, economic status, and health condition. All people came to the office to consult and get assistance on diverse issues.

All the CO employees were employed based on merit and professionalism. The accounts of the office were open to the public and are usually audited by government auditor.

The office has had a major impact on the lives of many people in South Imenti. They could access information; could get advice on various issues, could get employment through the office, could get small loans, they had a free place to meet; they could use some of the facilities in the office, for example, computers, printers, television, motorbike. On sustainability, the members of staff are paid by the parliamentary service commission and the CDF can allocate resources to the office for various office requirements.

## **OLOITOKTOK CONSTITUENCY**

### **Case 3: Olorika Primary School**

In this school, the CDF had built 6 classes while Arid Lands had built two classes. Before the CDF support, the school was in a very bad state to the extent that it was almost being closed down. Since there was no other school in the area, learning for local children would be next to impossible. The classes had earthen floor and huge ant hills would grow inside the classroom. Pupils had to come with jembes to

dig out and flatten them since no learning could take place in their presence. This would affect the learning process of the pupils and ultimately the performance of the school.

The school was built by the CDF fund in phases in 2005-2006 and 2007-2008 with a total cost of 2.35 Million. The school had a total of 360 pupils. They had renovated and converted some of the former structures into a library and administration block. They had also demolished some structures and built a nursery school which was very impressive.

Community consultations were done by first sensitizing the community about CDF, and then the community presented their needs where they prioritized the school. The teachers, with the help of the chairperson, wrote the proposal to the CDC.

The project committee consisted of 13 members. The committee was selected by the people. Of the 13 project committee members, 4 were women, which conformed to the affirmative action principle of at least 30% women's representation. The project committee held meetings to brief people especially parents and teachers on the status of the project. In most cases the head teacher convened the committee meetings.

The tenders were publicly advertised to the members of the public. The criterion of choosing a contractor was mainly based on the price and prior experience.

The community monitored the project throughout and they could make a lot of complaints to the head teacher once the construction stalled. However the head teacher could explain to them the reason for stalling and they would then

maintain their calm.

On the project sustainability they had a repairs and maintenance fund. They also utilized some of the registration money to go towards maintenance of the school. Education in the school had improved greatly to the extent it was rated the best improved school in Loitokitok. The school was looking forward to further improvement.

## **RONGAI CONSTITUENCY**

### **Case 4: Kambi ya Moto Secondary School Science laboratory**

Kambi ya Moto Secondary School Science laboratory is located at Kambi ya Moto Secondary School which is about three hundred metres from Kambi ya Moto shopping centre along the Nakuru- Eldama- Ravine road. The laboratory structure was built by the parents but it was operationalised by the CDF fund. Kambi ya Moto Secondary School students are the direct beneficiaries because it is currently in use while the community around the school are the indirect beneficiaries since they can take their children in a nearby school that has science facilities. The school's board and the PTA in consultation with the Ministry of Education officials, decided on its location. The other school structures guided the consultations since the laboratory was not supposed to have a direct contact with the classrooms, according to the Ministry's directions. The operationalization of the structure was at a cost of Kshs. 325,000. The school was funded in the 2003/04 CDF funding though the equipments were delivered on 12/05/2005 as a result of the procedures involved in procuring the same. Thus, it is in operation.

The project's idea came from one of the board members who brought charity sweepstake forms which were filled

by the Principal; and they were awarded Kshs 200,000 for the construction of 2 classrooms. After the project was completed (classrooms), the minutes from the Parents Teachers Association (PTA) meeting were taken to the Board of Governors (BOG) where they had discussed and agreed on the project. After the BOG discussed the PTA's minutes they were forwarded to the District Education Board who approved the idea. The idea of the project came from the Head-teacher since the school had just begun and therefore he thought it would make it more marketable to the locals. The idea was further shared with the school's board and they were in agreement of the equipping the already completed structure. The other group that was consulted was the PTA members. By the time the school was being started, most of the parents were aware of the need for the school's science laboratory. The school was also equally needy since it was still developing. The school was preparing the candidates and the Kenya National Examinations had come where they made recommendation to the effect that the school was not adequately preparing its candidates. The school's board members, the teachers and the PTA members were consulted. The parents did identify with the project and owned it since they had continually contributed towards its full equipment. As an initiative from the parents and the school administration, the parents had agreed to contribute Kshs. 2000 each towards the laboratory fittings, gas, water installation and benches.

