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THE FORMULATION AND PRACTICE OF THE CONSTITUENCY DEVELOPMENT
FUND IN KENYA: A Case Study of People's Participation in its Projects in Gatanga and Kitui
Central Constituencies

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A thesis submitted in fulfillment for the degree of Doctor of Philosophy (Ph.D) in the
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DECLARATION

This Thesis is my original work and has not been presented for a degree in any other university

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DEDICATION

This thesis is dedicated to my father Henry Kariuki who died when I was about to complete this thesis, wife Elizabeth, and sons Henry Kariuki and Joe Gichuki, for their continued love, support and encouragement throughout my studies.

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The views expressed in this thesis are mine and not of my supervisors or the University of Nairobi. I am therefore entirely responsible for any shortcomings in this thesis.

ACRONYMS AND ABBREVIATIONS

| | |
|-------|--|
| AIDS | Acquired Immune-Deficiency Syndrome |
| CARE | Cooperative for Assistance and Relief Everywhere |
| CBOs | Community Based Organizations |
| CDC | Constituency Development Committee |
| CDF | Constituency Development Fund. |
| CDFB | Constituency Development Fund Board |
| CDFC | Constituency Development Fund Committee |
| CFC | Constituency Fund Committee |
| CSOs | Civil Society Organizations |
| DFC | District Fund Committee |
| DFRD | District Focus for Rural Development |
| DPC | District Projects committee |
| ERS | Economic Recovery Strategy |
| FBOs | Faith Based Organizations |
| FGDs | Focus Group Discussions |
| GDP | Gross Domestic Product |
| GOK | Government of Kenya |
| HIV | Human Immunodeficiency Virus |
| IMF | International Monetary Fund |
| LATF | Local Authority Transfer Fund |
| MDGs | Millennium Development Goals |
| MPs | Members of Parliament |
| MTEF | Medium Term Expenditure Framework |
| NARC | National Rainbow Coalition |
| NESC | National Economic and Social Council |
| NGCDF | National Government Constituencies Development Fund |
| NGOs | Non Governmental Organizations |
| NMC | National Management Committee |

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| NPEP | National Poverty Eradication Programme |
| NTA | National Taxpayers Association |
| OXFAM | Oxford Committee for Famine Relief |
| PMC | Project Management Committee |
| PRSP | poverty Reduction Strategy Paper |
| RCDF | Rural Constituency Development Fund |
| RMLF | Roads Maintenance Fuel Levy Fund |
| SAPs | Structural Adjustment Programmes |
| SDD | Social Dimensions of Development |
| SPSS | Statistical Package for Social Sciences |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| WEF | Women Enterprise Fund |
| YEDF | Youth Enterprise Development Fund |

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ABSTRACT

This study focused on one of the key devolved funds, the Constituency Development Fund (CDF) whose impact and fanfare has elicited increased interest among scholars and the public. Since its inception in 2003, many community development projects have been undertaken in the country using CDF. Equally, many development issues and challenges have emerged on the management and governance of the fund such as politicization by the incumbents and the aspiring MPs, questions about its ability to alleviate poverty and allegations that politicians use it to bring themselves closer to the people for political mileage. Hence, the overall objective of this study was to interrogate the allocation, disbursement and management of the CDF and how it has been used to enhance development at the grassroots level. The specific objectives were: To examine respondents perception of the needs of the communities and how far they were being met; to examine the level of awareness of community members about CDF; to find out the accelerators of CDF implementation; to examine the performance of the CDF projects; and to examine the impact of CDF on the well-being of communities.

The study was informed by three sociological theories: the social action theory, the social systems theory and decentralization theory. The social action theory argues that it is necessary to know the subjective purpose and intent of the actor before an observer can understand the meaning of social action. This theory helps us understand how communities perceived CDF and whether communities took action by demanding proper utilization of CDF monies. The social systems theory argues that social systems are processes of interaction between actors. The theory explains what transpires in the interdependent parts of an organization, community or society. The theory was used to understand the accelerators of CDF and how the different actors involved in the CDF projects interacted to influence the performance of CDF projects.

Decentralization is conceptualized as a process of state reform composed of a set of public policies that transfer responsibilities, resources or authority from higher to lower levels of government in the context of a specific type of state. Decentralization reduces the bureaucratic procedures for implementation of community development projects making services more responsive to the needs of the local communities. Decentralization theory was used to study the impacts of CDF projects on the well-being of the communities.

The conceptual framework in this study demonstrates that various factors are likely to influence the performance of CDF and hence the well-being of communities. These include community perceptions of community needs, people's awareness of CDF, and the accelerators of CDF implementation which include community participation, technical support, and CDF design and intervention.

The study was carried out in two selected constituencies in Kenya namely: Gatanga in Murang'a County and Kitui Central in Kitui County. The study used both probability and non-probability sampling techniques. The sample size was 604 respondents comprising of 305 project committee members and 299 household heads interviewed using questionnaires. In addition interview guides were used to collect data from 38 key informants and 8 focus group discussions. The collected primary data was coded, entered in a computer and analyzed using the Statistical Package for Social Sciences (SPSS).

The study found that CDF projects were mostly started to meet the needs of the people and this was in line with the fund's objectives. There was high level of communities' awareness about CDF and its objectives. However, there were also a lot of misconceptions about the fund among the project beneficiaries. Community participation in the projects was not only minimal but was highly politicized and depended on the leadership provided by the incumbent MPs. Monitoring of CDF projects, technical support for projects by managers and the training of the constituents on CDF management were minimal. The CDF targeted small projects

that did not require heavy capital investments and this led to starting of many small projects that did not benefit most people in the constituencies. The performance of the projects was affected by monitoring, budgeting, record keeping, auditing of projects, payment of allowances to project committee members and corruption. The study concluded that CDF was a good means of enhancing community development at the grassroots level if only management of the fund was improved so that projects were implemented transparently and professionally. However, the future of CDF was found to be uncertain given the concerns about its constitutionality.

Arising from these findings several recommendations have been made. In order to improve CDF performance and increase the impact of CDF on community livelihoods it is important to conduct community education and awareness campaigns to enhance Community Participation in CDF projects. Further, CDF should be depoliticized by reducing the powers of MPs in its management and in the selection of projects management committee members. Projects committee members should be democratically constituted through elections by the target beneficiaries of the CDF projects. In addition, constituencies should build the capacity of Project Management Committees to manage CDF projects. To enhance transparency and accountability, procurement of materials and tendering should be done with the full knowledge and participation of the communities. Finally, the study recommends that CDF Managers should work with the county governments for smooth operations of community development programmes and to avoid duplication of development projects.

CHAPTER ONE

INTRODUCTION

1.0 Background of the Study

Kenya has registered successes and failures in the planning and implementation of development programmes. Much of the frustrations and inability to achieve broad-based development has been due to failure to grasp how development is perceived by the people at the grassroots. Several national development policies, plans and paradigms have been in place since independence. All were geared towards attaining development and eradication of poverty.

Before independence, *harambee* was a grassroots form of social exchange of labour and a form of mutual assistance. Following independence, *harambee* was popularised as a national slogan and a form of development activity (Mbithi (1977)). The first intervention strategy that was geared towards addressing national development challenges in Kenya was the *Sessional Paper No.10 of 1965 on African Socialism and its Application to Planning in Kenya* whose hallmark was devolved planning at provinces, districts and municipalities so as to ensure progress in each administrative unit (GOK, 1965). In early 1970's, the Government adopted the Growth centre policy as a way of addressing regional imbalances (GOK, 1970).

In 1982 the Government Report on the Working of the Government Expenditures recommended that the district become the focal point for the management and implementation of rural development by the central government (GOK, 1982). In 1983 the *District Focus for Rural development (DFRD)* strategy was launched. DFRD was formulated to address development issues following the failures of development initiatives entrenched in the *Sessional Paper number 10 of 1965*. The strategy was adopted because of the realization that the design and implementation of development projects by the central government was not beneficial to the people at the grassroots level (Makokha, 1991). In addition, since the early 1980s, Kenya has been implementing *Structural Adjustment Programmes (SAPs)*. SAPs required that Kenya reduces its funding for basic social services, liberalize its economy, widen democratic space, fight corruption and privatize government enterprises. Emphasis was made on the need for economic reforms if growth in incomes, employment and productivity were to be realized.

