

**INSTITUTIONAL STRUCTURES AND PRACTICES OF THE CONSTITUENCY
DEVELOPMENT FUND AND LOCAL AUTHORITY TRANSFER FUND AND THEIR
PERFORMANCE IN WESTLAND'S CONSTITUENCY, NAIROBI COUNTY**

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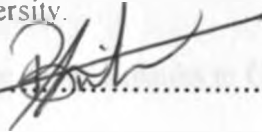


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DECLARATION PAGE

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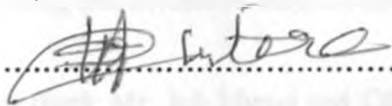
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Dedication

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CONTENTS

CHAPTER ONE

Introduction

Background of the study.....	1
Problem statement	4
Research questions.....	5
Objectives of the study.....	5
Specific objectives.....	6
Justification of the study.....	6
Scope and limitations of the study.....	7

CHAPTER TWO

Literature review, theoretical and conceptual framework

Financial arrangements and Institutional arrangements.....	8
Coordination.....	12
Awareness.....	14
Participation.....	15
Theoretical framework.....	18
Conceptual framework.....	22
Operational definitions.....	24

CHAPTER THREE

Methods of study

Study site.....	25
Research design.....	26
Sampling procedures.....	27
Sampling of projects.....	28
Sampling of household heads.....	28
Sampling of key informants.....	32
Sources and collection of data.....	33
Data analysis.....	36

CHAPTER FOUR

CDF Data presentation, analysis and summary.....

Research objectives.....	38
LATF data presentation, analysis and summary.....	65
Research objectives.....	65
Conclusion.....	82

CHAPTER FIVE

Conclusion and recommendations

Summary of study.....	83
Conclusions.....	87
Recommendations.....	89
Suggestions for further research.....	90
REFERENCES.....	92

Appendix

1. Respondent's interview schedule
2. Interview guide for the Key informants
3. Westland's constituency map

List of Tables

Table 3.1 Sampling procedure.....	27
Table 3.2 Sampling of projects and household heads.....	31
Table 3.3 key informants.....	32
Table 4.1 Distribution of respondents as per marital status.....	39
Table 4.2 Distribution of respondents according to ages.....	39
Table 4.3 Distribution of respondents according to education.....	40
Table 4.4 Distribution of respondents according to occupation.....	41
Table 4.5 Distribution of CDF projects in Kangemi.....	45
Table 4.6 Respondents awareness of CDFC representatives.....	59
Table 4.7 Respondents awareness of CDF operations.....	60
Table 4.8 Respondents opinions on participation in CDF.....	62
Table 4.9 Respondents opinions on representation in CDFC.....	63
Table 4.10 LATF projects in kangemi.....	69
Table 4.11 Respondent's awareness of LATF representative.....	78
Table 4.12 Respondent's opinion on participation in LATF.....	81

List of Figures

Figure 1	Conceptual framework.....	23
Figure 2	Westland's constituency CDF allocations.....	43
Figure 3	CDF project cycle.....	53
Figure 4	Kangemi location LATF allocations.....	67

Acronyms

ASAL.....	Arid and Semi Arid Area Land
BOG.....	Board of Governors
BQ.....	Bill of quantities
CBC.....	Constituency Bursary Committee
CBD.....	Central Business District
CBS.....	Central Bureau of Statistics
CBO.....	Community Based Organization
CDF.....	Constituency Development Fund
C.D.G.....	Centre for Democracy and Governance
CGD.....	Centre for Governance and Development
CRC.....	Constituency Roads Committee
DDC.....	District Development Committee
DEO.....	District Education Officer
DFRD.....	District Focus for Rural Development
GDP.....	Growth Domestic Product
GOK.....	Government of Kenya
IEA.....	Institute of Economic Affairs
LAs.....	Local Authorities
I.ASDAP.....	Local Authorities Service Delivery Action Plan
LATF.....	Local Authority Transfer Fund
MDGs.....	Millennium Development Goals
MP.....	Member of Parliament
NA.....	National Assembly
T.I.....	Transparency International
UN.....	United Nations
UDN.....	Uganda Debt Network
VISION 2030.....	Kenya's Strategic Plan

ABSTRACT

This was a study of the institutional structures and practices of the Constituency Development Fund (CDF) and the Local Authority Transfer Fund (LATF) and their performance in Westland's constituency. This study sought to answer research questions on: how is the financial allocation and disbursement of CDF and LATF done? What and how is the state of the institutional structures of LATF and CDF? How are LATF and CDF activities coordinated in the community? What is the level of community awareness of the activities of LATF and CDF? And what is the extent of Community participation in LATF and CDF?

The study was conducted through a cross-sectional survey method. Data was collected in the months of October and November 2010. This was done by interview schedules and interview guides from 85 household heads in Kangemi location of Nairobi County and 15 key informants. It was then analyzed using SPSS V.17 and presented in tables, quotations and figures.

The study established that the financial allocations to these decentralized funds in the constituency were insufficient: The institutional structures of CDF and LATF were weak and unable to fully achieve their objectives. It was also noted that there was poor and in some instances no coordination between these funds. There were also low levels of CDF and LATF awareness among the residents and this meant that community participation in these devolved funds was very low. The study concluded that CDF and LATF had minimal and inconsistent impact on the quality of life of community members. Accordingly, there was need to amend the CDF and LATF Acts so as to improve their management and administration. It was also important to train the fund managers, community members and various community organizations on the procedures for utilization of the funds. Finally, there was need for a study to be conducted to determine how the application and utilization of information technology and social media could be used to increase community participation in CDF and LATF activities. Indeed this remained a grey area to be researched on in the future.

CHAPTER ONE

INTRODUCTION

1.1 Background

In the wake of democratization, most developing countries have had to reorient their characteristically top-down development strategies. This is so as to embrace a participatory development philosophy in a bid to reinvigorate their rural development efforts (Chinsinga, 2003). The result is a general trend of governments ceding political, fiscal and administrative power to sub-national governments, agencies, private sector or civil society organizations, based on the same premise that 'the state' should offer services that correspond to its citizens' preferences.

Indeed, poverty and underdevelopment are the consequences of poor development plans and a general lack of adequate programs that may assist in the alleviation of these social problems. The socio-economic impact of poverty permeates deeply into society such that it is felt by all regardless of class. The Kenyan government presumes that through the introduction of devolved funds such as CDF and LATF socio-economic development will be achieved. Therefore, the need to introduce appropriate programs that will aid development cannot be understated. It is possible that fiscal decentralization through the introduction of devolved funds contributes to poverty reduction through financing to promote local development and improved service delivery (Bjornestad, 2009).

Fiscal decentralization and devolution of specific government functions may involve the introduction of certain specific funds that will be managed at the constituency level. These funds may be allocated specific functions which they may be required to perform according to the wishes and needs of the populace at this level. Poverty eradication and the improvement of the

socio-economic status of the community is the fundamental objective of these funds. For development to have an impact in the lives of the citizens in the country there is a need to increase the efficiency of limited public resources. It is also important to strengthen the accountability of these funds so as to increase the levels of engagement between the government and poorer segments of the population. This will result in the creation of a 'voice' for the poor in policy development and will have a positive impact in poverty reduction (Bjornestad, 2009).

Over the period beginning 2003 to present day the Kenyan government has expanded and continues to expand fiscal decentralization efforts by introducing several constituency level funds. Key among these devolved funds is the Constituency Development Fund (CDF) and the Local Authority Transfer Fund (LATF). These devolved funds are transferred from central government to constituencies where the authority to identify and manage projects legally rests with the residents of the constituencies (Institute of economic affairs, 2006).

The Constituency Development Fund (CDF) was introduced in Kenya in 2003 as a homegrown initiative to address inequalities in development around the country (Gikonyo, 2008). The CDF Bill that gave rise to the CDF Act was passed by Parliament in 2003 to combat poverty and promote equitable growth and development around the country. The implementation of the fund is guided by the CDF Act 2003, as well as regulations and circulars released by the Ministry of Finance from time to time in order to streamline the operations of the fund. The CDF Amendment Act 2007 introduced significant changes and improvements in the fund's operations.

The main aim of the fund is to promote equity in distribution. The key objectives of CDF are to fund projects with immediate social and economic impact with a view to improving lives, alleviate poverty and general development purposes (IEA, 2006). Therefore each of Kenya's 210 constituencies receives CDF monies. About 75 % of the money allocated to CDF in a single year is divided equally between the 210 constituencies; the other 25 % is allocated to constituencies

based on their poverty ranking using a formula which ensures that poorer constituencies get more money. This formula considers factors such as the total number of people living below the poverty line in a constituency, the total population and other relevant factors. Through this system, more funds are allocated to those constituencies that have the highest number of people living in poverty (Gikonyo, 2008).

Indeed the creation of this devolved fund in the constituency has sparked great interest among the ordinary people because they feel that for the first time they can be directly involved in deciding how government monies will be used in their communities. They have used their CDF allocation for various development projects such as the construction of schools, health facilities, water projects and roads (Nowrojee, 2008). In many places, projects through CDF have been the first infrastructure improvements and development in many years.

The Local Authority Transfer Fund (LATF) was passed by an Act of parliament in 1998 and brought into effect on June 1999 through the LATF act No 8 of 1998. The funds' main objective is to provide resources and incentives to enable local authorities to supplement the financing of the services and facilities they are required to provide under the Local Government Act. Initially in 1999-2000 LATF was receiving about 2 % of the national income, but it is currently receiving about 5 % of the national income which comprises about 24 % of local authority revenues as stipulated by the LATF Act. Other objectives of the fund are to improve service delivery, improve financial management and to reduce the outstanding debt of Local Authorities (LAs). At least 7 % of the total fund is shared equally among the all the country's 175 local authorities. About 60 % of the fund is disbursed according to the relative population size of all these local authorities. The balance is shared out based on the relative urban population densities.

It is a requirement by the Ministry of Local Government that the release of LATF funds must be preceded by a Local Authority Service Delivery Action Plan (LASDAP) report. This is a report

stipulating how the council intends to spend the money depending on the priorities identified by the community. This is to ensure that there is enhanced community participation and interaction between the local authorities through the elected leaders (Councilors) and its citizens. Local authorities are given the mandate to allocate the LATF funds and their own source revenues. This is through the annual budgetary process as stipulated in the Local Government Act (Cap 265) and related financial regulations. LATF monies are combined with local authority revenues to implement local priorities.

1.2 Problem Statement

The main objective of devolved funds like CDF and LATF in the constituency is the financing of projects with immediate social and economic impact. The main aim is to uplift the standards of people by alleviating poverty. These funds are established on the belief that government at the local level has a better understanding of community needs. It is hoped that it is more capable of delivering improved, responsive and relevant services (KIPRRA, 2006). They are established and managed in the constituency to increase community participation by the various constituents in decision making and to speed up government's responsiveness. The importance here is to improve the quality of service delivery at the grassroots level. The ultimate aim of this process is that there will be significant economic growth followed by poverty reduction.

Despite the introduction of CDF and LATF in the constituencies the experiences during the last decade show a disappointing picture. The local management of these funds is riddled with so much controversy and secrecy in their activities and this has over shadowed their development efforts. Though these systems have been put in place, there is a general lack of essential mechanisms to check whether they indeed are beneficial to the citizenry at the local level (Crook, 2003). There has not been a marked improvement in the lives of the general population as hoped

and planned. General community underdevelopment, poor infrastructure and high poverty levels are still experienced all over.

In view of this discrepancy, there was a need to determine the influence that the institutional structures and practices of CDF and LATF had on their performance in Westland's constituency. Undeniably, there is a need to determine the: Financial allocation and disbursement: Institutional arrangements: Coordination: Community awareness, and community participation in CDF and LATF. If the problems facing the institutional structures and practices of these devolved funds are not addressed, they risk failure and the public will have lost a lot of money through these failed programs. This is a dangerous precedent for the future of the whole country.

1.3 Research questions

This research set out to answer the following questions:

- i. How is the financial allocation and disbursement of CDF and LATF done?
- ii. What and how is the state of the institutional structures of LATF and CDF?
- iii. How are LATF and CDF activities coordinated in the community?
- iv. What is the level of Community awareness of the activities of LATF and CDF?
- v. What is the extent of Community participation in LATF and CDF?

1.4 Objectives of the study

The main objective of this study was to investigate the institutional structures and practices of LATF and CDF and the influence on their performance in Westland's constituency.

Specific objectives

- i. To investigate the financial allocation and disbursement of CDF and LATF in the constituency.
- ii. To examine the institutional structures of CDF and LATF in the constituency.
- iii. To assess the level of coordination of the activities and management of CDF and LATF in the constituency.
- iv. To find out the extent of community awareness of the functions and activities of CDF and LATF.
- v. To investigate the level of community participation in the activities of CDF and LATF.

1.5 Justification of the study

Though similar studies on the field have been conducted, this one in particular focuses on integral issues to do with devolved funds: these are the institutional arrangements, the coordination, community participation and community awareness of devolved funds. As such, it is expected to provide hitherto new knowledge on this subject. It should therefore form useful material for reference by other researchers and readers in general.

This study also examines institutional structures, coordination, community participation and community awareness of CDF and LATF. Indeed such examination could inform policy formulations for other devolved funds and in the envisioned system of devolution in general.

The study should also influence the practice of management of devolution in Kenya. Devolution managers should focus on specific issues of institutional structures and procedures of these devolved funds generated through research. This should be done in the attempt to deal with the problems that face the implementation of various devolved funds and in Kenya. Henceforth, they

need not follow theories, rules or traditions that are remote and without specific relevance to them. They should their practices, decisions and other managerial behaviors on products of research that are specific to their situations. The use of such specific knowledge will improve the quality of management of the devolution process. It will also raise the standards of development, community participation and accountability in the country.

1.6 Scope and limitations of the study

This study focuses on the institutional structures and procedures of CDF and LATF and their performance in Kangemi location Westland's constituency. The study specifically sought to determine the effect of the institutional structures, coordination, the awareness and participation in CDF and LATF had on their performance in Kangemi

The major limitation of this study was the fact that due to several pragmatic factors such as time and money, the researcher was not able to conduct an exhaustive and fully informed study in Kangemi. If all factors were constant, the researcher would have carried out a census study involving all the residents of the area so as to get a wholly informed study. Another limitation was that of sensitivity and secrecy in the information that was sought. Money matters and issues to do with accounting are sensitive. The researcher encountered resistance from several quarters while attempting to gather this information.

The researcher used a cross-sectional survey that involved 100 respondents of which 85 were household heads and 15 were key informants in the study. The importance of this was to improve the validity and reliability of his sample. This was the most suitable technique in the circumstances because of its ability to identify the particular respondents and key informants who had specific information about the subject matter of the study.

CHAPTER TWO

LITERATURE REVIEW, THEORETICAL AND CONCEPTUAL FRAMEWORK

2.1 Introduction

This chapter reviews literature related to various institutional structures and practices of devolved funds. The review is conceptualized under the objectives of the study and focuses mainly on financial allocation, institutional structures, coordination, awareness and participation.

2.2 Financial allocation and Institutional structures of devolved funds

Institutions are establishments which are custom made to serve a particular objective (Crook, 2003). Their arrangement and organization are made so as to achieve the set objective. It follows therefore that the shifting of power and funds from the central government to regional levels and institutions has the main aim of getting the government and its services closer to its people (Muriu, 2011). This is done through the creation of adequate institutions that perform this function.

Decentralization and fiscal devolution of various government functions and responsibilities is seen as an appropriate means of bringing government closer to the people. This is geared towards greater responsiveness to local needs, improved access to adequate and relevant services efficiently provided by the local decentralized unit. It is therefore assumed that this unit understands the needs of those to be served and effectively leverages on local knowledge and resources (GOK, 2009). It is in line with this shift that institutional responsiveness is the achievement of congruence between community preferences and public policies such that activities of the institutions moved to the local level are valued by the public (Fried and Rabinovitz, 1980). Poor economic performance of many developing countries is often attributed

to the failure of centralized bureaucracy and centralized decision making (Kessing et al, 2006). Despite excellent policy programs on paper, physical presence and actions attributed to these are almost non-existent. The general apathy towards fulfillment of these development goals has been the Achilles heel of many developing countries.