When the funds were released from the CDF kitty, government procurement procedures were not in place and therefore the materials were sourced from Schools Equipment Production Unit (SEPU). The head-teacher and the Board were involved in the procurement but with the assistance of the ministry officials. After receiving the money there was delay in buying as a result of problems in procurement procedures.

Community members/parents both men and women contributed in the construction of the laboratory through provision of subsidized skilled or the unskilled labour. When the laboratory equipments were delivered some board members were present to receive them.

The project was managed by a committee which comprised of seven members. The members included the Deputy Principal, school's Accounts Clerk, the secretary who was the stores lady, four Head of Departments.

The BOG is the project committee with 10 members who are selected according to the specifications of the Ministry of Education where a 1/3 were women. The Chairman and the treasurer attended the CDF meetings and were more involved with the running of the project. The committee had met three times; when the funds were released, during the minuting of the fund activities' and when witnessing the delivery of the equipment. The committee was entrusted with overseeing the implementation of the project. The parents and other interested groups were informed about the progress of the project during the Annual General Meeting and other meetings in school where statement of accounts were presented. Information about the funds received was availed to community members mainly through barazas, the CDF offices and posters. Any other relevant information was disseminated to the public through advertisements on the school's notice boards, the shopping centre and the District Education Officer's (DEO) notice board. The students were also used to disseminate the information. These methods are gender friendly since all interested members can access these areas.

The CDC members had visited the project severally. The parents/the community participated in the project

monitoring when they were called for the meetings or the Annual General Meeting. They had to be taken to the project before the meeting commenced.

In terms of sustainability, fees charged to the students are used to maintain the laboratory and purchase of reagents and some equipment.

### **Case 5: Lengenet Maternity Ward**

Lengenet Maternity Ward was started as a community project as an initiative from the community members who at first contributed resources towards its establishment. The project consisted of a sluice room, two toilets, three bathrooms, two stores, a labour ward, two general wards and a laboratory. The project targeted mostly the local expectant mothers though it also had been catering for the other general ailments for the adjacent dispensary at subsidized charges of between Kshs. 50 to Kshs. 70. The maternity ward is located at Lengenet shopping centre and it was stated in 1996. The community members together with local leaders had stated the structure but it proved difficult and it stalled until 2005 when CDF funds were first disbursed for its completion. In May 2005 the project received Kshs. 890,875, with a second disbursement of Kshs. 500,000. The location of the project was determined by the community needs since they had to travel long distance before getting a health facility since the nearest hospital was either in Rongai town which is about 15 kilometers or in Nakuru an equally longer distance from Lengenet. Though the maternity ward was still not yet operational the laboratory was functional and the community members were happy since the diagnosis for ailments was being carried within the new premises thus facilitating proper medication.

The idea of the project came from the community members

through their leaders. The community members were required to contribute kshs. 50 towards the construction which was followed by a major harambee officiated by one of the local politicians. This idea was arrived at from consultations between the community leaders and politicians from the area as a result of the suffering of the expectant mothers. They thought that the maternity would reduce the distance the expectant mothers had to travel to get the necessary services. This project was equally as a result of the participation of all the community members. The community identified and owned the project. They visited the facility to get various services. Community members were charged between kshs.50 and kshs.70 for the services offered.

There was an elected project committee that was entrusted with the implementation of the project comprised of 10 members (seven men and three women). The committee members were elected by community members from two locations where the sub-chief announced to the community members and the selection was conducted at the chief's barazas. This committee was supposed to oversee the proper implementation of the project. They were also responsible for the monitoring of the project. 30% of the total committee members are women.