Following the Copenhagen summit on Social Development, the Kenyan Government prepared its *Social Dimensions of Development (SDD)* programme which was launched in 1994. This was meant to address the challenges presented by SAPS. SDD was meant to cushion the poor against the adverse effects presented by the economic reforms of 1980s. In an attempt to further reduce poverty and enhance national development the Kenyan government in 1999 declared poverty a national disaster and adopted a paradigm shift and decided to develop specific policies and programmes aimed at national development and poverty alleviation under the *National Poverty Eradication Programme (NPEP)*. Thereafter, the *Poverty Reduction Strategy Paper (PRSP), 2003- 2008* was developed. PRSP was meant to be a short term plan aimed at accomplishing the fifteen year long term plan as envisioned in NPEP. PRSP intended to facilitate sustainable and rapid economic growth, improving security and governance, enabling the poor to raise incomes and generally to increase the quality of life of the poor Kenyans. Through the PRSP, the government came up with the *Medium Term Expenditure Framework (MTEF)* which was meant to incorporate economic development into the budgeting process and to ensure that budgeting was done in the context of a more consultative process involving all stakeholders. In the year 2003, the United Nations Development Programme (UNDP) carried a comprehensive assessment of the state of social development and development assistance where they published a report titled '*For Kenya's Future*'. The report noted that Kenya's development challenges were poverty, food insecurity, poor governance, lack of political support and unwillingness to carry out commitments made through legislative, policy and institutional enactment, weak internal control systems and HIV- AIDS (UNDP, 2003). In 2003, the NARC government developed the *Economic Recovery Strategy (ERS)* paper which was adopted and implemented up to 2007. It came up with various ways of attaining development and addressing poverty (GOK, 2003). Later in 2006 the Government developed the Vision 2030 whose aim is to make Kenya a newly industrialising and middle income country providing high quality life for all citizens by the year 2030 (GOK, 2007).

Whereas in the earlier years financing of facilities and services was centralised even during the time of DFRD, a major change came with the NARC government when several funds were established. As a way of addressing poverty, underdevelopment, inequality and social seclusion and in line with the new constitution that embraces devolution, the government adopted various financing schemes. These included the Constituency Development Fund (CDF) (2003),

Secondary School Education Bursary Fund (2003), Roads Maintenance Fuel Levy Fund (RMLF) (2000/1), Rural Electrification Programme Levy Fund (1998), Local Authority Transfer Fund (LATF) (1998/99), Constituency HIV/AIDS Fund (2001/02) and the Free Primary Education Fund (2003) (Mapesa, 2006). Other funds include the Youth Enterprise Development Fund (YEDF) (2006) and Women Enterprise Development Fund (WEDF) (2007/08). *Kenya's Vision 2030* points out that foremost amongst the correctional measures that will be introduced to mitigate poverty and guarantee equal opportunities to regions and communities will be an increase in the volumes of devolved funds allocated to communities (GOK, 2007). Hence, this study is focused on one of the key devolved funds, the CDF whose impact and fanfare following its launch and management has elicited increased interest among scholars and the public. This study was designed to interrogate the rationale and dynamics of CDF as a new development paradigm in Kenya. The study also recognises that devolution has been part of government development since the colonial period but with mixed results.

1.1 Problem Statement

CDF was established in 2003 through the CDF Act No.11 in the Kenya Gazette No. 107 of 9th January 2004 following a motion of Parliament brought by the then Member of Parliament(MP) for Ol Kalou constituency of the then central province. It aimed at controlling the imbalances in regional development occasioned by partisan politics, and to relieve MPs and other leaders from the undue *harambee* obligations. The initial proposal was to disburse 5 percent of the government revenue through CDF. But it was later revised downwards to 2.5 percent. The Act requires that government disburse this amount under the direction of the CDF National Management Committee (NMC). The money allocated to each constituency was supposed to be three quarters of the net total CDF divided equally among all the 210 constituencies, less 5 percent emergency and 3 percent administrative costs; a quarter (25%) is allocated as per constituency poverty levels. The formula was used to share CDF to the constituencies the first time in the financial year 2004/05. The Act was later amended in 2013 and in 2015 to reduce the powers of MPs to control the funds such that they are now ex-official members exercising only the oversight role on projects. CDF puts a higher responsibility on community members to play an oversight role. However, community members' oversight role has so far not been effectively

documented but they remain the single most important actors in ensuring prudent utilization of the fund.

The Government commitment to disburse the fund to the lower levels is quite clear as observed since 2003. In the financial year 2003/2004 the government released Kshs 1.26 billion to the constituencies (GOK, 2005). Each of the 210 constituencies received Kshs 6 million. In the financial year 2004/2005 the government released 5.6 billion and the intent was to support more than 5,000 projects as per the provisions of the CDF Act (GOK, 2006). In the year 2005/2006 the government disbursed 7.246 billion and in the year 2006/2007 9.7 billion was disbursed (GOK, 2007). In the year 2007/2008, 10.1 billion was released. An equal amount of money was disbursed in 2008/2009. In 2009/2010 the government released 12.3 billion and in 2010/2011 14.2 billion (GOK, 2011). In 2011/12 Kshs 16.9 billion was allocated. In 2012/2013 Kshs 21.05 billion was allocated while in 2013/2014 21.97 billion was allocated, in 2014/2015 the amount allocated was 31.56 billion and in 2015/2016 35.2 billion has been allocated. The fact that the CDF allocation has been increasing is an indicator that CDF is an important vehicle for development at the devolved levels. Through CDF, development that was initially at central government, and then moved to districts, has now moved to a lower level –the constituency. This resonates well with the ideas of Vision 2030 which envisions increased devolvement (Chweya, 2008; GOK, 2007).

CDF has been presented in many ways. To Gituto (2007), CDF represents a departure from the past, where the central government was the primary development agent, to a new regime where communities and stakeholders participate and determine their development priorities and allocate resources accordingly. According to Kimenyi (2005), CDF is one of the ingenious and resourceful innovations of the government of Kenya. Further, Kimenyi (2005) asserts that unlike other development funds that filter from the central government through larger and extensive layers of bureaucracies, CDF goes directly to the local level. It thus provides people at the grassroots an opportunity to make expenditure decisions that maximize their welfare. Existing literature for example Chweya (2008) and Gituto (2007) present CDF as a decentralized fund. However, the extent of decentralization is still a debatable issue that this study will address. In addition, many issues have arisen on the management and governance of the fund such as politicization by the incumbents and the aspiring MPs, concerns about its impact on the local

resource mobilization efforts (*harambee*), its ability to alleviate poverty and allegations that politicians use it to bring themselves closer to the people for political mileage (Mapesa, 2006; Orlale, 2007; Okungu, 2006). According to Okungu (2006), nearly 70% of all constituencies attest gross mismanagement, theft, fraud and sheer shameless misuse and misappropriation of the fund. However, the extent of these is not yet clear, hence a concern for this study.

The extent of the success of the CDF in some places and whether there are noticeable improvements in social life, in addition to the level and forms of participation by community members still remains areas that beg for a social inquiry. CDF management involves many groups of people including: MPs, fund managers, project committees and community members. Therefore, the inclusivity of all those concerned still remains unclear to this date hence this study was designed to interrogate this fact. Constituencies are diverse presenting diverse challenges and opportunities. Existing reports have shown that CDF has performed relatively better in some constituencies compared to others. This study was therefore designed to interrogate the determinants of success in some constituencies but not in others. Available reports tend to show several faces of CDF in its overall management and use. In some constituencies the funds allocated were reported well utilised, in others funds were returned to treasury. Some constituencies were caught up in the intricacies of procurement, leading to delays in the implementation of projects (Ayaga, 2015). Further, in some cases, members of the public took their MPs to court or demonstrated over what was perceived to be misuse. Therefore the discrepancies in the fund make it a potential area of social inquiry.

1.2 Research Questions

The study sought to answer the following questions:

1. How do Kenyans perceive CDF?
2. What are the features that enhance and obstruct implementation of the CDF as a development strategy?
3. To what extent does CDF meet the needs of communities?
4. What are the successes and failures of the CDF as a development strategy?

1.3 Objectives of the Study

1.3.1 General Objective

The overall objective of the study was to interrogate the allocation, disbursement and management of the CDF and how it has been used to enhance development at the grassroots level.

1.3.2 Specific Objectives

More specifically, the study endeavours:

1. To examine respondents perception of the needs of the communities and how far they were being met.
2. To examine the level of awareness of community members about CDF.
3. To find out the accelerators of CDF implementation.
4. To examine the performance of the CDF projects.
5. To examine the impact of CDF on the well-being of communities.

1.4 Justification of the Study

CDF was started in 2003 and is therefore a new area of social inquiry. There have been efforts to decentralize development in most countries. CDF is among such efforts in Kenya aimed at steering development at the grassroots level (GOK, 2011). As a new development paradigm CDF has not yet been exhaustively interrogated to find out its role as a development approach. Importantly, CDF is an attempt to move away from the traditional top-down approach to development to a Bottom-Up approach to community development. The goal is to ensure communities participate in the planning, implementation, monitoring and evaluation of development projects. The study will shade light on the forms and patterns of participation by the communities in CDF projects.