Devolution and fiscal decentralization are the transfer of power, authority, functions, responsibilities and resources from an institution/agency. These are taken closer to the public which is to be served (GOK, 2009). Fiscal decentralization, therefore involves the establishment of an arena of decision making outside the influence of the central government. Here, the central government delegates some of its power and institutions to local or regional administrators. These people are then charged with the functioning and funds allocation in the various areas they control for the benefit of these areas (Kalaycioglu, 2000). Fiscal devolution refers to a set of policies and the introduction of appropriate institutions. These are designed to increase revenues or fiscal autonomy of sub-national governments (Falleti, 2005).

Fiscal decentralization exists when sub-national governments and institutions have powers and relevant institutions given to them by the constitution or legislative law. These may be in the form of levying taxes or carrying out various financial activities within clearly established legal criteria (Tanzi, 2000). Under decentralization which may finally lead to devolution, local jurisdictions are independent decision makers that respond to their residents preferences and needs. This is enabled through the establishment of relevant laws and institutions to aid in the provision of public services (Kwon, 2003). Advocates of devolution and decentralization policies argue that decentralization brings government closer to the governed. The established programs will be more knowledgeable and responsive to their needs (Crook, 2003). It is made possible through assigning financial decision making that is channeled through appropriately set up

institutions in the localities. They therefore need to have enough capacity to cater for local needs (Rono et al, 2010).

Due to previously existing policies and political marginalization, poor people had little opportunities to influence government policies. This contributed to the falling standards of living and poverty that was attributed to a deliberate process of misallocation of resources between rural and urban areas (Maina, 2008). At that time there was a need for policy reforms that could change the degree of decentralization, governance and introduce the necessary institutions for the process to be sustainable (Ng'ethe, 1998).

However decentralization and devolution are not necessarily solutions to underdevelopment. Almost everywhere in developing countries, results of decentralization and fiscal devolution have been short of the declared objectives of policy makers (Rahman & Khan, 1995). In this regard Kenya has not been spared either. Although the introduction of both CDF and LATF in the various constituencies has enhanced service delivery, optimal service uptake is eroded by poor governance frameworks (IEA), 2006). Indeed, devolution has not been without dispute as some of the policies and systems have not been entirely community focused and people driven. Case in point is the lack of proper systems and good will by the concerned parties to execute the wishes of the people in the community (NTA, 2009).

The implementation of devolved funds and devolved systems in the community may be dogged by controversy and confusion. This can be generated in part by weaknesses in the respective Acts that these funds operate with (Gikonyo, 2008). Some of these Acts may give excessive powers to the fund managers and politicians involved in their management. The uptake of this is that there may be cases of corruption, nepotism and a lack of community participation in their activities. Indeed there may exist few mechanisms of oversight to hold such leaders accountable (Nowrojee, 2008). The consequence may be a general lack of transparency and accountability.

There is need to set appropriate institutional structures to manage the devolution process in any society. Governments are encouraged, where appropriate, to decentralize their public institutions and services. This should be done to a level that is compatible with their overall responsibilities, priorities and objectives. It is through this that they will be able to respond properly to local needs and facilitate local participation (Crook, 2003). Effective decentralized units managing these devolved funds also need to have the technical know-how, capacity and financial resources. These will enable them to sustain the delivery of local public services and development at levels satisfactory to citizens.

In an effective decentralized system, members are no longer predominantly unqualified appointees named to appease party loyalists. They are rather well educated public servants committed to the progress of their community (CGD, 2000). Decentralization will then be effective and proper. It will also encourage further introduction of programs and services to this decentralized unit. It is then that local authorities and association networks will be strengthened (Chinsinga, 2003). Therefore governments, at the appropriate levels, should review and revise necessary, legislation. Through this local autonomy and programs sustainability will be ensured. It will encourage participation in decision making, implementation, and resource mobilization

Poor management structures are the greatest threat to the successful existence and implementation of devolved funds. These may be in the form of poorly designed devolution structures based on transfers from the central government. They may also be in the form of similar systems of management and where expenditure responsibilities are inadequately defined. The effect of this is that they weaken the effect of these systems due to coordination problems (Rodden, 2003). For decentralization to work adequately, accountability between all the players should be ensured (Obuya, 2008). Proper role specification for the fund managers should be spelt out.

2.3 Coordination of devolved funds

Coordination is the harmonization of the various activities of any institution (Crook, 2001). It is the effective running and management of various activities associated with similar institutions. The effects of proper coordination of institutional activities are increased efficiency and tangible results on service delivery. Devolved funds are associated with improvement in performance of the public sector through allocation that is efficient (Oates, 1972; Ebel & Yilmaz, 2002).

When resources are allocated based on an agreed upon formula, all local jurisdictions are guaranteed a minimum level of per capita expenditure for essential services (World Bank Report, 1999/2000). Properly devolved funds are associated with improved performance on basic needs such as health and education in developing countries (Lindman & Thurmaier, 2002). Through properly devolved funds, public services are brought closer to the people. Close proximity, it is argued, enhances accountability, autonomy and participation (Turner & Hume, 1997).

Lack of proper coordination may negate these expectations. Poor coordination may lead to a lack of proper and adequate professional and technical supervision. The uptake of all this is that this may lead to poor project quality (Crook, 2001). It is important for coordination to be proper in all the activities of devolved funds in the community. If this is not the case poor coordination of various activities in the community may be witnessed. Poor coordination may also be when the guidelines to the various devolved funds are inadequate. In other cases they may exist but are not followed by the executive who may be involved in their management (UDN, 2006). This may lead to massive wastage or even confusion in the various activities. In some instances, new projects may be undertaken while existing ones are either left to deteriorate or are inadequately funded (Tanzi & Davoodi, 1998).

Poor coordination among devolved funds may lead to an overall burden on specific sectors in the country. An example is when devolved educational funds are poorly coordinated; this may exert pressure on the overall educational sector in a country. A lack of networking and information

exchange between the various management committees of the devolved funds is harmful. This only serves to heighten the questionable and confused management of these funds in a devolved unit (Nduva, 2006). Proper coordination should be done in a properly established institutional framework. Proper laws and procedures ought to be put in place to govern devolved funds coordination in the community.

The building of institutional capacity to formulate policies, set goals, anticipate needs, mobilize and manage resources is important. This is so as to meet the stated goals of devolved funds in the community (GOK, 2009). Proper coordination of these funds will also ensure that they are fully utilized on programs in the community. There should also be a proper working environment in the community for there to be adequate coordination. An effective and well-coordinated political process should provide for adequate consultations. There should be the provision of adequate power and authority over clearly delineated functions. Roles and responsibilities for both central and sub national government and non-state actors should be clearly spelt out (CGD, 2000). This can only be achieved through effective legislative and an ample administrative framework. It removes ambiguities and protects the rights of each party from encroachment by another, enhances transparency and accountability (Nduva, 2006).

Coordination should be witnessed at all the available levels of devolution where expenditure assignments should be accompanied by adequate revenue transfer. This will give the decentralized service providers substantial autonomy over revenue raising and spending decisions (Crook, 2001). The central government and its agents at the various levels should demonstrate its endorsement and support to decentralization and devolved funds. This will be done through greater dissemination of information on decentralization and it will require greater integration of decentralization reforms (Nduva, 2006). This information will serve to enlighten the fund manager so as to ensure proper coordination of these funds in the community. It will

also help in the creation of proper links so as to establish the proper line of command in the activities of these funds.

2.4 Awareness of devolved funds

Awareness is the state or ability to perceive, to feel, or to be conscious of events, objects, or sensory patterns (Thesaurus, 2007). It is the ability of an individual to be knowledgeable of the existence or workings of the devolved funds in the community. In this level of consciousness, sense data can be confirmed by an observer without necessarily implying understanding (Oyuke, 2009). In reference to devolved funds and decentralized systems, it implies the state of the community being conscious of the existence of these systems in their midst (T.I, 2009).

It is important for the community to have knowledge of devolved funds for them to be able to draw benefits from them (CGD, 2007). Low understanding of these devolved funds by the community has the consequence of low community monitoring and evaluation. Low awareness will lead to the inadequacy of data and general information about the funds. The impact of this situation in the community is that it may create a misconception that the funds are free or are the personal gifts from the political leaders (Oyuke, 2010). This is a situation to avoid since the community members need to know what and how these devolved funds are managed. This awareness is important as it will help keep the fund managers in check.

Effective decentralization and democratic local governance are advanced in tandem through the creation of knowledge for all to be aware of the systems in place. Poor performance and failure of these funds can be attributed to poor awareness by community members and fund managers of their roles and responsibilities in the governance of funds (IEA, 2008). On the other hand, increased awareness has its benefits in community empowerment. Examples can be drawn from India which started decentralization in the 1990s. The country has made great progress in

education provision as gross enrolment rates in the lower secondary schools increased from 54-61%. The gains were more significant among girls with an increase from 45-56% (World Bank, 2004). This was mainly achieved through the creation of awareness among the local populations of the existence of these programs. It follows thus that awareness is an important aspect for the community if they are to benefit from devolved programs.

The creation of effective awareness is that it creates a sense of community ownership for programs being offered. Distributing authority and increasing public awareness over public goods and revenues, makes it difficult for individuals or groups to collude and engage in corruption (CGD, 2000). By empowering communities to manage and get to know of their resources, devolution strengthens these local institutions. People cannot get to participate in what they do not know exists. Increasing awareness has the effect of encouraging participation in activities of devolved funds (Oyuke, 2010).

2.5 Participation in devolved funds

Participation in devolved funds is the involvement in their activities by community members. Devolved funds are established up with proper structures that encourage citizen participation at the community level (CDG, 2003). Participation here refers to involvement whereby local populations get involved in the creation, content and conduct of a program or policy designed to change their lives (Crook, 2001). It is built on a belief that citizens can be trusted to shape their own future. Participatory development uses local decision making and capacities to steer and define the nature of an intervention by the local population (Jennings, 2000). It is also the determination and power sharing throughout the cycle of a particular program (GTZ, 2009). Participation assumes that the local community members get the opportunity to get involved in the various activities of these funds. It is therefore an integral aspect of devolution since it works on the premise that all decisions at this level will be agreeable with the entire community.

People have a fundamental right to participate fully and effectively in making the decisions which affect their lives at all levels and at all times (Mikkelsen, 1995 and Makumbe, 1996). Advocates of participatory development emphasize a difference between participation as an end in itself and participatory development as a process of empowerment for marginalized populations (Maina, 2006). Participation should not just end and begin with provision of suggestions. It should be tangible with follow up procedures to ensure that what the citizens get to participate in is all inclusive. Participatory development seeks to engage local populations in development projects. It is an essential component of successful and lasting development. It contributes to equity by involving people living in poverty and other groups in planning and implementation (Oyuke, 2010). Several proponents of participation have hailed it as an effective tool of addressing development inequalities in the society.

Participatory development has taken a variety of forms since it emerged in the 1970s. Upon its introduction as an important part of the basic needs approach to development it was welcomed as a modern remedy to underdevelopment (DAC, 1997). However participation in development has faced its fair challenges. The major challenge has been how to wholly and fully include the citizenry in their development. Participation however involves external and local actors working together on a particular project. Indeed most manifestations of participatory development seek to give the poor a part in initiatives designed for their benefit. This is done in the hope that development projects will be more sustainable and successful if local populations are engaged in the development process (Chinsinga, 2003).

This approach to development is often presented as an alternative to mainstream top-down development approach (Oyuke, 2010). Explicit participation of the poorest and most vulnerable participants is a human right. They need to be involved so as to offer input in their problems. It is an inherent and indivisible component of pro-poor development strategies and empowerment

(Mayoux, 2005). Participation of the main stakeholders increases the accuracy of information. It also provides relevance to the realities of people's lives in lieu of the policy decision and implementation processes. This can therefore be achieved by creating a number of governments below the national level. Through this, devolution will multiply the opportunities for political and economic participation and therefore enhance a democratic culture (CDG, 2000). Such a system is more inclusive as it provides channels for expressing regional sentiments. It also encourages national policies to become more sensitive to regional variations. This system may also encourage innovation in the delivery of services. This is because people will take part in all the aspects of community life. It may also resolve individual and collective choices by providing avenues of expression for all community members.

Participation is useful in advancing the welfare of the people through community projects. Devolved funds at the community level have a salutary effect on participation which is itself pivotal to empowerment of communities (Rono et al, 2010). The participatory process, through building skills, capacities and networks is a contribution in itself to pro-poor development, civil society and empowerment (Mayoux, 2005). It is through active participation and involvement in the activities of various devolved funds, that the community will eventually benefit more from these funds (Oyuke, 2010). Indeed participatory local planning is integral to ensuring that funds allocated are effectively utilized.

Indeed, the African charter on popular participation was legislated in 1990 as the climax event during the United Nations Conference on Popular Participation. This charter realizes that nations cannot be built without the popular support and the full participation of their people. It also notes that that people's involvement or participation results in the democratization of the development process (Wunsch, Olowu 2000 and Makumbe 1996). However the challenges to this approach have been to accept full participation by the various governments. The view that participation

and interference mean the same thing has been fronted by several governments in the continent. It should however be noted that participatory development cannot be seen as a substitute for strategic policies to address poverty, inequality and empowerment (Mayoux, 2005). African countries should come up with effective policies and provide direction on how participation in development will be achieved. It is not enough to encourage citizen voice, citizens voices must be heard by those who hold organizational power and authority (Goetz et al., 2001).

However participation programming is not politically neutral. Participatory development promotes equity and accepts that the exercise of decision making power at the local level is as legitimate as it is at the national level. It should be about helping to create an environment where people can more effectively identify and address their own needs (Jennings, 2000). This can be achieved through the creation and establishment of proper and strong advocacy groups that can give voice to all in the society. These groups should not however belong to the elite in the community. They should be all inclusive and ensure that the address participatory problems faced by the rural poor.

2.6 Theoretical framework

The theoretical framework is the foundation on which the entire project is based. The theoretical framework of this study provides support by presenting known relationships among the study variables and it has set the limits for this study. It has coordinated the literature review, the problem, the significance of the study and the study objectives to the methods of research. This study's perceptions on decentralization were drawn from two sociological frameworks namely:

- i. Sequential decentralization framework
- ii. Decentralization and access framework

2.6.1 Sequential decentralization framework

This study was guided by the sequential decentralization framework that was advanced by Tulia Falleti in the early 2000s. This framework assumes that decentralization invariably increases the power of sub national governments. It defines decentralization as a process; and more purposefully as a set of policy reforms aimed at transferring responsibilities, resources or authority from higher to lower levels of government (Falleti, 2005).

The framework proposes sequential decentralization that has three main characteristics:

- i. It defines decentralization as a process
- ii. It takes into account the territorial interests of bargaining actors
- iii. By incorporating policy feedback effects, it provides a dynamic account of institutional evolution

Sequential decentralization framework classifies decentralization policies as belonging to one of three categories all of which depend on the type of authority that is devolved. Decentralization first begins with Administrative decentralization. This involves a set of policies that transfer the administration and delivery of social services such as education, health, social welfare or housing to sub national governments. This particular type of decentralization may then entail the devolution of decision making authority over these policies, but it is not a necessary condition.

Then there will be fiscal decentralization, which is a set of policies designed to increase the revenues or fiscal autonomy of sub national governments; it may be; an increase of transfers from the central government, the creation of sub national taxes and the delegation of tax authority from the national to the sub national level. These may eventually lead to the introduction of devolved funds that will be managed from these devolved units of government. Finally this will lead to political decentralization and devolution, which will be a set of

constitutional amendments and electoral reforms designed to open new or activate existing but dormant or ineffective spaces for the representation of sub national politics. Political decentralization policies may also be designed to devolve electoral capacities to sub national actors. Decentralization is a process therefore; for it is a set of reforms' aimed at transferring responsibilities, resources, or authority from higher to lower levels of government (Falleti, 2004). Important and workable institutional reforms should be put in place for effective fiscal decentralization that may lead to the proper and efficient introduction of devolved funds in the constituency to be truly effective.

As adapted in this study, the sequential decentralization framework therefore holds that for decentralization to be truly effective and for it to have an impact on the lives of the people in the community, the process and procedure of establishing the relevant reforms and systems should be initiated first before the introduction of devolved funds at the devolved unit. However in adopting the sequential decentralization framework, the researcher is not oblivious of its short comings. Reforms and change are a difficult process in society and are often opposed by the powers that be. This framework requires a shared vision so that all the members of the society have a unified idea of what they are trying to accomplish. It requires a cohesive effort from all the stakeholders, a task that is not easily accomplished in a society with divergent views.