The community provided manual labour especially digging the foundation trenches. Money meant for labour was used to cater for other items intended for the implementation of the project. Identification and allocation of the work to community was based on the number of the community members who have turned up for the exercise. Majority of the people who come for the work were mostly young men though few women participated. The elderly gave directions and any other non-technical advice.

The tendering committee was guided by the law in place. The advertising of the tender was publicly done through notices, posters at the shopping centre, chief's office, market, etc. The tenders were given to the secretary of the project committee. At least 3 bidders had to apply for the tenders for them to be opened. The whole committee was involved in the opening of the tenders in the absence of the bidders. Women were encouraged to tender but none of the individual women or women groups had applied. Once the tendering process was done the losers are informed. The contractors gave priority to the locals while hiring workers to the project.

The committee acted as the eyes of the community. They then reported back to the community when they visited the site. However community members also monitored the project and could raise alarm, with the project committee and sometimes the CDC, if they suspected something was going wrong. The CDC members also visited the project to assess the progress of the project.

The books of account were open to the public for their scrutiny. The user fees are part of the sustainability strategy for the health facility.

## **KITUI CENTRAL CONSTITUENCY**

### ***Case 6: Engineer Ngilu Mixed Secondary School***

Engineer Ngilu mixed secondary school was opened on 30/1/06. The establishment of the school was in response to the needs of the orphaned, needy and bright students who could not afford fees for boarding schools. The school was opened through the initiative of the late Engineer Mwendwa Ngilu, the patron, and the Ithookwe community. The patron together with his family had given a lot of

moral and financial support to the school. The school had a legally constituted board of governors. The school was registered as a double stream with a population of 352 students: 210 boys and 142 girls. There were over 40 orphans in the school. Many others were from single parent families whose fees are paid by well-wishers.

The school had 12 teachers: 8 were posted by Teachers Service Commission (TSC) while 4 were engaged by the BOG. It had seven supports staff, namely, 1 accounts clerk, 1 copy typist, 2 cooks 2 watchmen, 1 store keeper.

The CDF had constructed classrooms in the Engineer Ngilu Mixed Secondary. The school targets needy, orphaned and bright students who could not afford fees for boarding schools. The school is located about 5 kilometers from Kitui town. The community decided on its location since most parents could not afford boarding fees which were too high for them.

Approximately ksh.5, 250,000 has been used up to its current status and it is as follows:

- Administration - ksh.1,500,000
- Library - ksh.450,000
- School fence and gate - ksh.200,000
- Dining hall - ksh.1,200,000

The project was started in 2006 but it is not completed although it is being utilized as completion awaits other funds.

The idea of Engineer Ngilu secondary school came from the community members and leaders. The area Member of Parliament was consulted on the need for the project.

It was identified as crucial because of the situation of the surrounding community that had orphaned, needy and bright students who could not afford fees for boarding schools. The community as a whole including the youth, women, men and the elderly owned the project. An indicator is that the continued increase in the number of students enrolling in the school as well as the fact that community members contributed cash towards the project

The members of the management committee were involved in the implementation of the project. The labourers who worked on the project were drawn from the local community. The laborers were identified by advertisements through the students, the chief (barazas) and other stakeholders. The youth were the majority labourers in the project and they mainly provided manual labour. Women were also involved in carrying out activities relating to the project. The vulnerable groups such as the elderly participated by giving advice. The community contributed ksh.200 each towards the project.

The project was managed by the Parent's Teachers Association (PTA) and the board of governors. The management organ was selected by the parents who elected a representative from each class. The management committee had 5 members (3 women and 2 men). Thus, affirmative action was implemented in the selection of the management organ. The organ met when necessary.

The community selected the project committee members and the criteria included availability and closeness of members to the project site. The work of the committee was to monitor the project, to oversee the mode of payment and the tendering procedures. The BOG identified the duties and responsibilities of the committee. The committee members were briefed on crucial issues and also their roles

and responsibilities.

The committee held debriefing meetings with members of the public to update them of the project once per term and they tabled the financial report to the public during the debriefing meetings which were held in the school compound. The meetings usually took place on Saturdays afternoon. The meetings were publicly advertised through posters, barazas and letters which were given to students take home. The public also read project reports which they could access whenever they needed them. The dissemination methods on the project were effective and they kept the public abreast of what was happening on their project.