It is important to carry out a study of Kenya's CDF model to document the main sources of concerns by the local communities in order to avert major failures of the CDF in future. In this

regard, the findings of the study may be handy in mitigating wastage (if any) of public resources. This study will provide vital information that can be used in the design of other decentralization schemes that may help in empowerment of communities in the country. In fact, this study comes in handy since the Kenya constitution (2010) requires devolved structure of governance and many issues have been raised about the fund. This study will also be used to inform other devolved funds currently in operation and those that may be established within the country in the future. CDF affects the life of every Kenyan. The continuously increasing government allocation and the interest it elicits from the public shows it concerns most Kenyans and is therefore a topical area of study.

1.5 Scope and Limitations of the Study

The scope of this study includes: the rationale of CDF, its origins and conceptualization, implementation dynamics and experiences. It also includes CDF as influenced by several factors which explain variations in success or failure; the policies and implementation of CDF and the challenges experienced. It also includes an examination of the impact of CDF at both individual and collective levels. Finally, the study's scope include the politics of CDF relating to formation of committees at various levels, the role of the MP in CDF management, oversight functions and people's perceptions.

The study encountered various limitations. First, the researcher found that a study on CDF is interpreted as political. Thus, one limitation is that some respondents felt that the study was targeted to fix their sitting member of parliament. The researcher therefore found that respondents gave conflicting information depending on whether they were supporters of the sitting MPs or not. The political nature of the fund presented a high chance of getting biased information. To ensure that this did not jeopardize validity and reliability of the information, respondents were assured that information collected was not for political reasons but for improving performance of the fund.

Second, given the sensitivity of issues related to the use of money meant for community development, few people were willing to provide the requisite study information, while others were very enthusiastic. There was the possibility of withholding information by the project

committee members. In such cases, care was taken to avoid such scenarios by explaining to the respondents the purpose of the study and through triangulation of information during the analysis of primary data. The researcher and his team also assured the respondents that the research information given would be treated with confidentiality and used only for the purpose of the study. Furthermore, Focus Group Discussions and Key Informants Interviews were used to ascertain the validity and reliability of information given by respondents in a bid to avoid any inconsistencies.

Third, given that this was a cross-sectional survey study, it was not able to study trends and patterns of the implementation of CDF as a strategy for community development over time. The success or failure of CDF projects may change overtime depending on the political leadership and the composition of committees managing the CDF. Perhaps a longitudinal study would have been more informative but was beyond the scope of this study. To ensure that the study was scientific and able to draw generalizations about CDF, appropriate sampling techniques were employed.

1.6 Organization of the Study

Chapter one explores the background information to the CDF within a framework of the past development programmes in Kenya. The problem statement, research questions, objectives of the study, justification of the study, scope and limitations of the study, organization of the study are also covered in this chapter.

Chapter two contains literature review and theoretical framework, concepts of development, decentralization and devolution are discussed. The chapter presents an explanation of the development approaches that have been used in Kenya. The chapter looks at needs assessment and community participation in community development projects. The chapter also reviews decentralization in other countries and the successes and challenges facing CDF in Kenya. This is followed by a section that discusses the various theories that are relevant to this study, namely the social action theory, social systems theory and decentralization theory. A conceptual framework and a section on the operational definition of variables are then presented.

Chapter three contains study sites and site selection, site description, sampling design, sample size, units of analysis, units of observation, methods and techniques of data collection. The chapter also includes ethical considerations and techniques of data analysis.

Chapter four is analysis, presentation and interpretation of the findings of the study from the CDF project committee members and from the CDF beneficiary households. The findings are both quantitative and qualitative in nature. The quantitative part of the findings utilized interview schedule in the survey to interview the CDF project committee members and the CDF beneficiary households. Qualitative part of the study used interview guide for key informants and focus group discussions. Specifically the chapter looks at perception of community needs, awareness of community members about CDF and accelerators of CDF implementation. Chapter five covers the performance of CDF projects and the impact of CDF on the well-being of communities. Chapter six is the final chapter in this study and it contains the summary, conclusions and recommendations of the study. Policy implications and suggestions for further research are also included in this chapter.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.0 Introduction

This chapter focuses on thematic review of literature about concept of development, development paradigms in Kenya, concepts of decentralization and devolution, critical review of traditional community development approaches of Top-Down vs. Bottom –Up approaches, types of devolved funds in Kenya, legal framework governing CDF, organizational structures of the CDF, successes and challenges of the CDF, and relevant policies regarding decentralization that captures CDF. Theoretical frameworks reviewed include the social action theory, social systems theory and decentralization theory.

2.1.1 The Concept of Development

Differences in the definitions of the term “development” cut across social, economic, political, environmental, ideological and cultural spheres. Kabwegyere (1981) argues that development is not a value-free term as it concerns improvement of people’s lives. He contends that development involves three components namely *growth, participation in generation of growth and distribution of the consequences of growth*. These components must work together if meaningful development is to be achieved. Growth is about increase in quality and quantity of whatever is being considered to develop. For instance, in this study, growth can be in the quality and quantity of the CDF projects undertaken in a particular constituency. The number of projects undertaken should increase and so is the contribution of those projects to the well-being of the citizens. The second component in the definition is participation of local communities in the generation of the said growth. This means that the local communities should be involved in the development process so that they own the benefits that accrue from such efforts. Thirdly, it is outlined in the definition that development outcome should be shared equitably. This can be conceptualized to mean that the benefits have to be distributed without favour to the various stakeholders, both individuals and groups within the community. In the CDF framework this perspective of development would imply that all constituents need to benefit from the funds.

Mbithi (1977) observes that, in Kenya, planners have not paid full attention to resource distribution and thus local people experience *relative deprivation*. He argues that relative deprivation is an in-group trait in that it leads to the development of a collective expression of marginality. It may also lead to aggression against the favoured parties or aggressive competitiveness in an attempt to shift the pattern of advantages. Sen (1999) conceptualizes development as freedoms. Development measures should target to remove the lack of freedoms and development should be judged in terms of expressions of substantive human freedom. He developed the 'capability approach, which is defined as 'a person's ability to do valuable acts or to reach valuable states of being'. He posits that capability approach represents an alternative combination of things a person is able to do or be (Sen, 1999). Many organizations such as the United Nations Development Programme (UNDP), Oxford Committee for Famine Relief (OXFAM) and Cooperative for Assistance and Relief Everywhere (CARE) have used this perspective to develop the human rights based approach to development. According to the UNDP, the approach recognizes that real success in tackling poverty and vulnerability require giving the poor and vulnerable a stake, a voice and real protection in the societies where they live. Human rights based approach to development helps to expand peoples' choices and capabilities and above all empower them to decide how processes of expansion should look like (UNDP). Development can also be conceptualized from a sustainability point of view. In this respect, development should meet the needs of the present without compromising the ability of future generations to meet their own needs. From the sustainability view point, development has four constituent's parts namely environmental, economic, social and cultural sustainability.

Socially, development can be conceptualized in terms of whether basic needs are being accessed by the citizens. The basic needs approach was fronted by international NGOs and governments in the 1970s till 1980s. The main argument is that basic level of social services is needed for people to sustain themselves and that by focusing attention on basic needs such as education, housing, shelter and security the poorest of the world can be helped to become self-sustaining. However, the provision of the services by the state has been criticized for being the cause of modern ills and it is claimed that the market should be the distributor of resources, both social and economic since extensive provision of services is also not affordable (Bryson, 1992,). In the case of developing countries such as Kenya, governments have been forced to cut down their

expenditure on service delivery following the introduction of the Structural Adjustment Programmes (SAPs) in the 1980s by the World Bank and International Monetary Fund (IMF).

From a political point of view, development entails an increase in democratic space, good governance and improvement in policy formulations. Governance is conceptualized by the United Nations as the processes whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights. Good governance accomplishes this in a manner essentially free of abuse and corruption and with due regard for the rule of law (UNHCR, n.d). Perhaps CDF is an attempt by the state to gain legitimacy by reaching people at the grassroots. One may see it as an attempt to improve governance and let the people participate in conducting their development activities and in management of resources.