2.6.2 Decentralization and Access framework

This study will also be guided by the framework of decentralization and access that was put forth by Mohammad Habibur Rahman and Mohammad Mohabbat Khan in 1995. This framework stipulates that decentralization can be instrumental in adversely affecting the poor with regards to access of resources. It goes further to state that the absence of tangible rewards to be won by participating in local affairs will often result in apathy and frustration to the local people.

This framework emerged from the experiences in Bangladesh in between 1959 and 1991 where every successive regime attempted to reform the local government structure. The growth of local government, however failed to ensure not only access for the poor but also their participation in development. The various theoretical perspectives on decentralization and devolution range from the populist domain of local government and decentralization to the Marxist school of class, state and political economy (Rahman & Khan, 1995). It is therefore important to study the various aspects of devolution and the introduction of devolved funds at the local level from a perspective of access by the local population to the various services and benefits from these funds.

It is important that upon the adoption these devolved funds in the community and at the local level, attention and emphasis should be placed on how the community will access them. Consideration should not only be placed on the process but also on relevant structures' to ensure that the right people benefit from this process. Broadly, access can be defined as the means, place or by which a goal may be approached (Huda, 1983). This concept then is defined as the benefit to be derived from these systems being put in place in the society. It can also be the relation between administrative allocation of goods and services and the people who need them or for who they are intended (Schaffer & Lamb, 1974).

Decentralization and access framework postulates that access entitlement should go to the poorer sections of society-marginal farmers, landless workers and so forth (Rahman & Khan, 1995). It goes further to say that bureaucracy should have the role of service delivery and should ensure easy access of the community to the derived benefits from these services. It is the bureaucracy which establishes and controls the link between central and field agencies of local administration and local government.

As adapted in this study, the decentralization and access framework holds that for the devolution systems to be termed as effective, they must be first directed to the poor in the society. For it is

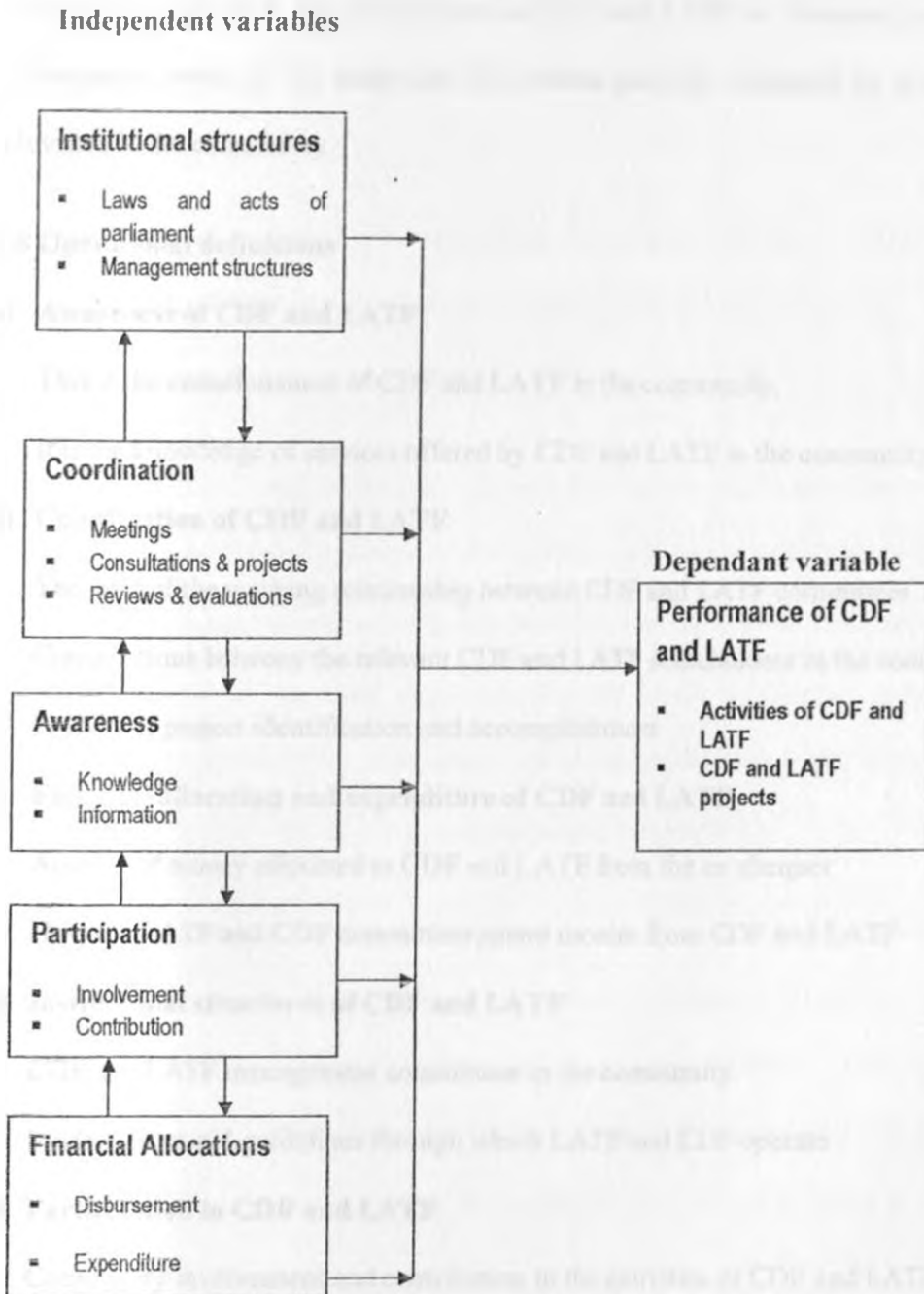
they who truly require these services and goods offered through these programs. However in adopting the decentralization and access framework for this study, the researcher is not ignorant of its shortcomings. Various skeptics of this theory state that the reliance of bureaucracy results in differential treatment and a problem of access for people in many countries (Smith, 1998). Alternatively, discontinuities' will also occur between bureaucracy and people and also between elements of the access structure (Rahman & Khan, 1995).

2.7 Conceptual framework

The conceptual framework of this study was developed through explaining and ascertaining the relationships and interconnectivity of the objectives of this study, which were the financial allocation and disbursement, the institutional structures and the level and extent of coordination of CDF and LATF in Westland's constituency. Relationships were also sought with regards to community awareness and participation in the activities of CDF and LATF in Westland's constituency. It is all these that constitute the institutional structures and practices of CDF and LATF which in turn influence their performance in the constituency.

The dependent variable in this study was the performance of CDF and LATF in Westland's constituency which was in turn influenced by the various independent variables- financial allocations and disbursements, institutional arrangements, coordination, awareness and participation).

Figure 1 Conceptual framework



In this study, the institutional structures of CDF and LATF are affected by the coordination of these funds. This has an impact on awareness which also reflects upon participation in the activities of CDF and LATF by the community. All these are influenced by the financial allocation and disbursement of CDF and LATF in the constituency.

It is these variables that constitute the institutional structures and practices of CDF and LATF; these in turn influence the performance of CDF and LATF in Westland's constituency. The performance levels in the study are the various projects conducted by the funds and their relevance in the community.

2.8 Operational definitions

a) Awareness of CDF and LATF

- i. This is the consciousness of CDF and LATF in the community.
- ii. It is the knowledge of services offered by CDF and LATF in the community.

b) Coordination of CDF and LATF

- i. The state of the working relationship between CDF and LATF committees
- ii. Consultations between the relevant CDF and LATF stakeholders in the community.
- iii. Process of project identification and accomplishment

c) Financial allocation and expenditure of CDF and LATF

- i. Amount of money allocated to CDF and LATF from the ex-chequer
- ii. How the LATF and CDF committees spend monies from CDF and LATF

d) Institutional structures of CDF and LATF

- i. CDF and LATF management committees in the community.
- ii. Various laws and guidelines through which LATF and CDF operate

e) Participation in CDF and LATF

- i. Community involvement and contribution in the activities of CDF and LATF.
- ii. Community input in CDF and LATF activities.

f) Performance of CDF and LATF

- i. Activities of CDF and LATF in the community
- ii. Projects of CDF and LATF in the community

CHAPTER 3

3.0 METHODS OF STUDY

3.1 Introduction

This chapter has examined the research design, the location of the study, population, sample size, data collection and data analysis procedures that were used during the study.

3.2 Study site

This study was conducted in Nairobi which is the Capital and largest City of Kenya. The City lies on the Nairobi River in the south of the nation and has an elevation of 1795 m above sea-level. The researcher purposively selected Nairobi because it is the most populous City in East Africa. It has a current estimated population of about 3 million according to the 2009 population census. This made Nairobi a unique study site as the researcher sought to establish whether this population size had an impact on its socio-economic development.

Another reason for the selection of this site was that Nairobi is home to thousands of Kenyan businesses. It is also the home of over 100 major international companies and organizations, including the United Nations Environmental Programme (UNEP). This makes it the main coordinating and headquarters for the UN in Africa and Middle East. Nairobi has people of various socio-economic diversities and this makes it a unique area in which to conduct a study.

Nairobi County has eight constituencies': Langata, Dagoretti, Westlands, Kamukunji, Makadara, Kasarani, Embakasi, and Starehe. Specifically this study was conducted in Westland's constituency. It is located within the City on the north-western side of the central business district (CBD). It has an area of 98 km². According to the 2009/2010 population census, the Constituency is home to 247, 107 people. It is ranked at position 15 under the poverty ranking

for all constituencies, meaning that it is the 15th wealthiest constituency in the nation, while the income inequality index is 40, the highest of the eight Nairobi constituencies. Westland's as a whole has about 31% of the constituents living below the poverty line. Most of these live in low income neighborhoods like Kangemi.

Kangemi is a low income administrative location in the middle of Westland's Constituency. It is a densely populated semi slum area which according to the 2009/2010 population census, has a population of 123,964 people. Kangemi is divided into three zones or villages which are known as: Gichagi, Kinunu and Nguturi. Most of the residents of Kangemi work in industries within the city or as casual laborers in homes in the nearby affluent suburbs. The reasons for the selection of this particular site were: Kangemi is the largest low income area in Westland's constituency therefore a large proportion of CDF and LATF monies are allocated here.

The diverse population of the area was likely to give the researcher a large variety of responses. Though noted as a low income area, it is comprised of both the lower class and the middle class. Finally the researcher chose this particular location for pragmatic reasons like time, money and familiarity due to the fact that he is resident in the area.

3.3 Research design

This research was conducted through a cross-sectional design. This is the method of research that collects data to make inferences about a population of interest at one point in time. The researcher used this particular method of study to make conclusions about the performance of CDF and LATF in Westlands. The researcher was able to gather opinions and make conclusions about the state of these devolved funds in the constituency. This was a snapshot of the performance of CDF and LATF in Westlands at that point. The researcher purposively selected this method due to limitations of time and money.

Through this method, the researcher was able to rely on the existing differences in the community. The researcher was able to compare these differences like age, gender and education levels to help make presumptions on the state of CDF and LATF in Westlands. In the use of this design, the researcher was able to use survey techniques to collect data. Since this research was both qualitative and quantitative, the researcher employed both non-random and random methods of sample selection. The researcher investigated the population by purposively and randomly selecting respondents in the community.

3.4 Sampling procedures

This study employed both probability and non-probability sampling methods. Probability sampling gave all the residents a chance of to be included in the study. Non-probability sampling was used to select respondents who were of particular interest in this study. The use both of these methods in this study minimized bias in the population. The sample of this study consisted of a total of 100 respondents. Through purposive sampling the researcher was able to select 20 of the household heads who were the community leaders. By the use of a list of beneficiaries from CDF and LATF offices, the researcher used systematic sampling to select the other 65 respondents. The researcher also purposively selected 15 key informants. These were individuals who had specific knowledge on CDF and LATF in the community.

Table 3.1 Sampling procedure

Respondents	Type of sampling technique
1. 20 community leaders	Purposively sampled
2. 65 household heads	Systematically sampled from list of beneficiaries
3. 15 key informants	Purposively sampled
100 respondents	random and non-random techniques

3.4.1 Sampling of projects

The researcher used purposive sampling technique to identify the particular development projects funded by CDF and LATF in the community. Purposive sampling is the selection of a non-representative subset of some larger population. It is selected/ constructed to serve a very specific need. This technique as used in this research, allowed the researcher to select the cases that had the required information with respect to the objectives of his study. The reason as for the selection of this particular method is that the researcher sought to obtain specific information from these projects. Time as a constraint also prevented the researcher from sampling all the projects in the area.

By utilizing a detailed list of projects from the constituency offices of CDF and LATF, the researcher created two main categories. These were educational projects which were those that had an educational theme around them, like the bursaries and school development projects. The other category had infrastructural projects which included projects like roads, public toilets and other construction in the community. To ensure representativeness of his sample, the researcher purposively selected projects from all the three zones that make up Kangemi location.

3.4.2 Sampling of household heads

In all the three zones of Kangemi, the researcher purposively selected a total of 85 household heads that had knowledge of CDF and LATF in the community. This was done in the following manner:

- a) In Nguturi zone: By utilizing projects lists, the researcher purposively sampled 2 house hold heads who were parents at new Kihumbuini primary school. Here CDF had constructed 3 new classrooms. Through systematic sampling of users at the Kihumbuini grounds facility, the researcher selected 5 household heads. They were active users of the sports pavilion at

Kihumbuini grounds that had been put up by CDF. Systematic sampling from the CDF list was used to select 2 household heads. They were parents of students who had received the CDF bursary award. Through the use of systematic sampling from the LATF list the researcher selected 5 household heads. Their children had received the LATF bursary. In total the researcher sampled 14 household heads in this zone. They were selected through the use of both random and non-random methods.

b) In Kinunu zone: By utilizing available projects lists, the researcher purposively sampled 3 household heads. Their children had received the CDF bursary. The same method was also applied to sample 2 household heads from Kangemi Youth Centre. Here CDF had constructed an administration block. Through the use of the LATF list, the researcher purposively sampled 3 household heads. Their children had received the LATF bursary. The researcher also systematically sampled 2 household heads who were residents along bottom-line road. Here LATF had installed streetlights on this road. In this zone the researcher sampled 10 household heads. They were selected through the use of both random and non-random methods.

c) In Gichagi zone: Through the use of projects list form the CDF office, the researcher purposively sampled 10 household heads. Their children were students at Kangemi high school where CDF had constructed a school library and an ablution block. Though the use of systematic sampling from residents in Gichagi, the researcher selected 10 household heads. Here CDF had installed street lights along the Kangemi-Gichagi road. By visiting Kangemi maternity hospital and by utilizing both simple random selection and systematic sampling the researcher selected 20 household heads. Among these respondents were those whose relations had utilized the maternity hospital that was constructed by CDF. Others were direct beneficiaries of the project. Through the use of systematic sampling while at Kangemi social hall, the researcher selected 21 household heads. In this zone which is the largest of all three zones the researcher sampled 61 household heads. This was done through both probability and non-probability methods of

selection. The reason for the selection of a larger sample size here is that this zone has a higher population than the other two zones. A large amount of CDF and LATF funds are spent in Gichagi and as such the sampling frame is larger.

		Number of households sampled
A. Ngara	i. Construction of additional classrooms at some institutions primary school (CDF)	1
	ii. Construction of a shop premises at Kibindoni primary (CDF)	1
	iii. Secondary school building premises (CDF)	1
	iv. Secondary school library (LATF)	1
B. Kiunga	i. Secondary school building premises (CDF)	1
	ii. Administration building construction at Kiunga High School (CDF)	2
	iii. Secondary school library (LATF)	1
	iv. Street lighting along Kiunga primary bus road (LATF)	1
C. Ngara	i. Construction of school block at Kiunga High School (CDF)	5
	ii. Construction of separate block at Kiunga High School (CDF)	4
	iii. Street lighting at Kiunga shopping centre (CDF)	10
	iv. Kiunga Secondary (CDF)	20
	v. Kiunga Senior High (LATF)	21
Total	All projects	67 households

The reason for separate data households from the same census project. The 10000 households were in the census of 2008 under MCHT of responsibility of LATF because this was piloted by the first year. The additional were from the responsibility of LATF (CDF) was required to carry out the project. This is the reason for LATF. This MCHT responsibility is to carry out the project of LATF.