The committee always disclosed to members of the public the money allocated to the project and how the money had been spent. The public were very keen on financial aspects of the project and if they suspected any misappropriation of funds they reported to the CDC and other local leaders.

Tendering was done by the tendering committee which included some project committee members, the principal of the school and the secretary among others. The tenders were publicly advertised for the local people to bid. Local tendering was the priority unless the services or goods required were not available locally. Short listing was done by the tendering committee. The tendering criterion was prepared by the tendering committee. During the opening of the tenders the members of the public and the bidders were invited to witness. The successful bidders were announced openly. The tender winners then signed a contract with the committee. The project books of accounts were open for public scrutiny. The external auditors were given full support by the project committee during auditing.

The Constituency Development Committee members regularly visited and monitored the project especially since the treasurer of the CDC was a committee member in the school. The community/public also visited the project and they were always very alert and they could raise alarm in case of suspicion of irregularities. Majority of the members of the community were aware of the money allocated to the project. Other stakeholders who also monitored the project included, the Ministry of Education, Ministry of local government, and Ministry of work.

The project benefited the surrounding community especially the disadvantaged and needy students. For sustainability of the project, there were contributions by the parents that kept the school running. There was also hope for more funding from the CDF.

## **SAMBURU WEST CONSTITUENCY**

### **Case 7: Samburu West Security Project**

Samburu West constituency is located in an arid area where incidences of security are high among the community due to cattle rustling which is an age old tradition among the Samburu. The Samburu, although peaceful, have suffered sporadic attacks from the Pokots and Turkanas who are neighbours to the West and North-west respectively. Women and children suffered the most due to the incidences of insecurity as the women would be raped and the children abducted by the attackers. Insecurity created by raids for animals has, among other things, led to deaths of mainly women because if their children are attacked, they do not leave them behind and they end up being killed together with their children. Cattle rustling also increase poverty because the animals are the only source of live hood among

the Samburu who are pastoralists.

To curb the high incidences of insecurity, the CDF, in consultation with the local people, funded a project where it purchased satellite phones and radios and distributed them to nomads along the borders with Turkana and Pokot. These communication gadgets were used when raiders were spotted and communication relayed to the DC and the OCPD who also had the phones and intervention was swift from the security forces. The project committee was nominated by the members of the community to steer the project. It was made of 13 men and 3 women .They were the ones who were in charge of purchasing satellite phones and other efficient communication equipment.

The project targeted the whole of Samburu West Community and had helped the community improve security within the constituency. Since the inception of the project, there had been improved security and as a result, no life had been lost to the raiders since the project was implemented. Security in the region had directly benefited all the members who could carry out their day to day activities without fear of being attacked. This indirectly ensured that commerce flourished and women who had to walk long distances in search of water could spend less time worrying whether they would make it safe back home to watch over their children and whether their husbands, who were mainly pastoralist, would come back home to take care of the family.

The community was involved in the implementation of the project because they were the ones required to report to the police in case any raider was spotted. It was a community policing project where every member of the community was allowed to participate regardless of their gender. The project did not discriminate on who could participate in it. All

persons including the youth, elderly, person with disabilities, women both young and old were allowed to participate in the projects. This created ownership of the project leading to its success.

## **KIKUYU CONSTITUENCY**

### **Case 8: King'eero Police Post**

The project was a police post. It targeted the whole community i.e. men, women boys and girls. The direct beneficiaries are the community as a whole and the indirect beneficiaries being the businessmen who enjoyed the secure environment provided by the police so they are able to do business. It is located in King'eero village, Kabete location. The previous MP, in consultation with the people, decided on the location, since it was a central point. The land where the police post is constructed was given by the Kikuyu Town Council after the security group approved them. The land had been previously allocated to a nursery school but it had not been developed and therefore the city council allowed for the construction of the police post on that land which was at a central point. The project had begun in the year 2000 but was still ongoing. Kshs. 4.5million has been used. Although it was already in use, it awaited completion.