2.1.2 Concepts of Decentralization and Devolution

There are various ways of looking at the concept of decentralization. According to Rondinelli et al (1983) decentralization is transfer of responsibility for planning, management, and resource raising and allocation from the central government to the regional authorities. According to Fjeldstad (2001), decentralisation is the devolution of taxing and spending powers to lower levels of the government. Wolman (1990), defines decentralization as dispersion or distribution of power from the centre to the locality. Turner and Hulme (1997) say that decentralization is transfer of authority to perform services to the public from an individual or an agency in central government to some individual or agency that is closer to the public that is being served. The transfer of authority does not mean that all authority is delegated. In the case of CDF the central government is the source of the funds and the cabinet secretary can make regulations for the smooth running of the fund and such regulations shall be approved by the national assembly before implementation (GOK, 2013). Decentralization is a process of state reform composed by a set of public policies that transfer responsibilities, resources or authority from higher to lower levels of government in the context of a specific type of state (Falleti, 2005). Conyers and Hills (1986), Rondinelli (1993) and Chweya (2008) have conceptualized decentralization as a combination of three factors namely delegation, devolution and de-concentration.

Chambers (1983) postulate that decentralization is key to ‘spatial reversals.’ He says that many forces centralize power, professionals and resources in the urban cores, what is popularly known as “urban bias”. Chambers (1983) contends that for the rural people to lose less and gain more requires reversals in form of decentralization of resources. Decentralization is essentially distribution of power and resources from the central government to lower levels of management. CDF can be conceptualised as a case of decentralization of resources for community development at the grassroots level in Kenya.

Decentralization according to the World Bank (1997) encompasses a wide range of distinct processes. Mainly it encompasses administrative deconcentration or transfer of state functions from higher to lower levels of government while retaining the central control of budgets and policy making. Secondly, it encompasses fiscal decentralization or the ceding of influence over budgets and financial decisions from higher to lower levels.

Collins (1970) distinguishes two types of decentralization namely: de-concentration and devolution. De-concentration is the delegation of authority to the staff of a central government ministry posted outside headquarters for performance of specified functions. Devolution on the other hand is delegation of authority to formally constituted local government bodies to discharge specified or residual functions. Devolution is therefore the transfer of authority to sub-national governments electorally accountable to sub-national populations (turner and Hulme, 1997). The sub-national governments include local governments, local authorities, and county governments. Thus, Kenya’s CDF is a form of fiscal decentralization.

2.1.3 Development Approaches Used in Kenya

In its early years of independence, Kenya was the most prosperous country in East Africa with GDP per capita rising by 38 per cent between 1960 and 1980. The subsequent two decades (to 2000), however, the country did not record an increase in per capita GDP. Poverty incidence rose from 49 per cent in 1990 to 56 per cent in 2005 (Francis and Amuyunzu-Nyamongo, 2005). In fact, the social indicators have declined in tandem with the economy. Infant mortality rose from 63 per 1000 population in 1990 to 78 per 1000 population in 2002. Life expectancy which is the average number of years a person is expected to live declined from 57 to 46 years partly because

of HIV-AIDS epidemic. The persisting hunger of children is evidenced in the 19 per cent of the under-fives who are underweight and almost one in three who are wasting (CBS, 2004). Lack of prosperity may make one to question the development paradigms that the country has adopted. Bahemuka, Nganda, & Nzioka 1998 observe that since 1950 a number of development paradigms have been espoused by developing countries with a view to alleviating poverty. In their quest to support this assertion they identify two dominant development paradigms that have been tried to spur development. First, was the *trickle down approach*, which was dominant in Kenya's development policy, planning and programming in the 1950s and 1960s. The premise was that gains from national economic growth would lead to creation of more economic opportunities that would in turn generate other social benefits especially for the poor. The economic difficulties of the 1970s and 1980s proved that it was difficult for wealth to diffuse to the grassroots. This brought the realization that development must go beyond wealth accumulation to address the concerns about the distribution of that wealth and creation of a society in which certain basic conditions such as basic human needs and empowerment prevailed. Since CDF is supposed to reach communities at the grassroots level, it would generate immediate benefits unlike the top-down approach where resources take longer or may never trickle to the local people.

Secondly, was the *basic needs approach and rural development*. The basic needs approach to development focused on the provision of basic services such as food, water, shelter, and health care to the poor. The approach proved popular with the donors, NGOs and UN agencies. However, since the provision of such basic needs depended on public budgetary outlays which in turn were based on national economic growth, even the basic needs approach did not overcome the economic biases that pervaded all efforts earlier referred to as poverty alleviation (Bahemuka et al. 1998). Consequently, the basic needs approach attained the connotation of rural development because majority of the Kenyan people live in the rural areas. Indeed, the 1979-1983 National Development Plan stated that over 85 % of the population live in the rural areas and it is here that the poor are dis-proportionately located. This has led Kenya to opt for a style of development that concentrates on a rapid transformation of the rural masses, giving priority to satisfying the needs of the large numbers of poor people. CDF is an attempt not only to concentrate on rural development but to also reach large numbers of the poor in the urban areas and other marginalised groups such as IDPs. Bahemuka et al. (1998) says that the objective of

the strategy was to increase the national total output and per capita incomes; expansion of productive employment and attainment of greater equity in the distribution of the benefits of growth. She however contends that the rural dimension of poverty was not combined with explicit reference to social, political, cultural and environmental concerns all of which were either mentioned in passing as by-products of mainstream development programs or were completely ignored. One may actually perceive Kenya's CDF as an extension or a modification of the rural development approach.

Before Kenya attained independence, *harambee* was a grassroots form of social exchange of labour and a form of mutual assistance. Following independence, *harambee* was popularised as a national slogan and a form of development activity (Mbithi (1977). Mbithi says *harambee* is a self help development effort that is biased towards the use of local resources and that the participation of people is guided by the principle of collective good than individual gain. Although a lot of community development projects in Kenya have been carried out through *harambee*, this development approach had various weaknesses such as politicization of *harambee* movement, forced contributions and low community participation (Chitere, 1994).

Since independence, economic development policy has been formulated, financed and implemented through central planning. This has been characterised by central managerial authority, bureaucracy, command and control (Mapesa, 2006). This has resulted in development inequalities. The first intervention strategy that was geared towards addressing national development challenges in Kenya was the *Sessional Paper No.10 of 1965 on African Socialism and its Application to Planning in Kenya*. When Kenya attained independence, most of the businesses and jobs in the public service were under the hands of European settlers and Asians. Asians had been brought by the British settlers to assist in the building of the Kenya-Uganda railway. They later, particularly following completion of the railway ventured into business and public service. The Europeans came as colonial government administrators or settlers whose interests were in farming. Following Kenya's independence on December 12th 1963, the government wanted to bring commerce and public service into the hands of Kenyans of African origins. Thus, through the '*Sessional Paper Number 10 of 1965 on African Socialism and its Application to Planning in Kenya*', the government spelt out the development policies aimed at correcting regional imbalances, removing poverty and disease. The intention of this sessional

paper was to spur growth in the country by ensuring that the state played a major role in development. It stipulated that planning was to be extended to the provinces, districts and municipalities so as to ensure that there was progress in each administrative unit. The paper has been criticised for creating bureaucracy in resource allocation, politicisation of development programmes and degeneration of standards of living in some parts of the country.

The 1966-1970 National Development Plan recommended that various committees be established to ensure coordination and people's participation in development. The *Ndegwa Report* recommended that for the Kenyan government to accelerate development in the rural areas, the process of planning and implementation be extended to the district level and into divisions (GOK, 1971). In 1982 the Government report on the working of the government expenditures recommended that districts should become the focal point for the management and implementation of rural development by the central government (GOK, 1982). In 1983 the District Focus for Rural development (DFRD) strategy was launched. This strategy was formulated to address development issues following the failures of centralised development initiative entrenched in the *Sessional Paper Number 10 of 1965*. The strategy was now adopted because of the realization that the design and implementation of development projects by the central government was not beneficial to the people at the grassroots level. As stated by Makokha (1991) the DFRD is an equivalent of the bottom-up strategy in rural development planning. He argues that in order to realize a true decentralization-a situation in which there is a true bottom-up/district focus, the issue of autonomy in the lower levels (districts) as to a free choice of their criteria for decision making and setting of priorities and objectives should be given serious considerations. The objectives of DFRD were among others to broaden the base of development by moving most decisions on planning and management of district projects closer to the point of implementation and target group, promotion of equity in resource allocation and use, encourage local participation and increase coordination and sharing of development resources (Makokha, 1991). The DFRD was meant to provide a framework for enhancing coordination of development activities and initiatives at the district level in order to improve service delivery to the public. It focused on broadening and deepening participation of citizens at the district level in an effort to promote equity and efficiency in allocation of resources.