Table 3.2 Sampling of projects and household heads

Zones	Name of project	Number of households heads sampled
A. Nguturi	i. Construction of additional classrooms at new Kihumbuini primary school (CDF)	2
	ii. Construction of a sports pavilion at Kihumbuini grounds (CDF)	5
	iii. Secondary and college bursaries (CDF)	2
	iv. Secondary school bursary (LATF)	5
B. Kinunu	i. Secondary and college bursaries (CDF)	3
	ii. Administration block construction at Kangemi Youth Centre (CDF)	2
	iii. Secondary school bursary (LATF)	3
	iv. Street lighting along Kangemi-bottom line road (LATF)	2
C. Gichagi	i. Construction of school library at Kangemi High School (CDF)	6
	ii. Construction of ablution block at Kangemi High School (CDF)	4
	iii. Street lighting at Kangemi shopping centre (CDF)	10
	iv. Kangemi Maternity (CDF)	20
	v. Kangemi Social hall (LATF)	21
Total	13 projects	85 respondents

The researcher separated these household head into two distinct groups. He had 54 household heads as respondents in CDF issues and 31 as respondents in LATF matters. This was guided by the fact that CDF allocates more funds in the community than LATF. CDF has engaged in more development projects in the community than LATF. This led the researcher to adopt a larger sample in CDF than in LATF.

3.4.3 Sampling of key informants

The researcher purposively selected 15 key informants to be included in this study. The 15 purposively selected respondents had crucial information on CDF and LATF. Most of them were involved in the daily running and management of these funds in the community. They were:

1. The Westland's constituency CDF manager
2. The personal assistant to the member of parliament
3. 5 CDF committee members
4. 4 LATF committee members
5. The district engineer
6. Area Councilor;
7. 2 NGO representatives

Table 3.3 Key informants

Key informant	Selection justification
Westlands constituency CDF manager	Is the technocrat responsible for CDF management
Personal assistant to member of parliament (MP)	Represents the MP at CDF and LATF meetings in the constituency
5 CDF committee members	3 of them were the executive, the chairman, secretary and the treasurer. 1 was the tender committee chairperson and the other was the women's representative
4 LATF committee members	2 of them were the executive, the chairman and the secretary and the other two were community members in the committee
District engineer	He is the one who approves all construction projects by both funds. He is the technocrat responsible for strict adherence to construction laws by both funds
Area councilor	He is the patron of the LATF
2 NGO representatives	They work with CDF and LATF in the constituency. They have special information on the functioning of these two funds at this level.

3.5 Sources and collection of data

This study utilized both primary and secondary data. Primary data is that observed or collected directly from first-hand experience. The primary data was obtained by using quantitative methods like interview guides and from direct observation. Secondary data is that which is collected from other sources that already have the information. In this research this involved the gathering and using of already existing information from journals, CDF and LATF reports and published books on the subject matter. The researcher was able to get qualitative information by using this method of data collection.

3.6 Data collection methods

Data collection methods refer to the manner the researcher obtains research data. This is how the researcher obtains data for the study. The researcher sought to obtain both qualitative data and quantitative data. The qualitative data is that which dealt with descriptions, this was observed but could not be measured. This was like people perceptions on performance of CDF and LATF in the constituency. The quantitative data was that which dealt with numbers. This could be measured and it was like the number of people allocated bursaries, financial allocations to CDF and LATF among others. Several data collection methods were employed in the course of this study. The section below describes them in detail.

3.6.1 Interviews

An interview is a conversation between two people in which the interviewer asks questions on the subject matter. An interview schedule and interview guides were used as the main tools for primary data collection from the various household heads and key informants. These were used to collect both qualitative and quantitative data. The researcher personally administered the interview schedules and guides to the respondents and the key informants. The key informants

were interviewed in their offices while a few of them were interviewed at the project sites in the community. The household heads were either interviewed at home or at the respective projects

The interview guides for both the household heads and key informants were organized into various sections as per the research objectives. This organization was such that the researcher was able to balance between qualitative and quantitative data. The guides had sections that required the respondents to give explanations to their answers. The use of these enabled the researcher to qualify the various responses given.

The balance between the quality and quantity of information was useful for a fuller explanation of the various phenomena under investigation in this study. The researcher used interview schedules and guides since the study was concerned with some variables that could not be directly observed and ascertained. These were in the form of views, opinions, perceptions and feelings of the respondents towards the variables in the study. This was the best method for collection of primary data given the constraints of time and the challenge of respondent's anonymity. The researcher also noted that a large percentage of the respondents were literate and hence did not have problems answering the schedules.

The overall aim of this study was on the institutional structures and practices of CDF and LATF and their performance in Westland's constituency. The researcher was mainly concerned with views, opinions, perceptions, feelings and attitudes. This information could only be best collected through the use of interview schedules and guides.

3.5.2 Direct observation

Direct observation is a method in which a researcher observes and records behavior/events/activities/tasks/duties while something is happening. This was a method that the researcher used to observe and take notes of the respondents in the course of their activities. The

researcher joined both the CDF and LATF committees in one of their meetings. Special permission was given to the researcher to be present in the course of these meetings. He was able to observe and took notes of how these meetings were held. The researcher was also able to attend one district projects committee meeting. Here the researcher made use of all his senses to perceive and understand the experiences of interest to him.

The nature of information which the researcher sought to obtain is what led him to adopt this particular method of study. By using this method, the researcher was able to see for himself what the various key informants did in the course of their duties. This enabled the researcher to bridge the gap between what the people said and what they actually did. The major advantage of this method here was that the researcher was able to record information obtained here as it occurred.

3.5.3 Document analysis

This is the critical examination of public or private recorded information related to the issue under investigation. Through utilization of this method, the researcher was able to obtain secondary data. The researcher was able to go through various documents related to CDF and LATF in the constituency. These documents included various CDF and LATF bursary lists which he obtained from the respective fund offices. By examining the minutes of CDF and LATF meetings, the researcher was able to get in-depth knowledge of their workings. Other documents examined included project proposals from various organizations in the constituency. The researcher was able to get these from the Westlands CDF office through permission given by the manager. Through scrutiny of these documents the researcher was able to gather meaningful information about the running and management of these funds.

3.6 Data Analysis

Data analysis is the process of inspecting, cleaning, transforming and modeling data with the goal of highlighting useful information. The importance of this is so as to suggest conclusions and to support decision making. The data collected as per the interview guides and schedules in this study was in the form of both closed ended and open ended responses. Analysis of the qualitative and quantitative data began with data cleaning. This was an important procedure as here is where data was inspected and erroneous data was corrected. During this process the mass raw data was systematically organized so as to facilitate analysis.

The interview guides were properly arranged and since empirical or quantitative analysis was anticipated, the various responses in the interview schedules were assigned numerical values. At this point of analysis the researcher refrained from analysis that was aimed at answering the original research question. Analysis was only made on the basic demographic features of the respondents. These were their gender, age, education level, marital status and occupation. The researcher assessed these through frequency counts and percentages.

The second stage of the analysis was coding of all the responses in the interview guides. Coding involved assigning responses in the closed ended responses numerical values. The various code categories in the questionnaire were mutually exclusive so as to allow an independent analysis of each of the responses. This process began with the preparation of a codebook that was found in the computer program that was used in the analysis (SPSS version 17). Here, the codebook described the codes for each response category for each item in the guide as well as the variable name. The codebook was then used to transfer the information to a code sheet. The open ended responses were organized in a manner that they could be summarized into general responses. The closed response like yes was assigned the numerical value of 1 no was 2 and not fully was 3. Only the numerical numbers were transferred to the code sheet. This was important as it was

what was used to build or create a 'data set' that could be managed and utilized throughout the process of analysis. Through this the researcher was able to make quantitative analysis of this data.

The interview guides and the key informant's schedules contained sections that required qualitative responses. These were properly categorized, arranged analyzed and summaries obtained for these. The researchers' intention here was so that he could combine the power of words with the authority of numbers. This was essential for both qualitative and quantitative data. Upon adoption of this method, the researcher was to save time and to increase the accuracy of the results of the analysis. The data analysis that was conducted involved developing summaries and looking for trends and patterns with the data. This was done with a view of analyzing the data in a systematic way in order to come up with useful conclusions and recommendations. The data collected was then divided into two broad categories: CDF data and LATF data. It was then presented in summary in tables, percentages and discussion.

CHAPTER 4

4.0 DATA PRESENTATION AND ANALYSIS

4.1 Introduction

This study examined the institutional structures and practices of CDF and LATF and their performance in Westland's constituency. This was in light of four questions: What and how is the state of the institutional arrangements of these devolved funds? How is the coordination of CDF and LATF in the community? What is the level of Community Awareness of these devolved funds? And what is the extent of Community participation in the activities of CDF and LATF? The data has been separated into two sections representing CDF and LATF.

4.2 Personal characteristics of the household heads

This study sampled various household heads that had knowledge and interest in CDF and LATF in the community. The researcher sought to establish specific demographic details from them before research questions could be answered. These were: Gender, marital status, age, education level and occupation. They are presented below.

4.2.1 Distribution of respondents by gender

Out of the 85 respondents, 48% were male while 52% were female. Most of the households in the study were female headed. These were selected through both probability and non-probability sampling methods. Therefore majority of the opinions on the various issues in the study will be from a feminine perspective.

4.2.2 Respondents Marital status

Data was also collected on the marital status of the household heads in the study. The results are provided in Table 4.2.

Table 4.1 Distribution of the respondents according to their marital status

Marital status	Number of respondents	Percentage
Married	53	62
Single	26	31
Divorced	4	5
Widowed	2	2
Total	85	100 %

In this study, about 62 % of the household heads were married, 31 % were single, while 5 % of them were divorced and 2 % were widowed. The results showed that majority of the respondents had families and as such their interest in CDF and LATF was higher. This was due to the fact that these funds concentrate their efforts on projects that are of socio-economic benefit in the community. These are like hospitals, schools and security. These projects therefore are of interest to the various families in the area.

4.2.3 Respondents age

Data was also collected on the ages of the household heads in the study. The results are then presented in table 4.3 below.

Table 4.2 Distribution of the respondents according to their ages

Age	Number	Percentage
Under 36 years	16	19
36 – 45 years	40	34
46 – 55 years	19	22
56 – 65 years	9	10
Above 65 years	1	1
Total	85	100 %

About 19 % of the household heads were under 36 years, while 34 % of them were in the 36–45 years age bracket, a further 22 % of them were between 46–55 years, whereas 10 % of them were in the 56–65 years age bracket and 1 % were above 65 years. Majority of the community in Kangemi like in other low income areas are middle aged. These funds engage in projects that are most beneficial to this particular age group. They have children who need bursaries; child bearing women who require maternity hospitals and many others. As such, they are the correct people to ask questions on the performance of these funds in the community.

4.2.4 Respondents education

Data was also collected on the education levels of the household heads in the study. The results are found in Table 4.4.

Table 4.3 Distribution of the respondent by levels of education

Levels of education	Number	Percentage
Primary school	3	4
Secondary school	48	56
Diploma	32	37
Undergraduate	2	3
Total	85	100 %

Of the 85 household heads sampled, about 4% of them had primary school education, 56% of them had secondary school level of education, while 37% of them had a diploma certificate and 3 % had undergraduate qualification. These results show that majority of the household heads had primary school level of education as their highest level of education. As is common in low income areas in the country, education levels are low compared to other areas. This is due to the fact that education standards in these areas are usually poor due to several factors such as poor

infrastructure and lack of adequate facilities. Such areas require the services of CDF and LATF more than other regions.

4.2.5 Respondents occupation

Data was collected on the occupation of the household heads. The results are then presented in Table 4.5.

Table 4.4 Distribution of the respondents according to their occupation

Occupation	Number	Percentage
Government employed	19	22
Self employed	37	44
NGO	10	12
Do not work	19	22
Total	85	100

Of the household heads in this study, about 22 % of them were government employed, while 44 % of them were self-employed, 12 % of them were employed by NGOs and 22% of them did not work. As is the situation in low income area like Kangemi, majority of the population is engaged in small scale business. The community is usually engaged in subsistence business where they are in self-employment to provide for their basic needs. They rarely have surplus for basic services like medical care, school fees and others. Devolved funds like CDF and LATF come in to bridge this gap in the community. The following section presents data on CDF

4.3 CDF data presentation and analysis

This section presents data and analysis on CDF. It is presented according to the objectives of the study.

4.3.1 Financial allocation and disbursement of CDF

The first objective of this study was to investigate the financial allocation and disbursement of CDF and LATF in the community. Here, the researcher sought to establish the amount of money allocated to CDF and LATF from the ex-chequer and how the CDF and LATF committees spent these monies. The results on CDF are presented in the following discussion while those of LATF are presented in the next chapter

4.3.1.1 Constituency Development Fund (CDF)

The Constituency Development Fund (CDF) was established in 2003 through the CDF Act. This was later amended through the CDF Amendment Act 2007 which introduced significant changes and improvements in the funds operations. The CDF initiative is intended to uplift the standards of the Kenyan people at the grass roots level.

4.3.1.1.1 CDF Financial Allocations

Section 4 part (2a & b) of the C.D.F Act, compels the Government to allocate an amount of money equal to and not less than 2.5% of the Government ordinary revenue collected in every financial year and any monies accruing or received by the National Committee from any other source. About 75 % of the fund is allocated equally amongst all 210 constituencies. The remaining 25% is allocated as per constituency poverty levels.

CDF allocation formula

$$\text{CDF allocation} = 0.75 \times (\text{CDF}/210) + (0.25 \times \text{CDF}) \times \text{WCP}$$

Where CDF allocation = CDF allocation to every constituency

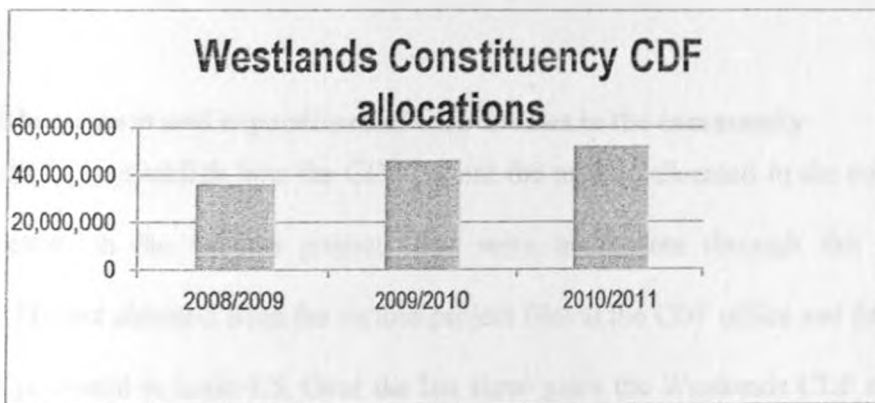
CDF= total CDF allocation less (3 % administration costs + 5 % for emergency)

WCP= Constituency National Poverty index

Source (CDF training notes, 2007)

Over the past three financial years 2008/2009, 2009/2010 and 2010/2011, Westland's Constituency Development Fund has received 36, 45 and 52 million shillings respectively. These monies have been used to fund various development projects in the constituency as well as offer bursaries to needy students as spelt out in the CDF Act. Figure 2 shows the Westland's CDF allocations.

Figure 2 Westland's constituency CDF allocations



Source CDF guide 2009

4.3.1.1.2 Statutory provisions of CDF

Part 4 of the Act stipulates the types of projects that can be funded by the fund. The C.D.F Act Sec 11 (1)-(2), 19 (9)-(12) and 23 (2) of the CDF Amendment Act, 2007 also specifies the particular type of expenditure that the fund may engage in, they are:

- a. Constituency Development Fund Committee Administration, including rent, salaries of full time staff, Constituency Development Fund Committee (CDFC) allowances, office expenses, etc.
- b. About 3% for Constituency Development Fund Committee vehicles and equipment (administration including rent, salaries of full time staff, CDFC allowances, office expenses etc.)

- c. Up to 2% for sports activities (does not include cash awards but includes recurrent expenses)
- d. Up to 2% on monitoring and evaluation expenses
- e. About 5% emergency-this money remains unallocated in the constituency account and is only to be used for emergencies such as building or repairing bridges' after floods, repairing school buildings that have collapsed due to extreme weather, buying food during times of drought etc
- f. Up to 15% may be allocated to bursary (including fees for mocks and continuous assessment (exams))

4.3.1.1.3 Disbursement and expenditure of CDF monies in the community

The study sought to establish how the CDFC spent the monies allocated to the constituency. It wanted to establish the various projects that were undertaken through this fund in the community. The list obtained from the various project files at the CDF office and through project site visits is presented in table 4.5. Over the last three years the Westlands CDF spent over 59 million on various development projects in Kangemi. These projects included classrooms, sporting facilities, secondary school bursaries, street lighting and a maternity hospital in the area. The study noted that these projects were initiated at the CDF constituency office and approved by the CDF board before money was allocated.