The community had continuously complained of insecurity. The elders of the Anglican Church in the area organized for a fundraising to build houses for a security group that had been appointed by the community. However, the security group was ineffective, as they did not have arms. They approached the Administration i.e. the Chief, District Officer (DO) and the District Commissioner (DC) for advice. The Chief then initiated a security group in every location in addition to the existing security group. It is this security group that approached the Kikuyu Town Council to give

them a place to build the police post. The community greatly identified with the project as they even contributed money, materials (nails, iron sheets) and labor to build the post. All the three churches in the area i.e. Anglican, Catholic and PCEA also contributed to the building of the police post. Members, through the churches, also gave free water to be used in the building. The community took care of the policemen by giving them food and any other assistance. The members also gave water pipes. Members also worked with the police and the project committee to do community policing and assist especially where there was language barrier in communication between the victims and the police. Community members built temporary houses which hosted 2 officers.

Police from the Ministry of Internal Security were posted to the King'eero Police Post. The laborers were chosen by the contractor who was given strict instructions to hire only from the local area. The contractors were chosen based on their experience and their ability to begin the project without funding. Women were involved in activities such as fetching water, cooking for the workers and they are also the ones who received the money when it was being given to the project committee. Youth provided manual labor. Women also supervised work and materials.

The project committee managed the project. The management was selected in the Chiefs Baraza. The Chief called for a Baraza where men and women were selected into the committee. The committee met weekly.

The project committee was selected publicly in a chief's Baraza. The Chief called for a Baraza where the members to the committee were selected by the public. The criterion for selection was commitment to the project and the ability to

work on a voluntary basis. The project committee members were chosen per sub location. The work of the committee was to inform the public on the project status and to ensure successful completion of the project. The Chairperson assigned the duties to members. The members were trained by the police on managing the police post. It's through these trainings that the committee members and even the public created good rapport and good working relations with the police. During these trainings they met with people from other police posts in the different sub locations thus building linkages and networks. The committee met with the community when the chief or a councilor called for a meeting. The committee was given a chance to brief the community on the project. The community was also given a chance to ask any questions and also make recommendations. The meetings were usually held in the afternoon in the chief's camp. These meetings were advertised mostly thorough the churches and mosques.

Information was disseminated mainly through the Chiefs Baraza, churches and the mosque. The methods were relatively effective. The treasurer tabled to the community a financial report of how the money has been used, especially during the Chief's Baraza.

Tenders were usually advertised mainly through churches and barazas. The Committee in line with the Bill of Quantities (BQ) short listed the tenders. Community members were given priority in the awarding of tenders. The chairperson was very strict and insisted on quality when it came to awarding tenders. Therefore, nepotism was not entertained. Contractors signed contracts between them and the committee. The treasurer maintained books of accounts and they were open to the public for inspection.

In monitoring exercise all people in the community were involved. The CDC also sent its own monitoring group for snap checks on the project. Government Officers from time to time went to check on the progress of the projects. To ascertain that the project was genuine the auditors consulted the people of the area.

The project was a community project. So the people took care of the policemen by giving them free housing and water, which was critical for its sustainability.

### **Case 9: Kikuyu Rural Development Trust Project (KRDT)**

This is a group of 12 women who lend other women loans for the purposes of self-development. Their main aim is to help the poor of the poorest women to develop themselves. Their main target is rural women. The project covers all the sub locations (25). Every location has two representatives, then a representative of each sub location.

This was initially a government project. Money would be given at the district level in Kiambu to women. Every location was required to give 12 women who would be given money by LATF as a social service group. This group of women was given grants but after sometime, it became dysfunctional.