The government of Kenya adopted decentralization in order to overcome the challenges of a top down approach to development as envisioned by the *Sessional Paper Number 10 of 1965*. The DFRD shifted responsibilities of identification, planning and implementation of development projects to the districts. Leaders at the district level played a crucial role in the development process in their areas. However the responsibility of drafting multidistrict and national development programmes remained with the central government. The DFRD was an important effort to broaden the participation of the citizens in district development activities in order to quicken development at the grassroots. The strategy however faced numerous bottlenecks including: poor coordination, poor legal framework, poor financial management and lack of popular community participation, understaffing and incompetent technical government staff.

DFRD was a development strategy aimed at improving the economic and social life of a specific group of people such as the rural poor. Bahemuka et al. (1998) says that the objective of the strategy was to increase the national total output and per capita incomes; expansion of productive employment and attainment of greater equity in the distribution of the benefits of growth. She however contends that the rural dimension of poverty was not combined with explicit reference to social, political, cultural and environmental concerns all of which were either mentioned in passing as by-products of mainstream development programs or were completely ignored.

Since the early 1980s, Kenya has been implementing Structural Adjustment Programmes (SAPs). SAPs require borrowing countries to reduce their funding for basic social services, liberalize their economics, widen democratic space, fight corruption and privatize parastatals. Emphasis was made on the need for economic reforms if growth in incomes, employment and productivity were to be realized. The importance of welfare was also stressed (GOK, 1986). The implementation of SAPs in Kenya has entailed restructuring of numerous public services and social support systems with the aim of reducing government budget deficits and correcting macro-economic imbalances for medium and long-term economic recovery and growth.

As a consequence, SAPs led to the introduction of cost-sharing for basic public social services such as health and education; retrenchment in the public service; privatization of non-strategic public enterprises; removal of price controls and trade liberalization of basic consumption commodities. The result has been the worsening of poverty conditions for the majority of the

population and impoverishment of the vulnerable groups (Bahemuka et al. 1998). Evidently, standards of living of many Kenyans have dropped beyond the poverty line. More so, the role of the state in development and in service delivery has declined.

In 1994, the Social Dimensions of Development (SDD) programme was launched. This was meant to address the challenges presented by SAPS. SDD was meant to cushion the poor against the adverse effects presented by the economic reforms of 1980s. Thus to cushion the poor the government allocated 5.58 million Kenya shillings in the 1994/1995 budget to alleviate poverty among the poor. The money was not enough and a good part of the money was not spent in poverty alleviation.

In an attempt to further reduce poverty and enhance national development the Kenyan government in 1999 declared poverty a national disaster and adopted a paradigm shift and decided to develop specific policies and programmes aimed at national development and poverty alleviation. This was referred to as the National Poverty Eradication Programme (NPEP). Accordingly, civil societies and the market came in as the key actors and drivers of development. Civil society organizations were not only implementing development projects, but also advocating for good governance. For instance, in Kenya, government started opening up dialogue with NGOs. Community and women involvements in policy processes were also emphasized. Development was now being looked at holistically with all actors such as public and private sectors, donors, NGOs, community and civil Society organizations, political parties, Faith Based Organizations (FBOs) and Community Based Organizations (CBOs) being involved in development agenda. Following the Beijing platform for action in 1995, which emphasized mainstreaming of women in the socio-economic and political development processes, the government adopted a development approach that reaffirmed the need for integrating women in all aspects of development. NPEP was therefore formulated with extensive consultations and participation of NGOs and the government agencies. NPEP aimed at reducing poverty, increasing primary school enrolment and completion rates, accessing primary health care within 5km of all rural households, increasing access to safe drinking water, reducing the burden on women due to domestic chores and increasing productive opportunities. NPEP generally focused on employment creation, good governance, sustainable livelihoods, environment and natural resource management, gender mainstreaming, disaster management and HIV- AIDS.

In a further attempt to enhance development and reduce poverty, the government of Kenya developed the *Poverty Reduction Strategy Paper (PRSP), 2003- 2008*. PRSP was meant to be a short term plan aimed at accomplishing the fifteen year long term plan as envisioned in NPEP. PRSP intended to facilitate sustainable and rapid economic growth, improving security and governance, enabling the poor to raise incomes and generally to increase the quality of life of the poor Kenyans. The PRSP was developed by the government with consultation with the NGOs under the auspices of the NGOs Council and World Bank. Through the PRSP, the government came up with the Medium Term Expenditure Framework (MTEF). The government realised that its public expenditure management was not consistent with the objectives of achieving high and sustainable growth of the economy necessary for development and poverty reduction. MTEF was introduced to ensure efficient and effective use of government resources and reduction in the share of public expenditure in the GDP. MTEF was meant to maintain aggregate fiscal discipline by ensuring that policy changes were consistent with fiscal norms and programme objectives; increase efficiency in resource allocation; and promote efficient delivery of services (GOK Ministry of Finance <http://.treasury.go.ke> downloaded 30 April 2013).

In the year 2003, the United Nations Development Programme (UNDP) carried a comprehensive assessment of the state of social development and development assistance. They published a report entitled '*For Kenya's Future*'. According to this report, it concluded that Kenya's development challenge was high incidence of poverty, food insecurity, poor governance, lack of political support and unwillingness to carry out commitments made through legislative, policy and institutional enactment, weak internal control systems and HIV- AIDS (UNDP, 2003). The content of this report clearly demonstrates that past development initiatives such as harambee, *sessional paper No. 10, and others by DFRD, NPEP and PRSP* had not succeeded in achieving the expected results. The rate of economic growth remained low, poverty was still high and majority of Kenyans lived in deplorable conditions.

As a result of failures of past development initiatives ,the government of Kenya reverted back to development policy initiatives as a way of achieving development and reducing poverty as opposed to direct poverty alleviation policy initiatives through NPEP and PRSP. The Kenya government now came up with *Economic Recovery Strategy (ERS)* paper to be adopted between

2003- 2007. The Kenyan government through the ERS identified the following as the areas that the country needed to address in order to achieve development and reduce poverty. These were: providing compulsory and free primary school education, initiating a national social health insurance scheme, wealth and job creation and expansion of physical and social infrastructure (GOK, 2003). It was assumed that these initiatives would enable the country to achieve the Millennium Development Goals (MDGs). The government was supposed to partner with civil society organizations, private sector and all stake holders in order to mobilize resources needed for attainment of ERS objectives. The government therefore set up an institution called the National Economic and Social Council (NESC) which was supposed to facilitate the partnership. Through the ERS, some positive results were realised at the macro level. For instance, there was a reported increase in economic growth, the informal sector recorded increased employment levels and there was an increase in primary school enrolment rate. In spite of these development initiatives, poverty continued to bite the people at the grassroots. There were concerns that the benefits of growth were taking too long to trickle down to the grassroots.

It was against this background that CDF was introduced in 2003 as a home-grown development strategy and it was hoped that it would be an important tool for community development. CDF is based on the premise that development is for the people and by the people and thus communities must actively participate in any developmental efforts. The principle behind CDF, which appears to have been widely accepted in Kenya, is that public finance decisions should be made not merely at the national level, but more directly in the interests of and with greater participation of the local people (Gituto, 2007). The CDF and other funds, inter alia, are actually a demonstration of the government's commitment to decentralization and to ensure effective delivery of services directly to the grassroots. Decentralization is also an important way of ensuring equity and mitigation of poverty. Indeed, *Kenya's Vision 2030* points out that foremost amongst the correctional measures that will be introduced to mitigate poverty and guarantee equal opportunities to regions and communities will be an increase in the volumes of devolved funds allocated to communities (GOK, 2007). The legal provision of the establishment and operation of the CDF Act suggests that the fund is essentially a model for decentralization of development planning and implementation. In this case, the organization and operation of the fund lies within the domain of administrative decentralization (Chweya, 2008).

Apparently, CDF is an attempt to devolve the structure of governance. It is considered as a decentralization scheme or a community driven development that provides communities with opportunities to make spending decisions that maximize their social welfare (Kimenyi, 2005). Importantly, CDF is an attempt to move away from the traditional Top–Down approach to development to a Bottom-Up approach to community development. The goal is to ensure communities participate in the planning, implementation, monitoring and evaluation of development projects. The design of its projects is supposed to reflect the local needs and offer local communities an opportunity to identify and implement development projects that they “really need”.

Whether CDF has been an effective mechanism for spurring development at the grassroots level has remained equivocal, hence the attempt by this study to interrogate CDF as a strategy for attaining development. This study therefore is timely and appropriate to fill this academic gap in knowledge with a view of enhancing the performance of the CDF strategy in the country.