Though the construction of some of them like the maternity hospital was mired in controversy, all of them were completed. The maternity hospital overshot its budget from the initially estimated 23 million shillings that was approved to the final figure of over 35 million shillings. The implications of such cost adjustments were that less money was spent on other important projects. A lot of money kept on being diverted to one project as opposed to division into several projects. Such a trend has serious implications on accountability of these funds in the community. It is such problems that negatively influence the performance of CDF in the constituency.

Table 4.5 Distribution of CDF projects in Kangemi

Development project	Financial year	Amount of money spent
Construction of additional classrooms at new Kihumbuini primary school	2008/2009	6 million
Construction of sports pavilion at Kihumbuini	2008/2009	2 million
Education bursaries to needy students	Every financial year	5 million or an equivalent of 15 % of total allocation for the financial year
Administration block construction at Kangemi youth centre	2004/2005/2006	7 million
Construction of school library at Kangemi high school	2009/2010	3 million
Construction of ablution block at Kangemi high school	2008/2009	4 million
Street lighting at Kangemi	2008/2009	2 million
Construction of maternity at Kangemi health centre	2005/2006/2007/2008/2009	35 million
Total amount of money spent in Kangemi		59 million less bursary amounts of 5m financial year

4.3.3 Key Informant's views on financial allocation of CDF

Under the objective of investigating the financial allocation and disbursement of CDF, data was collected from the key informants on their opinions on the amount of money allocated to both funds. The results are presented in the subsequent discussion.

4.3.3.1 Key Informants opinions on mode of disbursement of CDF funds

Data collected was analyzed and presented under the question of whether they thought the mode of disbursement of CDF monies was acceptable. Upon further discussion with them, majority were of the opinion that this mode of disbursement needs to be improved. This would be necessary to ensure proper allocation of funds to projects and to seal loop holes used by dishonest people to misuse the funds. A consistent factor amongst them was misuse, delays and theft of CDF monies by various individuals. One of them in particular noted that this had led to stagnation of some projects in Kangemi. He said:

“Projects like the Mpaka Road Bridge almost stalled due to lack of accountability in the construction process”

The study established that this project stalled for two years due to lack of proper accountability. The actual cost did not mirror and the work done. This led to accounting queries and the project had to be stopped by the CDF board. The delay in disbursing funds to various projects was noted to be a major problem. One key informant noted that:

“CDF should be working for the benefit of the electorate; it is the height of insensitivity that monies meant for the fund is lying idle in the hands of the Ministry of Planning as wananchi in Kangemi suffer. The constituency has not received full allocation for the 2008/2009 financial year. It has not even received a cent of the 2009/2010 financial year. This is because of complacency by the patron to the fund.”

The study noted that the delays in disbursement of funds were a multiplier problem. The constituency development fund committee (CDFC) often delayed in submitting its project proposals to the CDF board. This meant that the funds were released late to the constituency. This in turn had an effect on the disbursement of funds to the various projects in the constituency.

Proper administrative structures should be put in place to minimize these occurrences. There ought to be adequate mechanisms in place to ensure that proposal submission timetables are observed. These delays will only be minimized if the fund managers are forced to adhere to specific stipulations in these submissions.

4.3.2 Institutional structures of CDF in the community

The second objective of this study was to examine the institutional structures of CDF and LAIF in the community. To achieve this objective, the researcher combed through the CDF Act (2003), the CDF amendment Act (2007), yearly progress reports of the fund and various reports and project files obtained from the constituency office of CDF. Here the researcher sought to investigate the workings of the CDF management committees as well as to examine the CDF. The results are presented in the next section.

4.3.2.1 Institutional Structures of CDF

The CDF Act establishes two committees to manage the fund at the Constituency level. These are the District Projects Committee (DPC) and the Constituency Development Fund Committees (CDFC). Both are presented below.

4.3.2.1.1 Districts projects committee (DPC)

This Committee is established by Sec 39(1) of the CDF Act, which states that there shall be established for every District; a committee to be known as the District Projects Committee whose main function shall be to coordinate the implementation of projects financed through the fund. Membership of the committee comprises the following: MPs within the District, whether elected or nominated, Chairmen and Mayors of Local Authorities within the District, District Commissioner, District Development Officer who doubles as the secretary to the committee, Chairpersons of the Constituencies Development Committee and the District Accountant.

At the invitation of the Districts Projects Committee, all District Departmental heads under whose docket the various projects fall may also attend the committees meetings as ex-officio members. The chairperson is elected from either the MPs or councilors. As members of this Committee, an MP of a particular constituency tables a list of the projects for that constituency at a meeting convened for such a purpose. It is a requirement by the Act in Sec 39 (3) for this

Committee in the discharge of its duties to make official or impromptu visits to projects at such times as it may deem appropriate. They must meet at least once every three months and up to a maximum of 6 times a year.

4.3.2.1.2 Constituency Development Fund Committee (CDFC)

This Committee is established by the CDF Act Sec 23(1), which states that there shall be a Constituency Development Committee for every Constituency, which shall be constituted and convened by the elected Member of Parliament within the first sixty days of a new Parliament or by election, shall serve for a maximum of 3 years or there with and shall have a maximum of fifteen members.

- a) The Member of Parliament for the Constituency (patron of the fund)
- b) Two councilors in the Constituency who represent other Councilors in the committee
- c) The District Officer in the Constituency
- d) Two religious representatives
- e) Two men from the Constituency
- f) Two women from the Constituency
- g) One youth representative
- h) One NGO representative
- i) A maximum of three other persons from the constituency such that the total number does not exceed fifteen.
- j) The CDF manager is an ex-officio member to this committee and is seconded by the National Management Board to the Constituency. This particular individual is an employee of the CDF board and is the technocrat responsible for the daily operations of the fund at the Constituency.

It is from the members of the CDFC that an executive to oversee the financial matters of the fund is drawn from. This is comprised of the CDFC Chairman, the Secretary to the CDFC and the Treasurer of the CDFC. They are all answerable to the Member of Parliament who is the patron of the fund in the Constituency. The patron convenes consultative meetings at each location of the Constituency at least once every two years to generate development projects priority list for CDF funding and chairs the CDFC unless he/she otherwise decides in which case an alternative chair is chosen. It is the patron who represents the Constituency in the District Projects Committee that harmonizes cross Constituency development projects. The Constituency Development Fund Account Managers are employees of the CDF board. They are the technocrats responsible for effective management of the fund at the Constituency level.

The CDFCs main function as spelt out in the CDF Act Sec 23 (2) is to deliberate on all project proposals from all locations in the constituency and any other projects which it considers beneficial to the constituency. The other function of this committee is to disburse funds to all approved projects within the constituency and to conduct regular monitoring to ensure timely implementation of the projects.

4.3.2.1.3 Key informant's views on CDF institutional structures

The study sought to obtain specific views on institutional structures of CDF from the key informants of the study. The study sought to get their views on; the laws concerned with the operations of CDF and the management committee of these funds. The results are presented in the next section.

4.3.2.2 Key Informants' opinions on the CDF Act

Data collected was analyzed and presented under the question of what they thought of the CDF Act and the management of the fund in Kangemi. Upon further discussion with them, majority

were of the opinion that the CDF Act placed too much authority on the Member of Parliament. They cited a provision that the MP has the express task of selecting and dissolving the CDFC at will. One of them said:

“Mbunge anaweza kuvunja hiyo kamati mara moja hila kujali lolote, mamlaka Kama hayo yanapatikana kwa sheria hiyo” (the MP can dissolve the CDFC at will and this authority is given to him by the CDF Act).

It was noted that this has affected the performance of the committee due to the fact that it operates at the whims of the appointing authority.

Another point of concern among the various key informants was that the CDF Act lacks provisions for thresholds on qualifications to be placed on who should be selected as CDFC members. Here one of them was of the view:

“How can you place someone with no financial training and has never even seen fifty thousand shillings to manage fifty million? This is a disaster waiting to occur; the fund managers will end up misappropriating this money since they are dealing with illiterate people.”

“The implementation of the fund in the constituency is dogged by controversy and suspicion, generated in part by weaknesses in the Act and in the nature of the fund itself. The Member of parliament has excessive powers to pick the managing committee members who sit in the CDFC, to choose where particular projects will be done and to disburse these contracts to whom he feels is worthy.”

Lack of proper standards set on who can be appointed to serve in the CDFC and the fact that the MP has the sole authority to choose its members makes the fund almost the property of the politician. This has contributed to the fund not achieving its full potential. There should be a

minimum educational threshold on who can be appointed to the CDFC. There also should be proper financial training to the CDFC on how to properly manage the funds.

4.3.2.3 Key Informants opinions on the CDFC

Data was collected on the key informant's thoughts on the CDFC and its ability to manage the fund in Kangemi. Here, from the discussions with them, it was evident that they thought that political affiliation rather than merit played a major role in influencing their selection into the committee. They were concerned that with such a situation the fund risks being run according to the whims of the appointing authority. One of them said:

"Hao watu hawana nguvu ya kufanya kazi Yao vizuri, mkubwa wao huwaambia vile ya kufanya"

(the CDFC members do are not independent to carry out their work).

Various key informants also raised the aspect of the need to train the committee members before assuming their various roles. This would be beneficial to them in the course of their duties. It was said that such training should focus on management issues so as to equip them on how to manage these resources.

The study noted that it is important for the act to be amended so as to give the CDFC more autonomy. There should be better selection criteria on who should be a CDFC member. This will ensure that these funds are utilized and managed in a better manner.

4.3.3 Coordination of CDF in the community

The third objective of this study was to assess the level of coordination of the activities and management of CDF and LATF in the constituency. Under this objective, this study sought to: Investigate the state of the working relationship of the CDF and LATF committees. To achieve this objective, the researcher obtained material from the CDF Act, the LATF Act, various funds

reports and responses from key informants. Since coordination is an issue that has to do with both CDF and LATF in the community the section below presents data on some aspects of both funds.

4.3.3.1 Coordination of CDF in the constituency

The CDF Act provides for proper coordination of the funds activities in the constituency. It states that there must be adequate consultation in all the funds activities in the constituency. These guidelines also state that, it is important for the projects identified to be community based. This is to ensure that the prospective benefits are available to a widespread cross-section of the inhabitants of a particular area.

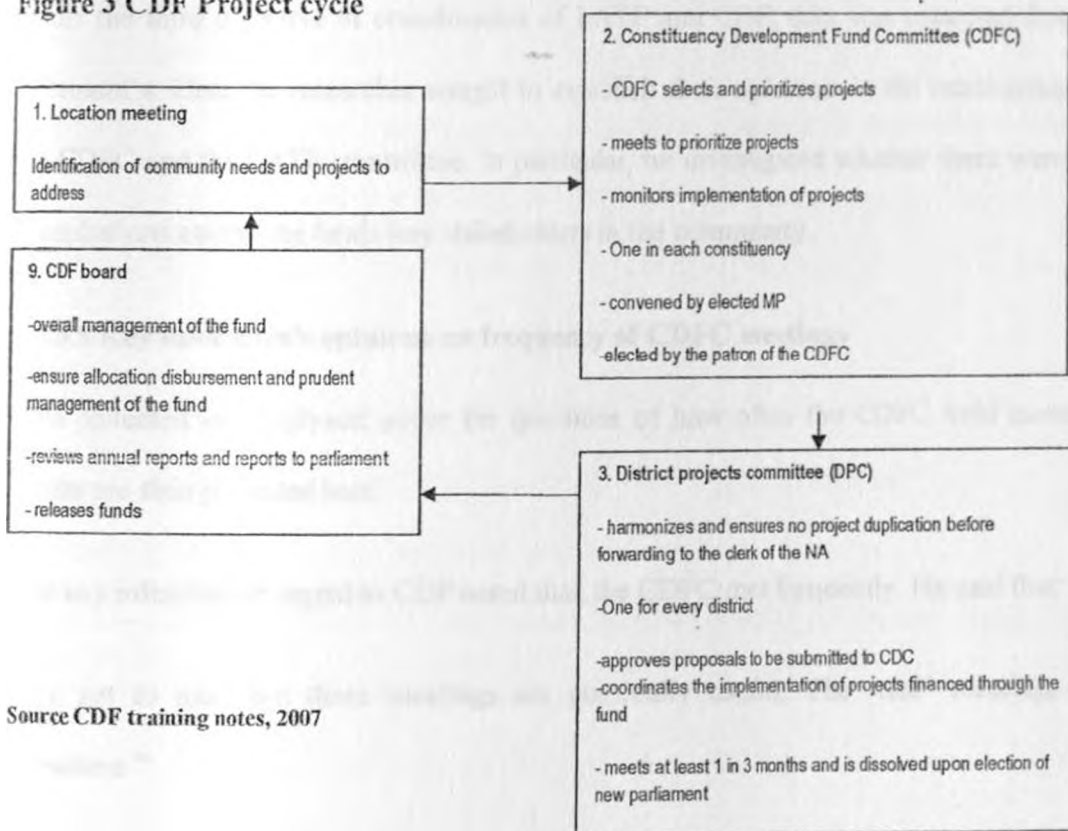
4.3.3.2 CDF Project selection

The CDF project cycle consists of several stages. Section 23 (2) of the Act obliges the MP to within the first year of a new Parliament and at least once every two years thereafter, to convene Location meetings in the Constituency. This is to deliberate on development matters in the Location, Constituency and the District. It is during these development meetings that the community identifies their development needs through project selection.

The CDFC then meets twice a month to deliberate on matters concerning the fund. It is here that progress reports on the various projects under the fund are discussed. However, under the CDF Act, Sec 22(1)-(5), all projects must be approved by the CDFC. There must be adequate consultation with relevant Government departments for surveys, designs and bills of quantities where necessary. Actual cost estimates, designs and preparation of work plans are submitted to the CDFC for implementation. It is here that the CDFC forwards the project to the District projects committee for technical input. The district project committee then meets and deliberates to ensure that there is no duplication of projects. It then prepares minutes which they submit to

the national management board. The board then approves the projects prioritized and releases funding for implementation. The figure below presents the project cycle for CDF project selection in the constituency.

Figure 3 CDF Project cycle



Source CDF training notes, 2007

4.3.3.3 Coordination between CDF and LATF

Adequate consultations between CDFC and any other available fund committees in the Constituency are provided for in the CDF Act under Sec 22 (4). It states that Constituencies and other devolved funds may pool resources for joint projects. The decision for such joint projects shall first be approved by the CDFC of each of the participating Constituencies. This should also be reflected on the projects listed for each of the participating constituencies.

However, the authority to manage joint projects within different funds in the Constituency rests with the District Projects Committee. Sec 22 (5) states that where Constituencies and various

devolved funds have joint projects, the District Projects Committee shall coordinate such projects.

4.3.3.4 Key informant's opinions on coordination of CDF and LATF

Under the third objective of coordination of LATF and CDF, data was collected from the key informant's. Here the researcher sought to establish their opinions on the relationship between the CDFC and the LATF committee. In particular, he investigated whether there were adequate consultations among the funds key stakeholders in the community.

4.3.3.5 Key informant's opinions on frequency of CDFC meetings

Data collected was analyzed under the questions of how often the CDFC held meetings. The results are then presented here.

One key informant in regard to CDF noted that, the CDFC met frequently. He said that:

“We get to meet but these meetings are not really useful. The 'real' meetings are held elsewhere.”

The study noted that the MP usually calls a select few to venues elsewhere. Here they get to meet and deliberate on various CDF issues. The study noted that this is where most of the projects and matters dealing with CDF are discussed.

Other key informants however noted that majority of the meetings that were called were only to ratify decisions reached at elsewhere. They complained that there was no schedule of meetings and were only called to endorse decisions. Here one of them was of the opinion that:

“We are only called when there is an issue that affects the politician and not when there is an issue that may be important to the people.”

4.3.3.6 Key informant's perception of joint CDFC and LATF meetings

Data collected was analyzed under the question of whether CDFC and LATF ever held joint meetings. All of them answered in the negative. Such meetings have never taken place. However, they noted that District Project Committees meetings that incorporated some CDFC and LATF members were held.