They later formed another self-directed women's group, which started in 2003. The women would contribute shs 100 each monthly. This money would be used to visit the sick and women would loan amongst themselves. The group became famous in Kikuyu and the then MP Paul Muite said he could give them some money from CDF. Mrs. Nancy Mutugi (banker) from the area was sent to the women's group to find out how they work. Mrs. Violet Kabaa (a CDF Member and a Member of the group) asked for CDF funds, which they were granted. Ksh. 1 Million was assigned to the

women but there were no individual women to be given. They, therefore, decided to give groups of women so as to have a wider coverage. They managed the fund for two years from 2006 on voluntary services. In the first phase 25 groups of women benefited and in phase two (September to May 2007), 13 groups benefited. Two-thirds of the money had been repaid. By then, Ksh 1,352,730 had been repaid with a profit of Ksh 102,656. The loans were charged 1% interest on reducing balance. In phase I, each group got a maximum of Ksh 35,000 and in phase II each group got a maximum of Ksh 40,000. One of the beneficiary groups was Njuki group who harvested honey to sell to different occasions, such as, in agricultural shows and use the money for self development.

This project was mainly a women's project but the community benefits as a whole. As these women feed their families and are able to be empowered economically, the community benefits. Further still, these groups set aside a portion of their profits to visit the children's homes, the sick in hospital and even visit the aged and cook for them.

For a group to qualify for funding, it had to have existed for at least three years and had a certificate of registration. The group of women in charge then visited the project identified for funding after which if viable, they qualified them for funding. Youth groups were also considered provided they met the necessary qualifications. As for the PWDs, they had formed their own group called Wendi Mwega Group, which catered for all PWDs.

The project was managed by the 12 women who were representatives of the 12 locations. The community elected them at the grass root level in every sub location. The women were elected according to their level of active participation

in community activities. They met once a month to update the group about the books of accounts. The role of the group was mainly to visit the projects and to ensure books of accounts were kept well. The group had acquired a youth volunteer who was conversant with accounts. She ensured all books of accounts were properly kept. Every location representative was, however, charged with the responsibility of bringing accounts of their location at the monthly meetings. The location representative was, therefore, expected to meet the sub-location representatives and visit the projects before the monthly meeting. They had to rent some space when there was a meeting, as they did not have an office.

The 12 women kept on publicizing the group as they meet the women in the community. Also, at the chiefs Baraza, the women leader was given a chance to publicize KRDT. The media (standard) also covered KRDT group revolving fund. The government administration, such as, the District Social Development Officer (DSDO) and Community Development Agent (CDA) also publicized the group. These methods, though not formal, had proved to be quite effective because the group is famous in the area.

Each group maintained its books of accounts, which were open to the members of the group for scrutiny. These accounts had to be submitted to the sub location representative. The umbrella organization also maintained overall accounts, which were open to the public. Auditors from the CDF office had also audited them.

The CDC would give surprise visits. The District Officer with the relevant administration officers also monitored the group. They also had a schedule of visiting sub-locations as a committee. They then ensured that they visit all the projects in that sub location.

The projects by the women groups had widely benefited the community in the following ways:

- Increased the ability to women to do business;
- Increased productivity levels, for example, in agriculture;
- Availability of Biogas which provided electricity for domestic use.

In terms of sustainability, the women borrow the money at 1% interest which builds up the fund and caters for administrative costs.

The above are some of the model projects established during the study. There are others that had integrated good practices during their implementation in the various constituencies.

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# CHAPTER FOUR

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## RECOMMENDATIONS FOR STRENGTHENING THE CDF IMPLEMENTATION

The Constituency Development Fund has become a popular development initiative which if well managed, has great potential in boosting local development around the country. The greatest benefit of CDF is that it reaches all parts of the country, and in theory, gives the local community the opportunity to participate directly in their own development. However, practical experience over the past six years has shown that CDF has numerous weaknesses, which if not redressed will seriously undermine the success of the fund. These include:

- Low levels of public participation in the fund;
- Poor compliance with CDF regulations and procedures;
- The powerful role of the MP in the CDF Committee, which has in several cases, been abused;
- Low representation of special interest groups, for example, women and people with disabilities, phenomenon of elite capture;
- Lack of transparency and accountability especially in the tendering process;
- Bureaucracy which delays the disbursement of CDF funds;

- Lack of clear guidelines in bursary allocations;
- Lack of access to information which hampers the ability of the public to effectively monitor CDF usage;
- Poor feedback mechanisms between the national level organs and the local communities.