2.1.4 Needs Assessment and Community Participation in Projects

Community participation in identification of their needs has become important in community development theory and practice. Indeed, recent trends signal a paradigm shift towards a decentralized, less bureaucratic and more participatory models (Krek, 2005). The concept of community participation implies that members of the community are cooperating and taking part in various community activities. In essence, community members are working together in order to achieve a common goal. Participation connotes the dynamic relationship between two or more people in an endeavour. In the case of CDF, the relationship is between the ‘participant’ (community members) and the state, including the managers of the fund. In such a relationship, it is expected that the participants will share their knowledge and the reality with the superior entity in order to contribute to the national goal of development.

Bahemuka et al. (1998) argue that the underlying factors for participation include the nature and magnitude of involvement in different activities and events. Participation is in the political and the non-political realm of community and national life. Participation is also in governance and in socio-economic development, security and environmental concerns. Participation is associated

with democratic principles and practices, accountability, transparency and efficiency in public management and administrative systems. Indeed, Bahemuka et al. (1998) argue that the latest method to understanding poverty in Kenya is through the use of the Participatory Poverty Assessment approach. This is aimed at understanding poverty from the experiences and perspectives of the poor themselves. Participation is therefore important in development as it encompasses a process of empowerment for the participants (Mulwa, 1993).

Chambers (1983) points out that programmes are often intended to benefit the poor and the vulnerable groups, what he calls the 'backward classes'. To him, projects that are targeted to such groups and especially those run by voluntary agencies, have had some successes. Programmes run by large scale government field bureaucracies have a less good record. He distinguishes between spread-and-take up programmes which are pushed out from the centre and taken by the people further and further into the periphery. Those who take up and use the services are at first those who are better placed geographically, socially and economically. The second but less common approach as pointed out by Chambers (1983) is to start from the other end by having programmes designed for the last-first. Indeed, both the spread-and take-up and last-first programmes are vulnerable to interception by the elites. Thus far, one would therefore ask, what are the existing frameworks for needs assessment in the identification of CDF projects in the various constituencies across the country? This study addresses this issue by interrogating community participation in CDF.

2.1.5 Decentralization in Other Countries.

Kenya's decentralization efforts can gain from experiences of other countries that have gradually embraced decentralization. CDF is spreading rapidly with about 23 countries having adopted or are considering adopting CDF. These countries include Uganda, Rwanda, Malawi, Tanzania, Mongolia, Namibia, Solomon Islands, Zimbabwe, Liberia, Honduras, Nepal, Philippines, Malaysia, India, Jamaica, Sudan, Pakistan, Ghana, Zimbabwe, Ethiopia, Nigeria and Zambia (Zyl, 2010).

Uganda for instance has decentralized political, administrative, planning, budgeting and human resource management functions (Matovu, 2009). Decentralization in Uganda was launched in

1992. The Local Government Act of 1997 gave effect the implementation of decentralization. The Act devolved powers to the district and lower levels of local governments (Munyonyo, 1999) Uganda is divided into 46 districts which are subdivided into smaller units to the village level. Uganda introduced CDF in 2005/2006 financial year. In Uganda CDF is a form of decentralization and development planning and a way of complementing other government poverty reduction initiatives (Uganda Debt Network, 2007). CDF in Uganda was established by the parliamentary commission as part of the annual development budget of parliament. The fund was intended to relieve pressure on MPs in regard to the development projects in the constituencies and to address poverty at the grassroots level where other government poverty reduction policies have not been able to succeed fully (Africa Leadership Institute, 2007). In July 2004, the Ugandan government sent a mission to Kenya to study how CDF worked in Kenya. After approving a cabinet paper from the visit, president Museveni announced the introduction of CDF in 2005 (Baskin, 2010). Subsequently, the CDF was included in the budget of the year 2005/2006. The parliament in September 2005 recommended the expeditious release of the funds. In November 2005 a total of 2.9 billion Uganda shillings was transferred from the Ministry of Finance, Planning and Economic Development to the parliamentary commission. Each constituency got 10 million Ugandan shillings (Africa Leadership Institute, 2007). The annual amount disbursed per constituency is 10 million Uganda shillings which is channelled directly to the MP's personal bank accounts (Baskin, 2010)

In Uganda there is no comprehensive law governing the management of CDF and therefore there is an open way to misuse funds (Baskin, 2010). The problems identified in implementation of CDF in Uganda include: funds being channelled directly into MPs accounts; CDF guidelines are slack and circumvented by MPS; no law or regulations guiding the management of CDF; oversight mechanisms are absent; low awareness and participation in CDF by citizens; accountability by MPs are very poor; money being released at a time when MPs are campaigning for re-election (Baskin, 2010).

Kenya can draw lessons from South Africa. The local government is recognised by the constitution as a sphere of government and this enhances its status and that of municipalities thus giving them a new dynamic role as service delivery instruments (Muia, 2008). In South Africa, the central government retains primary fiscal responsibility for expenditures in sectors such as

education and health. The local authorities are financed through a consistent transfer payment system to enable them provide essential minimum package of services to the people. Residents hold local authorities accountable to their performance and in the use of resources that are allocated to them.

Since independence Tanzania has sought to provide popular participation at the grass roots (Makandala, 2004). Tanzania adopted a decentralization policy in 1972 which aimed at giving more authorities and functions to the local government authorities (Massoi and Norman, 2009). Although decentralization was required to give more freedom to the people at the grassroots in decision making and participation in matters that affect their lives, decision making continued to be retained at the centre (Ringo *etal* , 2013). In Tanzania, CDF was started in 2007 where for the first time in the 2007/2008 financial year the government allocated 7.5 billion shillings to CDF (Kiria, 2007). In Tanzania, the amount allocated to each constituency depended on the size of the constituency, its population and the degree of poverty. CDF in Tanzania is supposed to be used as a catalyst to implement the ongoing Decentralization-by-Devolution policy (Kiria, 2007). The use of CDF is with the guidance of MPs and the district development plans. CDF in Tanzania started with a lot of criticism from academicians who questioned why the government rushed to implement the CDF in the country just because it was being done in Kenya. They argued that enacting CDF was a top-down approach to development which was contrary to the principles of decentralization. The MPs however welcomed the CDF as they argued that it would relieve them a burden of spending their money to assist the poor people in their constituencies (Kiria, 2007). We can argue that CDF in Tanzania was started without consulting the citizens. The CDF is largely of benefit to the MPs who patronize the fund. Thus, as argued by Kiria (2009) the control and management of CDF should be removed from the hands of MPs because if they are busy managing the money, they cannot effectively scrutinize and monitor government spending. There should be separation of powers so that MPs are regulators and not implementers of CDF projects.

The CDF model has been started in the Solomon Islands where it is referred to as the Rural Constituency Development Fund (RCDF). It was started in the early 1990s in order to meet the development needs of the rural people. The aim of RCDF is to help constituencies with direct funding of projects to improve their standards of living. Since its inception, the Government of Taiwan has been the financier of this scheme. It is believed that the grant secures Solomon

Islands support for Taiwan's campaign to rejoin the United Nations (Pacific Islands Report, 2008). Since the fund was started, there is no legislation and guidelines in place to guide the administration and management of the fund to ensure it meets its intended purpose. In addition, the fund has increased dependency among the constituents on MPs to meet the various demands of the people. Some of the MPs have created RCDF committees to advise them on how to administer the scheme. The final approval of RCDF projects however finally rests with MPs. This approach works well in some of the constituencies. Given that the MPs are powerful in determining the use of RCDF, MPs use it to strengthen their grip on political power by injecting money into payment of school fees, water supply, church buildings, donations to funerals and marriages. Funerals and marriages are special cultural events that are attended by many people and the MPs donations are more meaningful and will always impact on peoples mentalities during elections. MPs have voted themselves funds to deliver development projects to electorates and they are in charge of administration, disbursement and acquittal of these funds (Wickham, 2006)

Although the scheme has been operational in Solomon Islands for more than two decades, the World Bank report indicates that no one knows if there have been any real achievements as a result of RCDF (Solomon Star Times). Since its establishment, there has been no evaluation of the scheme. In addition the report indicates that many projects done with the fund were poorly constructed and some are not completed. The rural communities in Solomon Islands still have poor infrastructure with over 80% of the roads being impassable making it difficult for the farmers to market their produce (Solomon Star Times). The fund is characterised by high levels of corruption and misappropriation (Solomon Star Times). It is reported that the RCDF is like a handout with very little accountability and it ends up largely benefitting the politicians.

Comparatively little is known about CDF because there is absence of research on their long term impact in countries like Pakistan, Philippines and India which have well-established CDF schemes (Zyl, 2010). According to Zyl (2010), CDF grow very rapidly in size once introduced but they have three fundamental deficiencies: CDF may breach the key democratic principle of the separation of power by conferring the executive function of budget execution on the legislature. As result of this breach, CDF may compromise the ability of legislatures to represent the electorate to oversee the work of the executive. Zyl (2010) also contends that by skewing

resource allocation and project selection and oversight, CDF also may have a negative impact on the governments' capacity to contribute to service delivery and development, especially at the local government level.