It was noted that DPC meetings are usually chaired by the District Commissioner and are held at her offices. Any issue of double funding and joint collaboration on projects by the two funds are deliberated here. Though recommendations are made, political royalties and opinions usually carry the day in these meetings. One key informant noted:

"Baada ya mkutano wakubwa hufanya vitu vyao bila kujali yaliyo semwa" (After the meetings the politicians do what they please without caring what was deliberated on).

On the same issue another key informant was of the view that:

"Sometimes I wonder if these two committees know what the other is doing! How is it possible for CDF and LATF to embark on similar projects in the same area? CDF is putting up street lights in Kangemi yet LATF already are having the same project!"

This was in reference to a controversial street lighting project at Trench Town road in Kangemi where CDF was putting up poles for street lights yet LATF had already done the same project in the area.

The key informant noted that:

"Though this particular project had been discussed in our meetings, we were shocked when we went to conduct monitoring and evaluation in the area. We found the clash in projects."

Indeed it was common to encounter instances of double funding on the same projects. The most abused in this aspect was the education bursary program that is offered by both funds.

Some secondary and college students received funding from CDF and LATF. This clearly was a case of double funding. It was obvious that consultative meetings to discuss issues that concern

both funds were not held before embarking on projects hence the controversy. On key informant noted that:

“The consequence of lack of proper and adequate coordination between all the devolved funds in the constituency usually may result in a situation known as double funding. This may actually be used by some unscrupulous fund managers to embezzle funds from a particular project knowing very well that they did not fund this particular project.”

On the issue of embezzlement, one key informant noted that:

“An audit report by the National Taxpayers Association (NTA) indicates that a substantial amount of CDF funds was misused in several constituencies in the 2008/2009 and 2009/2010 financial years. In Kangemi this report notes that there exists a ghost project known as administration police camp in Mau-Mau area (NTA, 2010).”

This particular project was non-existent though money had been allocated to it. The security forces who were the major stakeholders in the project had not been consulted. They thought that the site posed a security threat to them. This meant that the structures that had already been put up had to be demolished. This was a case of poor coordination that cost taxpayers a lot of money.

4.3.3.7 Key informant's opinion on CDFC meetings with stakeholders

Data collected was analyzed under the question of whether the CDFC regularly held meetings with stakeholders in Kangemi. Majority of the key informants replied that these meetings were irregular. They were only held at the patrons' pleasure. What was however noted was that some of the community members and leaders, regularly visited CDF offices where they presented the community's needs. In particular one of them noted that:

“Kama tuko na haja au kitu Fulani, sisi huji panga na kuenda huko offisini; hata tukiwaeleza hakuna chochote hao hufanya” translated to mean,

“When we have a pressing issue, we plan and visit the offices; but they do not do what we tell them.”

The Act provides for stakeholder meetings so as to iron out any existing problems in the various projects. This is necessary so as to avoid white elephant projects or incomplete ones.

In this regard it was noted that some of the CDF projects have been quite controversial due to lack of adequate consultations among the relevant stakeholders. A case in point being the Kangemi maternity hospital which was embroiled in so much controversy due to lack of adequate consultation with the Ministry of Health. One key informant noted that:

“We were not consulted during the construction phase of the project; they just kept on building without asking for direction. The end result was a building and not a hospital! They had to renovate it again so that we could begin operating in it as a maternity hospital. This took 5 years after the official completion of the building!”

The hospital remained closed and un-operational for five years despite completion and only became fully operational in 2010. This was a serious case of lack of proper coordination. The ministry of health and the CDF differed on several aspect of the building. Some of these were basic construction defects like toilets being close to the kitchen. Others had to do with posting of staff to the hospital. The study noted that more money had to be allocated to the project so that these alterations could be made.

Another key informant noted that lack of adequate consultations can lead to poorly constructed projects. This could lead to loss of lives in the event of collapse of the buildings or the public can lose money in case some of the projects were declared unfit for use. He noted:

“The rot in the local construction sector is reflected in the manner projects under this fund are implemented. Many projects done under this fund are so poorly done that some end up being declared unfit for use!”

The study noted that CDF coordination was poor and at times non-existent. The results of this was that there were several project delays and in some instances duplication of projects. Poor coordination on fundamental aspects of the community like health and security were likely to have a grim impact on its socio-economic development.

4.3.4 Awareness of CDF in the community

The fourth objective of this study was to establish the level of respondents awareness of CDF and LATF. The study sought to establish whether the respondents were aware of the various services offered by the fund in Kangemi. The results are then presented in the consequent section.

4.3.4.1 Key informants perceptions on community awareness of CDF

Data was collected and analyzed from the various key informants on the question of the whether community members were fully aware of CDF and its activities in the community. One of the key informants noted that:

“Though knowledge of CDF in the community is high, majority of the community members still do not fully understand its workings.”

Another one said

“Lack of awareness generally of the mandate of the CDF by the communities is the major contribution to embezzlement of the funds.”

Poor awareness and understanding by community members and some of the fund committee members has generally contributed to poor performance of CDF. Awareness of the activities of CDF in the community will aid the community to keep track of the funds. It will also be instrumental in holding their leaders accountable. The community will demand their rights only

if they are aware of their existence. In some instances poor awareness is a deliberate tactic employed by their leaders to keep them from asking 'too many questions'. For better performance of CDF then efforts to improve its awareness in the community must be made.

4.3.4.2 Respondents opinions on community CDFC representatives

Data from the household heads was collected under the research question of whether they knew their community CDFC representatives. CDFC members are supposed to be drawn from the community and knowing them means that they were indeed their representatives. The results obtained are then presented in Table 4.6 below.

Table 4.6 Respondents awareness of their community CDFC representatives

Aware of community CDFC representatives	Number	Percentage
Yes	25	47
No	29	53
Total	54	100

About 53 % of the household heads interviewed in the CDF category reported that they did not know any of their CDFC representatives while 47 % of them knew their CDFC representatives. The familiarity with the CDFC members was attributed to the fact that the fund is quite politicized and the political leaders in the community are CDFC members. One particular response was:

"Hao ni campaigners wa mheshimiwa na tuna wajua" (Some of them are political campaigners of the MP.)

Indeed it was noted that most of the members of the CDFC owed their positions here due to the fact that they campaigned for the MP. Political patronage played a big part in their appointment to this committee. The appointees to the CDFC were not necessarily community members, they were people deemed to be favorable to the MP. This had an influence on their performance in this committee. This was due to the fact that they could not make independent decisions in the committee. They could not go against the grain in regards to decision making. The essence here is that the appointing authority is the decision maker in this committee.

The study noted in other instances some of the CDFC members were residents of other constituency's away from Westlands. They did not therefore represent the people of the community but those of the appointing authority. This had an impact on the community awareness of CDF since they could not consult them.

4.3.4.3 Respondents opinions on awareness of CDF projects (operations)

The households were asked whether they were aware of the CDF projects (operations) in Kangemi. This was in line with the various projects initiated in the community through this fund.

The data collected was analyzed and the results are presented in Table 4.7

Table 4.7 Respondent's awareness of CDF operations

Aware of how CDF operates in Kangemi	Number	Percentage
Yes	17	31
No	37	69
Total	54	100

About 31 % of the respondents were aware of the projects and 69% were not aware of CDF projects in Kangemi. This situation was attributed to a general lack of civic education in reference to CDF in the community. The respondents reported that the committee handles matters to do with the fund without their involvement. The study noted that CDF activities were carried out with much mystery that the community members felt excluded. This meant that they only knew of what was available to them.

One of them responded that: "*Najua tu ile kidogo ambayo itanisaidia, hiyo ingine Ni ya wakubwa*" (I only know what will help me; the rest is for the leaders). This suggested a presence of apathy towards the projects among the community members.

The study noted that most of the respondents did not know that they were required to know of the operations of the fund in the community. This meant that they could not fully access the services offered by CDF in the community. It is through awareness of CDF operations in the community that the residents would benefit from the fund. The CDF Act states that there should be clear sign posts and notice boards in the area where the fund has projects. This serves as a mechanism for the people to know of the projects in their area. In the absence of these, the people are left in limbo and usually do not know how projects come about in their area. Locational development meetings where the community presents its development needs are rarely held. In the few instance that they are held, they are political rallies. This has resulted in the community not knowing of the activities of CDF in their area.

4.3.5 Community participation in CDF

The fifth objective was to examine the level of community participation in the activities of CDF and LATF. The study sought to establish the level of community involvement and contribution in the activities of CDF. The results are then presented in the subsequent discussion.

4.3.5.1 Respondents' opinions on participation in CDF

The study sought to establish whether the household heads participated in the activities of CDF in the community. The subsequent section provides an analysis of the various responses obtained.

Table 4.8 Respondents' opinions on participation in CDF

Do you fully participate in CDF activities	Number	Percentage
Yes	13	24
No	41	76
Total	54	100

Of the 54 CDF respondents, about 24% participated in CDF activities and 76% did not participate in CDF activities.

From these results it was clear that community participation in CDF and its associated meetings was low. However, of the few that got to participate, it was only limited to areas that were of interest to them. In this regard one respondent said,

"ile kidogo ambayo itanisaidia ndio Nina haja nayo, ile nyingine hata nikijua haina maana" (I am only interested in what can help me).

The CDF Act provides an avenue for wananchi to actively participate in the funds administration in the community. Section 23 (2) of the Act obliges the MP to "within the first year of a new Parliament and at least once every two years thereafter, to convene locational meetings in the constituency to deliberate development matters in the location." The public must not only be actively consulted on the CDF program, but also made to feel that their participation is genuinely valued. This should be especially in the project identification process.

CDF projects should involve local residents as much as possible in their formulation, implementation and overall management. The CDFCs are encouraged to share with the public information on CDF activities as much as possible (Report of the CDF Board, 2009). It is hoped that this will encourage citizen participation in the funds activities. Sec 23 (3), provides for CDFCs to share with the public information on CDF activities as much as possible. This is intended to promote transparency and accountability and to also entrench community ownership of the CDF program.

However from the responses obtained, it was evident that there was general apathy towards community participation in CDF. This situation had a negative impact on the activities of this fund in the community due to the fact that they do not get to own and identify with the various projects undertaken through it.

4.3.5.2 Respondents' opinions on representation in CDFC

The study sought to find out from the household heads if they felt represented in the CDFC. This was due to the fact that this committee is supposed to be composed of community representatives. The results are contained in Table 4.9

Table 4.9 Respondents' opinions on representation in the CDFC

Adequately represented in the CDFC	Number	Percentage
Yes	12	23
No	42	77
Total	54	100

Of the 54 CDF respondents interviewed, 23 % felt represented in the CDFC, and 77% did not feel represented in the CDFC. The main point of concern here was that the community is supposed to have representatives in this committee but many of them felt this was not the case. They noted that the appointment process was not open and lacked merit. One household head in particular was of the opinion that:

"Watu hao huchaguliwa Kwa sababu ya siasa" (CDFC members are selected due to political reasons).

With such a situation, community members did not feel that they were actively represented in this important committee. Such a situation had a negative impact on the performance of CDF in the community. The study observed that there exists mutual mistrust with the fund managers and the public with both not knowing the intentions of the other. This then was a major accountability problem with CDF in the community. The community members felt that this lack of information was of benefit to dishonest fund managers and committee members. To sum it up, one key informant was of the view that,

"it is hard for community groups and individual community members attempting to access information about devolved funds. Often they were unsure of the process or encountered difficulty in getting the necessary documents and information. How then can you expect them to attend the various community meetings and contribute? These meetings often may be in the form of political rallies and may not be the appropriate forum to make any meaningful contributions with regards to these funds."

The lack of effective community participation in the various activities of CDF in the community had a negative impact on their performance in the community. The following section presents data and analysis on LATEF.

4.4 LATF data presentation, analysis and summary

This section presents data and analysis on LATF. It is presented according to the objectives of the study.

4.4.1 LATF Financial Allocations and disbursements

Upon its formation in 1999, LATF received about 2% of the national income. This was later amended and increased to 6 % of the national income tax collections in any year. LATF currently makes up approximately 24% of Local Authority revenues. At least about 7% (or a basic minimum lump sum) of the total fund is shared equally among the country's 175 Local Authorities; while 60% of the fund is disbursed according to the relative population size of the Local Authorities. The balance remaining (or 33%) is shared out based on the relative urban population densities.

(Section 6 part (4 &8) of the LATF Act, states that the release of LATF funds must be preceded by a Local Authority Service Delivery Action Plan (LASDAP) report. This is a report that explains how the Council intends to spend the money depending on the priorities identified by the community. This report is a product of community identification of the projects that they consider as priorities

The LATF Act No. 8 of 1998 stipulates that about 60% of LATF allocations are released based on LAs meeting set requirements. The remaining 40% is released based on LAs performance measured through LASDAP and other indicators. The allocation criteria are designed to ensure that the funds are allocated in a predictable, transparent and fair manner as follows:

a) A basic minimum lump sum of 1.5 million to all Local Authorities (6.6 %)

b) 60% is allocated on the relative population of each Local Authority

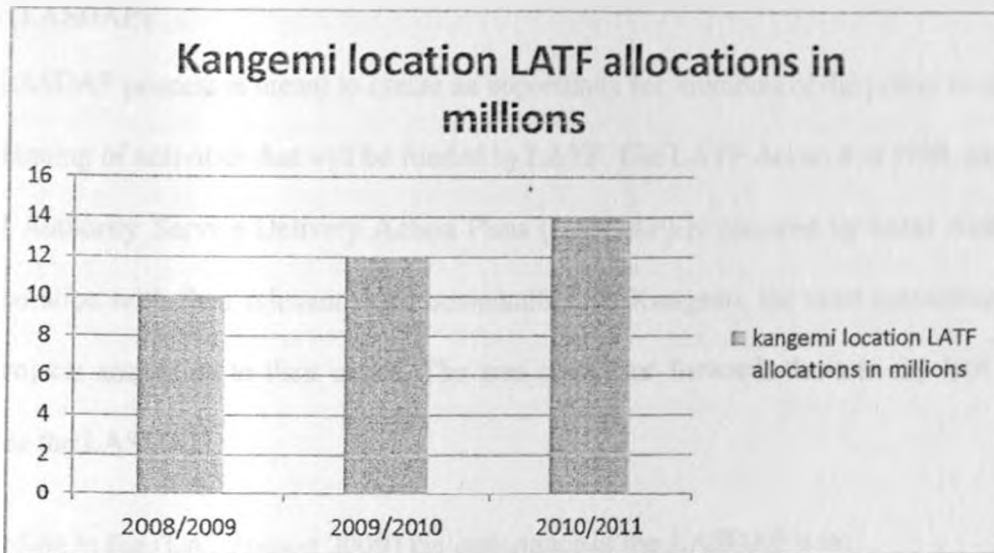
c) The remaining allocated on the relative urban population (33.4 %)

Upon meeting these three conditions the LAs qualify to receive about 60 % of the allocated funds. The remaining 40 % of the LATF funds is released when the LAs meet the following five additional conditions for the previous financial year.

- i. There has to be proper statement of receipts, payments and balances;
- ii. There has to be a proper statement of debtors and creditors with an explanation of progress on meeting the debt reduction plan;
- iii. An abstract of accounts which should be submitted to the controller and auditor general in readiness for an audit;
- iv. There has to be a revenue enhancement plan outlining how the LA is going to increase or mobilize its revenues during the budget year and
- v. Local Authorities' Service Delivery Action Plan (LASDAP) documenting that the LA conducted a participatory planning process and identified a 3 year programme of projects and activities linked to the planned budget;

LATF money is disbursed directly from the fund to the Local Authorities bank account through a direct bank deposit. Notification is given by the officer administering the fund. The money is disbursed thrice a year on 30 September, 31 January and 30 April.

Figure 3 LATF allocations



Source: LATF report 2011

In the 2008/2009 financial year, Kangemi Ward received 10 million shillings from LATF. In the 2009/2010 financial year, the Ward received 12 million shillings and in the 2010/2011 financial year it received 14 million shillings (LATF report, 2009). The study noted that LATF does not disburse money to the community for them to manage. The funds are managed and coordinated from City Hall. All the community does is to meet and propose projects to be funded. The final approval and allocation of money to various projects is done by officers at city hall. Kangemi does not get any financial allocation unless project proposals and estimates are presented. Allocation is only done for the bursaries and proposed projects. This is a major flaw in the funds allocation process. Kangemi cannot get to properly organize and plan for their needs without knowing how much they have. This bureaucracy is a major factor affecting the performance of LATF in the area.