Though there have been numerous attempts to address these challenges, the latest of which was the CDF Amendment Bill 2007, which was presented before Parliament, more still needs to be done to strengthen CDF implementation. To streamline CDF implementation and enhance its efficacy and efficiency the following issues are worth consideration.

The Act should be amended to entrench affirmative action to ensure adequate representation of marginalized groups in all CDF management structures to ensure that their views and concerns are taken on board. The study established that none of the constituencies sampled had persons with disabilities in the CDF committee and no efforts are made to reach and include the deaf, blind and the differently abled in the committees. The committees should specifically include PWDS in the CDF committees. The number of women and youth representatives should also be increased to reflect their proportion in the population. The youth should constitute at least 25% of the CDC. In addition, a certain percentage of the CDF (say 7.5%) should be set aside to fund projects that target PWDs and other marginalized groups.

There is need to increase citizens' participation in identification and prioritization of projects in order to actually address the real issues affecting the people and create ownership of the projects among the people. An overwhelming 57% of the respondents were not happy with the way the CDF projects were identified and prioritized. Of these 48% were female and 52% were male. Almost similar results were found in a

study undertaken by Institute of Economic Affairs (IEA), (2006) of 25 constituencies. The study revealed that only 42 per cent of the community members interviewed had participated in project identification. The importance of involving the people in projects identification and prioritization cannot be gainsaid if the CDF is to achieve the desired results.

The CDF Act should outline specific guidelines for members to be appointed to the CDC so that CDC has qualified people to steer it. It should introduce guidelines or rules of eligibility such as transparency, good governance. Preferably, Members of the public in each constituency should be allowed to constitute their own CDCs through free and fair elections conducted at the sub-location level. It was surprising to learn that 43% of the respondents (51% female, 49% male) did not know the CDF committee members. In addition, posts of the members of the committee need to be advertised through newspapers as well as effective local means (chief's notice board, CDC office notice board, and District Development Officer's notice board) to ensure as open a process as possible. A criterion of ensuring that each special interest group is represented at the CDC should be considered at the election and mechanisms to ensure fair elections be put in place.

CDC's must comply with CDF guidelines and regulations to ensure transparency and accountability especially in tendering. It was shocking to learn that 70% of the respondents (47% female, 53% Male) were not happy with the way in which tenders were awarded, though a number of constituencies had tried to ensure transparency in processing and awarding of tenders. Transparency should also be enhanced by record keeping and reporting, and public reporting of projects, expenditures, awardees of tenders and amounts, funds received and expended, and

failure to do so should be actionable by the CDF Board.

Efforts should be made to raise community awareness on CDF programs and activities. The study revealed that hundred of projects have been implemented through the CDF. It was therefore surprising that only 52.8% (47.9% female, 52.1% male) of the respondents were aware of projects funded through CDF. This implies that the CDC needs to devise effective strategies and programmes aimed at creating community awareness CDF of the projects funded through CDF. For instance, there should be open forums where issues on CDF could be shared and deliberated upon by the constituents and the CDF officials at all levels. Information on CDF should be disseminated through public notices, newspapers, barazas, the media, religious institutions, and community groups. The CDC should also be compelled to report to the public through frequent public and open meetings.

More effective communication channels should be established between the community and CDC. This will enable the CDC become aware of the needs of the community and, therefore, be able to implement projects that address the community's felt needs.

Civic education is needed to empower the community to understand the management of CDF and their role in making the committees more accountable. The study revealed that a substantial 77.4% (49.1% females, 50.9% males) were not aware of the amount of money allocated to CDF in their constituencies. Further, 60.8% (44.4% females, 55.6% males) of the respondents were actually not aware of how the amounts had been spent. Thus, they cannot hold the committees accountable in terms of CDF implementation.

Given the numerous devolved funds, there is an urgent need for proper coordination and management of all the devolved funds to avoid duplication of projects and double claiming. Enhanced partnership with other funds would enable the pooling together of resources for the benefit of the community.