In terms of breaching the separation of powers, CDF appears to breach the separation of powers by conferring executive powers of budget implementation to the MPs. As noted by Ongoya *etal* (2005) involving MPs who are at the national level in the control and management of CDF which targets and is for the benefit at the local level is a violation of the ideal of devolution. The capacity of the executive to fund and manage service delivery is weak in most countries that have CDF (Zyl, 2010). In some countries like India, Pakistan, Malawi and Uganda the allocation is equal in all constituencies whereas in countries like Kenya and Tanzania allocation is progressive and includes equity and redistribution objectives that favours poor constituencies. Where the distribution is equal in all constituencies, it has a regressive effect; other funding mechanisms may do a better job of redistributing resources such as the equalization grants in Uganda that provides to its poorest districts (Zyl, 2010). On the other hand, in countries where allocation of CDF is progressive, the redistribution problem is not resolved given the political nature of CDF. While CDF law may specify a particular level of redistribution across constituencies, the amounts that are actually transferred may not follow the rules because political party allegiance is likely to get in the way of sound development planning and service delivery (Zyl, 2010).

Studies in countries that are implementing CDF also sight weaknesses in areas of project selection and planning where CDF projects sometimes do not target the neediest and they do not reach all the community members. Instead project selection is driven by political factors. There are also challenges in monitoring the implementation of CDF projects. Furthermore, CDF may negatively impact on the relationship between MPs and their constituents. CDF may contribute to shifting the relationship between MPs and their constituents from its democratic basis to a financial basis (Centre for International Development, 2009). The MPs performance in the use of their CDF becomes the measure of their effectiveness. For instance in Philippines, it is reported that the view of most voters is that MPs should be evaluated on their ability to bring benefits to their constituency, not to make laws and contribute to legislative debates (Chua and Cruz, 2004). Findings in Uganda concur with those in Philippines- that voters base their view of MPs

performance on community projects-material things that the member is able to bring to the constituency (African Leadership Institute, 2007).

As presented in the above cases, fiscal decentralisation faces various challenges. It can therefore be argued that irrespective of the positive attributes of decentralisation, it can increase rather than decrease waste, inefficiency, rent seeking and corruption (Mitullah, 2011). According to Mitullah, a decentralised system must put in place an efficient institutional framework that is able to deal with the challenges of decentralization. Mitullah (2011) therefore contends that the problems experienced in the management of CDF calls for a re-examination of the institutional framework with a view to improving the management of CDF.

2.1.6 Successes of and Challenges Facing CDF

2.1.6.1 Successes of CDF

The CDF was created in Kenya to alleviate poverty at the grassroots level through equitable resource distribution, community participation in decision making and the implementation of community based projects which have long term effects of improving the welfare of the local people. According to the CDF Act of 2003, the fund can achieve broad-based sustainable improvement in the standards of living of Kenyans if it is used efficiently and effectively in the fight against poverty.

Since its inception, a number of projects have been carried out throughout the country with mixed successes. Kibua (2008) argues that the management and utilization of CDF can be analysed against the benefits of decentralisation. CDF as a fiscal decentralization tool for development has made a significant impact on the objective of resource distribution, welfare improvement and poverty alleviation (Wabwire, 2010). The benefits of CDF include: improved economic development and poverty reduction; improved governance where people see their interactions with elected decentralised governments leading to decisions that are more consistent with their wishes than those made by higher authorities; improved efficiency because governments are said to be closer to the people; improved equity because decentralised governments are said to be familiar with local circumstances; improved government response

because local representative are best placed to know the exact nature of local needs; enhanced accountability because local representatives are more accessible to the local population; political equality from greater political participation reduces the likelihood of the concentration of power; political education teaches the local people the role of political debate, selection of policies, plans and budgets in democracy(kibua, 2008).

According to Ochieng (2013), CDF underscores the policy of equitable distribution of 2.5% of the national income for welfare improvement and increase in access to water, infrastructure, education and health facilities thus resulting in welfare satisfaction. Ochieng (2013) argues that proper management of CDF is determined by the number of the projects completed and their impact on improving lives. Ochieng (2013) is of the view that under CDF, community participation is fully taken into consideration as projects are identified from the location to the constituency level. Indeed the CDF Act (2003) stipulates that projects must be community driven to ensure that benefits are available to a widespread cross-section of the residents of that particular area (Kerote, 2007). Furthermore, The CDF objectives are constituency based and are intended to concentrate on small projects at the grassroots level. The projects implemented through CDF reflect the needs and priorities of communities. People are able to prioritize their needs unlike when funds are administered at the national level. Thus CDF is a form of community driven development initiative that empower local communities by providing funds from the central government. A participatory approach to community development through CDF gives the beneficiaries authority to hold the project implementers accountable and this in turn increases the probability that the intended project objectives are achieved (Wabwire, 2010)

CDF has succeeded in providing infrastructure for educational institutions including construction of classrooms and revamping of dilapidated ones; this has lessened financial burden that was initially borne by parents and has enabled more students to gain access to education through the bursaries provided and the funds availed for the much needed infrastructure in schools. In some cases impassable roads have been reconstructed (Wabwire, 2010; Katembu 2006). CDF has also enabled many rural areas to have electricity and to purchase furniture for students and teaching staff, construction of offices for the staff members and fencing the school premises to ensure security (Wabwire, 2010).

2.1.6.2 Challenges of CDF

The success of CDF projects in Kenya is not without challenges. In discussing the challenges facing CDF, Mapesa (2006) contends that institutions for decision making are weak; mechanisms for transparency and accountability are absent; there are design challenges, lack of community participation in project selection, execution, selection of committees and monitoring and evaluation. He further argues that there is a low awareness level and that most constituents and committees are ignorant of the existence of CDF and how it should be spent. Critics could argue that CDF is primarily a political project and an attempt by the state to gain legitimacy at the grassroots (Baskin, 2010; Mapesa, 2006; Orlale, 2007; Okungu, 2006). One major challenge is that there is lack of political will, to effectively disseminate information about CDF to the local people, by for instance organizing meetings with members of the public in the constituency. Lack of access to information by the public also breeds ground for misappropriation of the funds by the officials (Wabwire, 2010).

Kimenyi (2005) has identified challenges facing CDF as citizen demands, size of constituencies, strategic choice of projects and diversity of preferences. Further, he observes that when funds are coming from the government, communities are likely to have a misconception that they are free and may therefore not be motivated to monitor their utilization. This could make the fund ineffective as a bottom-up approach to community development. In addition monitoring and evaluation of CDF projects to establish their impacts is sometimes lacking. Yet as argued by Kariuki (2014) monitoring and evaluation is part of ensuring project accountability and ensuring projects meet the intended purpose.

Ochieng (2013) observes that CDF face challenges in terms of its organizational structure and project identification criteria. In addition, people who are managing CDF projects are not conversant with its management rules. Funds allocated to CDF projects are not enough to complete projects in one financial year. In addition, there is generally low community participation by the marginalized groups such as women in management of CDF Projects (Safia, 2007). Project committee members are not aware where they draw their powers and there is no standard number of committee members designed to be managing CDF projects (Ochieng, 2013). Project beneficiaries have no follow-up roles to play once they have taken part in the stages of

projects identification, proposal development and budgets preparation (Wabwire, 2010). There is lack of community involvement in project selection, prioritization and implementation (Nngigi, 2008). In this case CDF fails to fulfil its promise of bringing decision making closer to the people at the grassroots level, thereby rendering the initiative ineffective. This mainly due to the lack of political will to make implementation of CDF a fully participatory process (Wabwire, 2010).

CDF has indeed been conceptualised as a politically driven development initiatives- a way of integrating diverse communities into a common set of political and social values in support of the existing system (Baskin, 2010). According to Baskin (2010), the current popularity of CDF is on the generally held political calculus in which centrally placed politicians bring home development resources to local communities and groups in exchange for political support. As noted by Otieno (2013), there is a burgeoning local political rhetoric based on CDF programme, a development which has began to reflect on local voting behaviour. In addition many MPs believe that CDF has contributed to a system of political competition where candidates are measured, in part on their effective use of CDF allocations (Baskin, 2010). Political loyalties are a major abuse to CDF and an impediment to its effectiveness in resource allocation and disbursement. Projects in areas where the MP has supporters are favoured at the expense of those dominated by rivals (Mapesa, 2006). MPs use the money to further their political interests (Safia, 2007). The fact that of allocation of CDF to various projects is not participatory enough to involve the beneficiaries provides avenues for misuse of the fund (Wabwire, 2010).