4.4.1.1 LATF Projects Identification through the Local Action Service Delivery Action Plan (LASDAP)

The LASDAP process is meant to create an opportunity for members of the public to take part in the planning of activities that will be funded by LATF. The LATF Act no.8 of 1998, says that the Local Authority Service Delivery Action Plans (LASDAP) is prepared by Local Authorities in collaboration with their relevant ward communities. In Kangemi, the ward committee proposes the projects according to their needs. The area councillor forwards these to city hall who then prepare the LASDAP.

According to the (LATF report 2009) the importance of the LASDAP is to:

- i. Assist Local Authorities in planning/prioritising their use of LATF and other resources through community participation;
- ii. Encourage local authorities to spend resources on service delivery to citizens; and
- iii. In line with Poverty Reduction Strategy Programme (PRSP), to encourage Local Authorities to meet the needs of the poor;

The Council through the local Councillors prepares invitation letters to groups both formal and informal that represents the interests of the community. They are required to prepare their priority projects which are supposed to be identified from an all-inclusive process in the community. This is done so as to ensure that there is enhanced community participation and interaction between the Local Authorities. This is meant to be through the elected leaders (Councillors) and its citizens. These groups comprise of: Religious groups, NGOs, schools, community based organizations (CBO), and any other development partners in the community.

These notices may be placed in public places like Provincial Administration notice boards, social halls and markets. It is through these that dates of the public meetings are made known. This way the community is made aware of the available fund. They are advised to pick projects that can

suitably be completed by the end of the financial year using the available resources. It is then necessary that proper ranking of the problems and relevant projects be done.

In Kangemi, though there is a LATF committee, development meetings double up as LATF meetings. It is during such meetings that matters to do with LATF and projects under this fund are discussed. The process of advertising so as to inform all the development partners in the community is not done. The councillor informs the ward manager who then gets into contact with several individuals. Among these are the LATF committee members. It is instructive to note that these meetings are not properly structured. They get to access the development priorities in the ward and propose projects. The final say on types of projects rests with the area councillor.

Table 5.1 provides a breakdown of LATF expenditure in Kangemi.

Table 4.10 LATF Projects in Kangemi

Project	Financial year	Amount of money Spent
Construction of toilets at new Kihumbuini primary school	2005/2006	2 million
Murraming Kangemi- mountain view road	2006/2007	6 million
Education bursaries to needy students	Every financial year	100, 000
Rehabilitation of Kangemi social hall construction	2009 to date	4 million spent so far
Street lighting at Kangemi	2006/2007	500, 000

In the last three years LATF has spent over 13 million in various development projects in Kangemi. Some of these projects are the construction of new toilets and the rehabilitation of old ones at new Kihumbuini Primary School. Around 2 million shillings was spent on this project. Another project was the Murraming of the Kangemi- Mountain View road at a cost of over 6 million shillings. LATF also offers secondary school education bursaries to various students. This is usually in the tune of 100,000 per year. From the year 2009 to date LATF has been in the

process of rehabilitating Kangemi social hall. 4 million shillings has so far been spent on this project. LATF has also erected street lighting at Kangemi at a cost of 500,000.

4.4.1.2 Key Informant's opinions on the amount of money given to LATF

Data from the key informants was collected and analyzed under the question of whether they thought the amount of allocated to LATF in the ward was sufficient. Various key informants were of the opinion that these monies were not sufficient. A major concern with most of them was that of delayed disbursement to projects. Here the area councilor said:

“Look at Kangemi social hall, the proposal was forwarded by the previous councilor in 2005. The construction began in 2009, how can this be acceptable?”

The study noted that the rehabilitation of Kangemi social hall has been faced with so much controversy. Upon a look at the minutes of a LATF meeting held in 2005, the proposal was presented to city hall. Approval of the project was faced with so many road blocks until 2008 when it was finally approved. Construction began in 2009 and to date the rehabilitation is not yet done! This is a case of serious delayed in the disbursement and completion of projects.

Another problem noted by the area councilor was that of insufficient money for projects. In this regard it was noted that, the civic leaders and their representative's hid useful information about the money received from most of the community members. This was due to the fear of being overwhelmed by requests for assistance. He noted that:

“The money received for LATF bursary is too little that if they (constituents) knew it was there they would literally kill me if I did not give them”

Such a situation meant that the application process for this LATF bursary was not competitive. It was selective in that the civic leader only gave the bursary to five of his close supporters. Indeed this was a problem noted by (Gikonyo, 2003) who said that in the management of devolved

systems, political loyalties have led to unfair sharing of resources across some wards. In Kangemi, those who do not personally know the councilor do not have a chance of getting the LATF bursary. This defeats the whole process of decentralization because it introduces other aspects of discrimination in resources access.

4.4.2 Institutional Structures of LATF in the community

The second objective of this study was to examine the institutional structures of CDF and LATF in the community. To achieve this objective, the researcher combed through the LATF Act No 8 (1998), yearly progress reports of the fund and various reports and project files obtained from the ward office of LATF. The study sought to examine the workings of the LATF committee and how the LASDAP is prepared. The results are presented in the next section.

4.4.2.1 Institutional structures of LATF

LATF is mainly guided through the LATF Act No.8 of 1988. Others are the LATF regulations of September 1999 and administrative circulars from the Ministries of Finance and Local Government. All these provide an administrative framework for the operation of the fund at all levels. It begins from the Ministry level, to the Local Authority level and finally to the Ward level. LATF is structured to provide LAs and respective Wards with supplementary funds. These are then combined with the authorities own source revenues to implement the expenditure priorities contained in the respective budgets.

Financial and accounting officers at the local various Local Authorities are responsible for the administration of the fund. These officers are based at the headquarters of the various local authorities. In the case of Kangemi, the financial officer is based at City Hall. The officer is an accountant at city hall. He is responsible for supervising and administration of the fund. The maintenance of proper books of accounts and other records is his main role. He reports to the controller and auditor general on an annual basis on the financial aspects of the fund. The officer

periodically visits Kangemi to establish the status of the various projects in the ward. The financial officer also manages several other LATF accounts for various other Wards in the constituency. It is instructive to note that LATF does not have fully fledged and operational offices at this level. This is due to the lack of budgetary allocation towards its management.

In Kangemi, the Ward managers' office doubles up as the LATF offices. This is where some records are kept and where the committee meets. Most of the records and meeting minutes to do with Kangemi LATF are kept at City hall. LATF is led by the area councillor who is its patron. He has selected his local committee to oversee the activities of the fund at this level. There is no set criterion for selection of members of this committee. The study noted that the councillor has selected two members to the LATF committee. They were selected due to their relationship with the councillor. They both acted as his local campaigners in the previous elections.

4.4.2.1.1 Key informant's views on LATF institutional structures

The study also sought to obtain specific views on LATF institutional structures of from the key informants of the study. The study sought to get their views on; the laws concerned with the operations of LATF and its management committee. The discussion below presents some of the responses obtained.

4.4.2.1.2 Key Informants opinions on the LATF Act

Data collected was analyzed and presented under the question of what they thought of the LATF Act and the management of the fund in Kangemi. A major factor among them was the opinion that this Act has not created proper decentralization channels. The councilor noted:

“How can u say that this is a decentralized fund when it does not even have a ward office? We have to chase after project proposals in city hall for them to be approved. This is just the same as city hall running this fund.”

The study noted that LATF does not have an established secretariat in the ward. It noted that upon project submission to city hall, the bureaucratic process is so much. If the councilor does not get to personally follow up on its progress, it does not get approved. This kind of situation negates the whole process of decentralization at the ward level. Decentralization is meant to decrease bureaucracy levels in development. The LATF Act ought to be amended to reduce bureaucracy at this level. There should be one financial officer for every ward to reduce the work load on city hall financial officers. This will also help reduce time taken to approve projects.

Another problem noted among the key informants was that the LATF Act has not created proper channels for citizen participation. They noted that the provisions of citizen participation as per the LASDAP were not properly spelt out, thereby leaving the politicians with a lot of room for manipulation of the process. They were concerned with the politicians in charge of the fund in Kangemi using the funds activities as campaign tools. Here one of them noted that:

“The case of Gichagi street lighting speaks for itself as the local councilor has put his name on the signpost to say that he is the initiator of the project! Village people will interpret that to mean that he is the owner of the project!”

With this in mind then it is noted that this particular fund in this area is being used by the politician as a campaign tool.

It is hoped that the new Constitution in place coupled with the formation of Counties and the new Laws on devolution, this Act will be improved. Improvements will be made to the management of these funds at the ward level. Bureaucracy will be lessened so that the length of time taken to complete proposed projects is shortened. It is also hoped that with improved citizen participation, proper, effective and accountable management of the funds will be strengthened.

4.4.2.2 Key Informants opinions on the LATF committee

Data collected here was on the key informants opinions on the LATF committee in Kangemi. Similar concerns as those with the CDFC were present here. However it was noted that the LATF committee was dormant and almost nonexistent in the area. One key informant was of the view that:

“The LATF committee only met once when the councilor was newly elected, since then political differences have meant that this committee is almost defunct”

The absence of an effective secretariat at the ward level has meant that the LATF committee operates haphazardly. The committee members do not have a proper venue to sit and deliberate on issues to do with LATF in the ward. This has really contributed to the non-performance of LATF at this level. The lengthy bureaucratic process of project approval by city hall officers has contributed to apathy amongst the committee members. Instances of them deciding on particular projects which get vetoed by accounting officers at city hall were common. The committee gets to feel that their input is not valued and as such they stop attending meetings. These are the issues that have contributed to the poor performance of LATF in Kangemi.

4.4.3 Coordination of LATF in the community

The third objective of this study was to assess the level of coordination of the activities and management of CDF and LATF in the constituency. Under this objective, this study sought to: examine the state of the working relationship of the LATF committees; probe whether there were adequate consultations between the relevant CDF and LATF stakeholders in the constituency; and study the process of project identification and implementation. To achieve this objective, the researcher obtained material from the LATF Act, various funds reports and responses from key informants. Since coordination is an issue that has to do with both CDF and LATF in the community the section below presents data on some aspects of both funds.

4.4.3.1 Coordination of LATF in Kangemi

The LATF Act (Sec 3(1), states that the project identification process must be all inclusive and has to involve all the relevant stakeholders in the community. However one key informant noted that:

“LATF does not have adequate management and institutional structures in the community. Their office is not a secretariat like the CDF one”

It was common among key informants that LATF was not adequately felt in the community. This was due to a lack of proper administrative structures at this level. The study noted that the coordination of LATF at the Ward level is not as systematic as that of the CDF. The Kangemi councillor noted:

“Wananchi hunisimamisha barabarani kuuliza mambo ya LATF, hii ni kwa sababu hakuna hata ofisi hapa.”

Translated to, people stop and ask about LATF on the road, this is due to the fact that there is no office.

This may be attributed to the fact that the fund lacks proper structures at the Ward level and it is managed at the main Local Authority offices. The community only prepares proposals which are then forwarded to City Hall for consideration. This is an important area to be addressed so as to reduce LATF bureaucracy levels in project implementation. This fund is supposed to be decentralized but it is still managed at the central office in City Hall! Such a situation has increased the level of bureaucracy and red tape in the process of LATF allocation. City hall prepares the LASDAP report and in some instances this might take too long leading to delays in funds disbursement. Approval of projects selected by the community is a tedious task. The

councillor also said that he has to keep on chasing after the files to ensure they are being considered. This is not decentralization. This is a major factor that has led to poor performance of LATF in the community. If proper coordination of LATF in wards is to be achieved, then proper offices must be set up to deal with LATF matters at this level.

4.4.3.2 Key informant's opinions on LATF committee meetings with stakeholders

Data collected was analyzed under the question of whether the LATF committee regularly held meetings with stakeholders in Kangemi. From the various responses obtained, it was noted that this committee has never met with various stakeholders in the community. One key informant noted that:

“Despite the fact that we came up with a budget, many community members do not know how the projects are constructed. Awarding of tenders happens at City Hall and all relevant due diligence is carried out here.”

An important issue was with the LATF bursary allocation where it was noted that deserving students missed out on the fund. Lack of proper consultations in the issuance process resulted in situations where recipients' were identified due to patronage. In reference to this, one key informant noted,

“Some of the students who receive the education bursary aren't quite needy. They do not require this assistance. I don't know how they can issue to such when the school has a number of needy students, and they should come and ask us so that we can give them the truly needy students.”

The study noted that councilors have taken over the bursary process and currently influence who receives the bursary and who benefits from this fund. Political patronage heavily influences who receives the LATF bursary. This has led to needy students in the area not getting this fund. Poor coordination between LATF and stakeholders in the community has meant that they have poor knowledge of LATF.

The study noted that the district projects committee usually monitors and evaluates various projects in the constituency. Through accessing records of minutes in the CDF office and upon interviewing the CDF manager it was noted that these meetings are irregular. The study noted that the monitoring and evaluation is not conclusive as it leaves various issues unresolved. The DPC does not ensure that there is no duplication of efforts in these projects. This is due to the fact that they are usually guided by the fund managers on which projects to visit. The upshot of this is that the DPC is not very effective in fulfilling its established mandate.

4.4.4 Awareness of LATF in the community

The fourth objective of this study was to establish the level of community awareness of LATF. The study sought to establish whether the respondents were aware of the various services offered by the fund in Kangemi. The results are then presented in the consequent section.

4.4.4.1 Key informants perceptions on community awareness of LATF

Data was collected and analyzed from the various key informants on the question of whether the community members were fully aware of LATF and its activities in the community. One of the key informants noted that:

“A large number of the community members cannot tell exactly what LATF does in the community.”

Another key informant noted that:

“Ignorance by the community members is a blessing to the fund managers as this is the only way they can control it.”

While another one noted that:

“The members of the public are not offered the opportunity to list problems which will be later translated into projects that will solve the projects identified.”

From the discussions it was evident that community awareness of LATF and its projects was very low. Politicization and the lack of a secretariat in Kangemi have contributed to apathy amongst the population. The people do not know where to access information on LATF. The only avenue of information that they have is through the politicians. The information therefore is skewed and most of the people may think that these funds were brought by the politician.

For the community to derive full benefits from LATF, it is important that information to be accessible and available. Proper signboards on LATF projects should be erected. Projects under consideration and those being carried out should be properly advertised. Development meetings where the public get to contribute should be announced so as to improve attendance of the people.

4.4.4.2 Respondents opinions on awareness of their LATF committee representatives

Data from the household heads was collected under the research question of they knew their LATF committee representative. The community representative in LATF is supposed to be a community envoy. The results are presented in Table 5.2.

Table 4.11 Respondents awareness of their LATF committee representatives

Aware of the LATF committee members	Number	Percentage
Yes	6	19
No	25	81
Total	31	100

Of the 31 household heads sampled under LATF, about 19 % of them knew their LATF committee representatives and 81% did not. The main reason for this disparity was the mode of selection of these individuals to this committee. They were selected as a political reward and such it did not matter whether they represented the community.

Many of those interviewed expressed the opinion that this fund was a political fund. This was the reason that they were not concerned with knowing the committee members. One response in particular was quite telling:

"Mimi nitatafuta chakula ama nitafanya siasa, hao wenye wako huko Ni wana siasa tu" (will I look for food for my family or get concerned with politics, the members are politicians only.) This was a sign of serious disinterest in matters to do with this fund in the community. Reasons for this indifference in the community could be that the leaders do not involve them in the activities of LATF. This has contributed to the non-performance of the fund in the community.

4.4.5 Community participation in LATF

The fifth objective was to examine the level of community participation in the activities of CDF and LATF. The study sought to establish the level of community involvement and contribution in the activities of LATF. The results are then presented in the subsequent discussion.

4.4.5.1 Key informants' opinions on community participation in CDF and LATF

Data was collected from the key informants on community participation in LATF activities. In particular, the study sought to establish whether community members are invited to participate and if their participation was valued by the management. From the various responses obtained, it was noted that though there was some form of participation, it was not optimum.

One key informant noted:

“That since 2007 there have only been two LASDAP meetings and even then they were more political in nature”

The participation modalities are not quite spelt out it was observed. The consequence of which is that participation in the fund is closely misunderstood to be political activity. The area councilor noted that:

“if I call a public ‘baraza’ those who want to oppose me will attend and try to embarrass me by shouting me down and creating confusion.”

The study noted that due to the political nature of the fund a meeting called to discuss I.ATF would easily degenerate into a political rally. As such there should be proper modalities for public participation in the fund.