On the issue of educational bursaries, guidelines need to be developed stipulating the criterion for determining who is awarded a bursary and how much. The awarding of bursaries should take into consideration the gender disparity in educational achievement levels.

There is need to strengthen collaboration between the CDF structures and line ministry officers. The CDF will gain from the officer's technical know-how thus avoiding wastage of public funds from poorly planned projects and poor workmanship. It also ensures a smooth handover to the relevant government authorities once a project is completed. This will go a long way in avoiding a situation whereby schools and health facilities are constructed but there are no staff and other facilities to make them operational.

In order to ensure efficiency in CDF management and project implementation, there is need for capacity-building of CDC and district administrative structures on needs assessment project design, implementation, monitoring and evaluation.

The CDF Act has been criticized as contravening the principle of separation of powers in that it is described as having conferred upon MPs the three functions of (i) legislative allocation of finance, (ii) expenditure of public finance, and (iii) implementation of proposed projects. In essence, the MPs legislate on the CDF, implement and evaluate the projects initiated. It is recommended that the MPs play the

watchdog role of monitoring the use of CDF and should not chair the CDC.

Efficiency in releasing funds should be enhanced. Accounting and reporting should be done at the constituency level by the CDF accountant and not the District Accountant and the District Development Officer (DDO). The current reporting system makes the process of releasing funds cumbersome and time consuming.

Given the high level of poverty in the country, the CDF allocation should be increased.

Deliberate measures should be put in place to promote participation of citizens in monitoring CDF activities to reduce problems related to lack of transparency in procurement and poor workmanship in CDF projects. The study also revealed that very few non-CDF members are involved in monitoring the use of CDF allocations. A large majority 68% (47% female, 53% male) stated that they were not involved in the monitoring process.

Overall, there is dire need to enhance transparency and accountability in the management of the entire CDF fund. It was shocking that 71% of the respondents felt that there was lack of transparency and accountability in the management of the funds. These findings confirm the results of a nationwide survey conducted by the Kenya Institute of Public Research and Analysis (KIPPRA), which revealed that only a paltry 15 per cent of the respondents believed there was accountability and transparency in the management of CDF money while a whopping 46% believed the cash to be widely mismanaged. This would minimize corruption and fraud within CDF projects. About 22.1% (by 38.2% females, 61.8% males) of the respondents mentioned that there had

been cases of fraud in their constituency. This is hampering the achievement of the CDF objectives.

These recommendations, if given a consideration and adopted, can significantly reinforce CDF implementation and ensure that people benefit from the CDF by addressing their local developmental problems.

# CHAPTER FIVE

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## CONCLUSION AND WAY FORWARD

There is no doubt that CDF is a novel concept and one that is expected to have major positive impact on development at the grassroots level. In addition to advancing the welfare of the people through community projects, CDF has a salutary effect on participation which is itself pivotal to empowerment of communities.

If the above “Best Practices” and the proposed recommendations are taken up and implemented, then the anticipated rapid development at the grassroots level would be achieved which will translate to the overall development of the country. In particular, by targeting the majority of the population (women) and involving them in CDF processes and activities would be a significant step in promoting development at the local level. This would be fundamental in reducing poverty and creating wealth among men and women for better living standards. This would be a key precursor in building a strong economy for Kenya and thereby achieving the Vision 2030 ideals as well as global development targets such as the Millennium Development Goals (MDGs).

As a way forward it would be important to carry out a comprehensive research to identify and document ‘Best Practices’ in other constituencies and develop a wide scale sharing and dissemination programme to share the ‘Best Practices’ identified with various stakeholders involved in

CDF implementation such as MPs, CDF Board, CDF Committees, Project Committees, government officials, local leaders, the public, etc so as to strengthen CDF implementation. A similar study should be carried out with other devolved funds, such as, LATF, Bursary, Constituency HIV/AIDs funds, Rural Electrification Funds, to establish what is working in particular areas and share with others so that these funds can benefit the people. Notwithstanding, strengthening the policies, laws or guidelines guiding these funds is fundamental so that they can guide the implementation of the funds in tandem with people's needs and aspirations.

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