In this regard another key informant noted that:

“Devolved funds have been fully politicized at the grassroots level that if you went to the public to ask for participation they will think you are campaigning and their patrons will be informed.”

With such a situation, citizen participation becomes a tricky affair. Indeed closely related to participation is the issue of awareness. The informants noted that its levels were low in the community. The consequences of this is that the community does not get to fully own the various projects. Here, one key informant was of the view that,

“Poor participation, particularly for marginalized groups in the community, results in poor prioritization of projects and their exclusion from the benefits from these devolved funds.”

While another one was of the view that,

“It is surprising that people do not understand the mandate of the kitty; low community participation in project identification and implementation creates mistrust and suspicion of the committee and its various activities in the community.”

4.4.5.2 Respondents’ opinions on participation in LATF

Data collected was analyzed under the question of whether the household heads effectively participated in LATF and its various development meetings in the community. The results are presented in table 5.3.

Table 4.12 Respondents’ opinion on participation in LATF

Participate fully in LATF in the community	Number	Percentage
Yes	3	9
No	28	91
Total	31	100

Of the 31 household head sampled on LATF about 9% of them fully participated in LATF activities, while 91% did not participate. In this regard the LATF bursary fund was where most of them participated in. This was attributed to the fact that most of them had children in school. The lack of appropriate structures and avenues for participation can largely be blamed for this state of affairs. One of the respondents said

“mimi nitajihusisha wapi, hata ofisi sijui iko wapi” translated to

Where will I participate in, where is the office?

The fact that LATF has no office in Kangemi plays a big role in lack of community participation in the fund.

For the community to get to participate fully in LATF they need to know how to participate and their contribution has to be valued. This is the only way that participation can be improved and for it to have an impact in the performance of LATF in Kangemi. From the responses obtained it is clear that CDF and LATF are faced with various challenges. The following section presents a summary of these.

4.4.6 Conclusion

The results presented in this chapter show that the method of allocation of CDF and LATF funds is inadequate. Bureaucracy is extensive and delays in disbursement of funds to the various projects are the norm rather than the exception. Upon disbursement to the ward, their mode of allocation to various projects is mired in controversy and at times riddled in so much secrecy. The institutional structures of CDF and LATF in the community are weak and in some instances nonexistent. LATF does not have existing offices in the ward and this makes coordination very hard. Coordination of the activities of CDF and LATF is not optimum and in some cases nonexistent. Awareness of the funds is low and this in turn has a negative influence on community participation in their activities.

CHAPTER 5

5.0 SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Summary of the study

This study was on the insitutional structures and practicces of CDF and LATF and their performance in Westlands constituency. From an analysis and review of the research data, a number of issues become apparent. What follows is a summary of the findings arranged according to the study objectives.

The first objective of the study was to investigate the financial allocations and disbursement of CDF and LATF in the community. Secondary data analysis from the respective Acts and project reports on the funds in the community revealed that the mode of disbursement of CDF and LATF is inadequate. Delays and in some cases lack of disbursement to selected projects is a major problem. The community should be able to select their own development priorities yet in some cases these are vetoed by the disbursing authority. This situation and the delays in disbursement of funds to various projects have a negative impact on the performance of the funds in Kangemi.

The second objective was to examine the institutional structures of CDF and LATF in the community. It was examined through data analysis, interpretation of interviews and questionnaire responses from key informants and household heads. The results revealed that some of the institutional structures of the funds are deficient. Their formation and constitution are straddled in much controversy which hampers their ability to deliver services. Both the CDFC and LATF committee are constituted by politicians. The impact of this is that the members cannot be objective in their actions. The CDF and LATF Act are weak and subject to abuse and misinterpretation by the politicians and community fund managers. There is no separation of powers in that the politicians who are the legislators of the laws are the same

implementers. Overall, the laws concerned with their management in the community are weak and give too much power to politicians who in turn have personal interests in their management.

This practice has negatively affected the performance of CDF and LATF in Kangemi. These findings indicate that the institutional structures concerned with the management of CDF and LATF in the community are weak. They cannot be totally relied on in their current state to effectively manage these funds. These findings are in agreement with the views of (KIPPRRA, 2006), (CGD, 2007) and (Obuya, 2008). They expressed the same view that an overhaul of the institutional structures of various devolved funds in the community was necessary for them to be successful in fulfilling their mandates.

The place of the institutional structures in the effective performance of devolved funds, fiscal decentralization and devolution has been established by (Falleti 2005). She did this in her sequential decentralization framework. Here she pointed out that effective fiscal decentralization is a process. It begins with a set of effective policy reforms and the introduction of effective structures to manage these funds. The institutional structures must be adequate, progressive and relevant to the various funds that they are meant to guide.

The third objective of this study was to assess the level of coordination of the activities of CDF and LATF in the community. Coordination refers to consultations and the working relationship between the CDFC and LATF committees in the Constituency. This was researched through data analysis and interpretation of interviews and questionnaire responses from key informants and household heads. The study revealed that the coordination of CDF and LATF in the community was not very good. Though there are structures in the Acts to guide coordination, this is not always the case with CDF and LATF in Kangemi. Though there is a DPC which is supposed to be the overall coordinator of the activities of devolved funds in the district, this is not the case. Existing political and individual interests usually take centre stage.

Indeed study findings indicate that there is a general state of confusion in some of the activities of these funds in the community. Instances of project double funding are not rare in the community. Another consequence of poor coordination is that of general lack of professional and technical supervision. Poor coordination has also lead to lack of consultations between the users of the projects and the managers of the projects. The major impact of this is completed projects whose benefits cannot be felt by the community due to lack of staff and other necessary equipment. These findings are in agreement with the views of (Gikonyo 2008) and (CGD, 2007). They express the same view the lack of coordination between the activities of various devolved funds in the community. According to them, this may actually lead to their failure.

There has to be proper coordination in decentralization for it to be effective and beneficial to the local population. This has been established by (Rahman and Khan, 1995) in their decentralization and access framework. According to them for fiscal decentralization to be beneficial to the local population, then coordination is necessary. Meetings and consultations between different fund managers and the local population must be optimum, frequent and reliable.

The fourth objective of this study was to establish the extent of community awareness of the functions and activities of CDF and LATF. Awareness in this case refers to the extent of consciousness of the populace towards the existence of CDF and LATF. Study findings indicate that community awareness of CDF and LATF is a significant factor in their performance. The levels of awareness of CDF and LATF in the community are not optimum. There is a general lack of awareness by the citizens of the services and existence of CDF and LATF in Kangemi. This has resulted in a situation where they cannot fully benefit from these funds.

The result of low awareness levels is poor selection of priority development activities by the fund managers. This has resulted in a lack of appreciation by community members of the

projects that are done through CDF and LATF. This finding is in agreement with the views of (Crook, 2003) and (Obuya 2008) who postulate that the citizens should be aware of the devolved funds in their community so as to benefit from their existence. For CDF and LATF to benefit the citizens the level of awareness must be increased, so that the citizens may get to fully know their roles in them.

The fifth objective was to investigate the level of community participation in the activities of CDF and LATF. Participation is the involvement by a local population in the creation, content and conduct of a program or policy designed to change their lives (Jennings, 2000). This was done through data analysis and interpretation of interviews and questionnaire responses from key informants and household heads. The study revealed that the levels of community participation in the funds were still low as compared to the optimum.

This situation was attributed to general inadequacy of relevant information about these funds in the community. The consequence is that there are low levels of community monitoring and evaluation of their performance. The selection procedure for members of the CDFC and LATF committee is mired in secrecy. Community members generally do not know who represents their interests in these basic but vital fund management institutions. This has limited their contribution to these vital management institutions. There are allegations of abuse and mismanagement of the funds by the managers and this has fostered a sense of impunity amongst the perpetrators.

The study also noted that it is not easy for community groups to access information about various projects related to CDF and LATF. The method of access is not clearly spelt out and they encounter difficulty in getting necessary documents. This is a great hindrance to community participation in the funds. The impact of poor participation is that there is poor prioritization of projects and inadequate allocations for various important projects in the community.

The community member's roles are not adequately spelt out in the respective Acts and if they are, they aren't informed by the fund managers on their roles. Study findings show that the relevant CDF and LATF stakeholder meetings in the community are rarely held. In case they are held, they are stage managed or are political rallies. The community members felt that even if they raised their views, not only was the forum wrong, they weren't taken into consideration.

Participation in local development and its positive impact have been pointed out by (Rahman and Khan, 1995) in their decentralization and access framework. This finding is in agreement with (Jennings, 2000), (CGD, 2007) and (Obuya, 2008). They established that citizen participation in the various devolved funds in the community is low and in the instances where it exists it is stage managed and not wholesome.

It is worth mention that factors to do with awareness and community participation in the activities of CDF and LATF are interrelated. However the contrast is that while a lot of attention is paid to CDF in the community, the ordinary citizens are not well informed of LATF. Care and attention needs to be paid on both of these devolved funds in the community. Inaccessibility of information about LATF in the community may leave gaps and loopholes for corruption and its mismanagement.

5.2 Conclusion

This study investigated the institutional structures and practices of CDF and LATF and the influence on their performance in Westland's constituency. This was in relation to the fact that despite the introduction and existence of CDF and LATF in the constituency, their effect and performance has not achieved the desired outcome. The study specifically sought:

- i. To establish the financial allocations and disbursement of CDF and LATF in the constituency;

- ii. To examine the institutional structures of CDF and LATF;
- iii. To assess the level of coordination of the activities and management of CDF and LATF in the community; and
- iv. To find out the extent of community awareness of the functions and activities of CDF and LATF
- v. To investigate the level of community participation in the activities of CDF and LATF

The study findings indicate that the financial allocations of CDF and LATF are insufficient to cater for their set objectives. Their disbursement is also mired in controversy and uncertainty in some development projects established through the funds.

The institutional structures are deficient and in some cases aren't quite facilitated to work effectively and efficiently in the execution of their mandate.

Findings also indicate that the coordination of the various activities of CDF and LATF in the community is weak and in some instances may actually be poor and non-existent.

The upshot is that there is a general state of confusion between the two funds in the community with some instances of project double funding being experienced. Situations of undeserving students being given education bursaries are also not uncommon. The end result is a general loss of confidence in CDF and LATF in the community.

The levels of awareness of these funds are still low compared to the required optimum level. This has limited the citizens from getting appropriate help from these funds. Indeed a general lack of awareness by the citizens of the services and existence of CDF and LATF in the constituency results in a situation where they cannot fully benefit from them.

Community participation in the various activities of CDF and LATF is still very low. Study findings indicate that poor participation, particularly for the vulnerable members of the society, results in poor prioritization of projects and inadequate allocations for various important projects in the community. The main reason for low participation in these funds is that community

members do not know how to participate in the various activities of CDF and LATF in the community. Low levels of participation may also result in the general mismanagement of these funds due to there not being adequate checks and balances in the community.

5.3 Recommendations

The study has shown that the various institutional structures and procedures associated and entrusted with the management of CDF and LATF in the constituency are weak and insufficient.

It's against these findings that the study has the following policy recommendations.

5.3.1 Policy recommendations

Basing upon generalizations on the findings of this study, the researcher recommends that:

- a. The CDF and LATF Acts should be amended so as to regulate the management and control of the various processes and procedures of these devolved funds at the local level. In particular emphasis should be placed on eradicating incidences of mismanagement and personalization of these funds by politicians and fund managers.
- b. Adequate attention, focus and institutional muscle should be given to the district projects committee as the overall coordinator and handler of CDF and LATF in the constituency. Through this committee, the influence of the politicians may be reduced thereby enhancing the effectiveness of these funds.
- c. Proper coordination and cooperation of the various activities of CDF and LATF in the community should also be enhanced and encouraged. Continuous training of the personnel who handle and manage CDF and LATF in the community should be carried out by the government.
- d. Awareness of these funds is important and so there is a great need to educate community members on their role in CDF and LATF as well as their procedures in the constituency. The utilization of the mass media like the print media and the airwaves is important so that the

community may be made aware of the existence, activities and management structures of these devolved funds in the community.

- e. There should be a more participatory method of electing representatives into the CDFC and LATF committee. It will then be the obligation of community leaders to encourage citizen participation by ensuring that they elect representative and active people into these committees.

5.3.2 Suggestions for further research

Other grey areas identified in the course of this study include:

- a. The effect of social media on community participation in devolved funds needs to be studied.
- b. The need for study of the impact of devolution and the creation of counties on CDF and LATF

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APPENDIX I

Respondents interview schedule

Hi my name is Buluma Oyieri Felix a Masters of Arts student at the University of Nairobi in the Department of Sociology and Social work. I am conducting a research on the institutional structures and practices of CDF and IATF their performance in Westland's constituency.

Introduction: Confidentiality and Consent: You have been selected to participate in the study. Consequently, with your consent, you will respond to this interview guide. I would like to assure you that the information you share with me will be treated with high confidentiality. Your name will not be written on this form, and will never be used in connection with any of the information you fill. However, your honest answers to these questions will help us understand better the institutional structures and procedures of CDF and IATF and their performance in Westland's constituency.

Section One

1. Personal Data

1.1 Gender (please tick one)

- a) MALE
- b) FEMALE

1.2 Marital status

- a) MARRIED
- b) SINGLE
- c) DIVORCED
- d) WIDOWED

1.3 Age bracket in years (please tick one)

- a) UNDER 36 YEARS
- b) 36-45 YEARS
- c) 46-55 YEARS
- d) 56-65 YEARS
- e) ABOVE 65 YEARS

1.4 Highest level of education (please tick one)

- a) PRIMARY SCHOOL CERTIFICATE
- b) SECONDARY SCHOOL CERTIFICATE
- c) DIPLOMA CERTIFICATE (inclusive of ordinary diploma and equivalents)
- d) UNDERGRADUATE (bachelors and equivalents)
- e) POSTGRADUATE (certificates, diploma, masters, PHD)

1.5 Occupation (please tick one)

- a) GOVERNMENT EMPLOYMENT
- b) PRIVATE EMPLOYMENT
- c) NGO
- d) I DO NOT WORK
- e) STUDENT
- f) OTHER

Section Two

2. Awareness

2.1 Please indicate the extent to which you agree with the following statements in reference to the activities by ticking (✓) in the boxes provided.

	CDF	LATF	YES	NO	EXPLAIN
a) Do you know the management committee members of the fund?					
b) Should more be done to improve on the functions of this committee?					
c) Do you know the procedure of accessing the services of the fund locally					
d) Do you know how the beneficiaries of these funds were identified?					
e) Do you think the process of identification was open and fair?					

Section three

3. Participation

Please indicate the extent to which you agree with the following statements in reference to the activities by ticking (✓) in the appropriate space.

	CDF	LATF	YES	NO	EXPLAIN
a) Do you participate in the activities and development meetings of the fund?					
b) Is the community invited and allowed to participate in the fund?					
c) Is there consultation between the fund management and the community before projects are selected?					
d) Is the fund committee inclusive and representative of the community?					

3.2 Community perceptions on the activities of the various devolved funds

i. Are all the services of CDF/ LATF in Kangemi available to you? (tick where applicable)

Yes

No

Explain.....

Appendix 2

Interview guide for the Key informants

Hi my name is Buluma Oyieri Felix a Masters of Arts student at the University of Nairobi in the Department of Sociology and Social work. I am conducting a research on the institutional structures and practices of CDF and LATF and how they influence their performance in Westland's constituency.

Introduction: Confidentiality and Consent: You have been purposively selected to participate in the study. I would like to assure you that the information you share with me will be treated with high confidentiality. Your name will not be written on this form, and will never be used in connection with any of the information you fill.

a. Institutional arrangement

1. In your opinion do you think these laws are adequate and sufficient for these funds to be able to perform their set out mandates?
2. What aspects of the CDF and LATF Act are particularly not very good?
3. Please suggest any ways that these laws can be improved so as to assist these funds in carrying out their set mandate?
4. What is your opinion of the CDFC and the Local LATF committee composition?
5. What is the biggest challenge facing CDFC and LATF performance in the community?

b. Coordination

1. Do the CDFC and LATF committees usually meet?
2. What is the frequency of these meetings and what is the agenda?
3. Do the CDFC and LATF committees meet with community stakeholders?
4. Do either the CDFC or LATF committee experience external interference in its duties?
5. Are there any notable instances of project double funding between CDF and LATF in the community?

Appendix 3

Westland's constituency map