While the public may be willing to make the process participatory, the lack of political will by the various CDF management committees makes it impossible for them to monitor the implementation of these projects. Information is rarely given to the public with regard to progress of projects and financial allocations to these projects. This is partly due to lack of a clear monitoring and evaluation framework to the blending of supervisory and implementing roles by the MPs in the implementation of the projects. In some cases, there is no popular participation in the election of CDF committees. In addition, contracts are awarded based on personal arrangements with officials in the constituency (Wabwire, 2010).

The few studies that have been carried on CDF have not shown the extent of the success of the CDF and whether there are noticeable improvements in social life. In addition, barriers to

participation by community members and by project committees still remain areas that beg for a social inquiry. Thus, this study fills the gaps by examining the perceptions of the needs of communities, the level of awareness of community members about CDF and the accelerators of CDF implementation. The study also examined the performance of CDF projects and the impact of the CDF on the well-being of communities.

2.2 Theoretical Framework

The study was based on various sociological theories that help us to understand the theoretical underpinnings of CDF. These theories are the social action theory, social systems theory and decentralization theory. The three theories were used in this study because they complement each other in studying people's perceptions and participation in CDF projects, their performance and socio-economic impacts. Social action theory was used to study how communities perceived CDF and whether communities took action by demanding proper utilization of CDF monies or raising questions about CDF projects. Social system theory was used to understand the accelerators of CDF and how the different actors involved in the CDF projects interacted to influence the performance of CDF projects. Decentralization theory was used to study the impacts of CDF projects on the well-being of the communities by bringing services closer to the people and by ensuring that communities had more opportunities to participate in the CDF decision making.

2.2.1 Social Action Theory

Social action theory is a sociological perspective that focuses on the individual as a subject. It views social action as something purposively shaped by individuals within a context to which they have given meaning. This theory has its foundations in Max Weber's (1864-1920) "interpretive sociology" which claims that it is necessary to know the subjective purpose and intent of the actor before an observer can understand the meaning of social action (Weber, 1978, Weber, 1991). Sociologists who focus on 'action' tend to treat the individual as an autonomous subject, rather than as constrained by social structure and culture. As a subject, the individual is seen as exercising agency, voluntarism, giving meaning to objects and events and acting with intent. However, one may argue that even if the individual gives meaning, these meanings are

learnt in interaction process with members of the social system. The individuality of action is therefore highly debatable.

Social action according to Weber possesses certain characteristics. These include relationship with the action of others; relationship with the present, past or future behaviour of others. Social action is the result of cooperation and struggle between individual and members of the society. Social action should deal with the cooperation and struggle between various individuals. Social action should have a meaningful understanding with the social action of others (Weber, 1978).

Four major types of social action are distinguished in Weber's sociology. To him, People engage in purposeful or goal-oriented rational action (zweckrational); their rational action may be value-oriented (wertrational); they may act from emotional or affective motivations; or, finally, they may engage in traditional action which is based on established custom; people act in a certain way because of built-in habits. Weber saw behaviour in modern society as being dominated increasingly by goal-oriented rationality. Weber therefore views the whole development of modern societies in terms of a move towards rational social action. One may want to know if there is rationalization in the selection of CDF projects.

Apart from Max Weber, other theorists have contributed to social action theory. For instance Parson's theory of social action is based on his concept of the society. To him, the processes of action are related to and influenced by the attainment of the gratification or the avoidance of deprivations of the correlative actor (Parsons, 1968). According to Karl Mannheim there is a linkage between thought and action. Thought process is not of individual making. Rather a group having similar position develops only gradually new thoughts as differentiated from the old established thoughts (Mannheim, 1936). Pareto has discussed action theory on the basis of logical and illogical actions in which both objective and subjective meanings are attached respectively. Logical action essentially involves rational action both in the mind of the actor as well as those who observe them objectively (Wood, 1999).

The social action theory has been used in community work in political education of powerless people to bring about their active participation in local politics (Ledwith, 2007). Social action is based on inventive, creative non violent and disruption as a way of identifying the collective

power that poor people have to force corporations and authorities to change. The theory is based on the belief that grassroots political activism should bring about the reform of powerful institution. The social action theory is therefore relevant to this study given the political economic aspects and the issue of community participation embedded in the CDF projects. The theory is useful in this study because it helps us understand how people's participation can ensure better management of CDF. This theory is useful in the study because it suggests that individuals need to take action by demanding their rights. Perhaps if they do so, it would lead to a more effective utilization of CDF.

2.2.2 The Social Systems Theory

Talcott Parsons social systems theory explore why societies are stable and functioning. He argues that social systems are processes of interaction between actors. To him, the structure of the social system is a network of relations between the actors involved in the interactive process (parsons, 1961). The main focus of the social systems theory is to explain what transpires in the interdependent parts of an organization, community or a society. Social system theory is used in a scientific analysis where a researcher wants to understand the pattern or structure between any set of parts or units (Gordon, 1998). Parsons defined a social system as “a mode of organization of action elements relative to the persistence or ordered processes of change of the interactive patterns of a plurality of individual actors” (Parsons, 1961). Society is a social system comprising of interrelated parts that tends towards equilibrium.

Systems like society have functional prerequisites. Parsons presents four basic functions that all social systems must perform if they are to persist. These are *adaptation*, which refers to relationship between social system and how it adapts to environment; *goal attainment* which concerns requirements for societies to establish and achieve certain objectives; *integration* which is the capacity to regulate conflicting situations and pattern maintenance which relates to upholding patterns of values thereby maintaining stability of social system; and *Latency* which is the problem of creating, preserving, and transmitting the system's distinctive culture and values (Parsons, 1960). CDF may be seen as involving the four aspects: Adaptation – it is oriented to increasing productivity. Goal attainment- it is about attainment of political goals by the government agencies, Integration- CDF requires Integration and cooperation of different

organizations such as political parties, churches NGOs, Latency –even as we use CDF to achieve community development, we need a maintenance local organizations and methods of local resource mobilization.

Parsons argues that social systems are conceived as open systems engaged in complicated processes of interchange with the environing systems. The environing systems include cultural and personality systems, behavioural and subsystems of the organism including the physical environment (Parsons, 1961). Parsons further argue that in most social systems, participants do not do the same things; their performances may be conceived as complementary contributions to the functioning of the interactive system. CDF is supposed to be used to ensure effective functioning of the system. However, various forces are likely to interfere with the effective operation of the system as a whole making communities to come up with ways of dealing with the challenges. In considering society as a system, the theory suggests that if one part of the system is ailing, other parts will be affected. For instance, ‘pattern variables’ such as culture, constituency characteristics and literacy levels in a community could have an impact on people’s participation in CDF projects. Further, according to the paradigm, one can say that allocation of CDF is made to operative units of the system, to which resources are committed for use. The prototype for an allocative mechanism of CDF is supposed to be functional allocation without much centralized decision-making.

In his theory Parsons distinguishes three major levels of organizational structure. At the bottom is the technical system, where the actual product is manufactured. In CDF projects this may be equated to the level where the projects are implemented. Above this is the managerial system, which mediates between the organization and the task environment and administer the internal affairs. This may be equated to the CDF project committees. At the top is the institutional system, whose function is to relate the organization to the larger society.

Parsons also talks about power and money as mechanisms of controlling resources. Money is simultaneously both a measure of value and a medium of exchange and it can function as both a facility and a reward. Power is a step above money in the hierarchy of control mechanisms because power can be used to control money. Given that MPs in Kenya have powers in

controlling CDF, this is likely to affect utilization of money and hence performance of CDF. This study has used this theory to understand performance of CDF on community development.

2.2.3 Decentralization Theoretical Perspective

Decentralization theory derives from the classical liberal democratic theory. In economics, decentralization theory is associated with the public choice theory (Saito, 2001). Falleti is the key proponent of the sequential theory of decentralization. Decentralization is a process of state reform composed of a set of public policies that transfer responsibilities, resources or authority from higher to lower levels of government in the context of a specific type of state (Falleti, 2005). Falleti argues that decentralization has three main characteristics: a) it defines decentralization as a process; b) it takes into account the territorial interests of bargaining actors; and c) it incorporates policy feedback effects in the analysis of bargaining situations. In this theory Falleti therefore analyses decentralization from three angles: the sequences of decentralization (the question of When and How?), the role and interest of other actors apart from the government including the Civil Society Organizations (CSOs) and territorial interests of the bargaining actors. Falleti further argues that the sequencing of different types of decentralization is a key determinant of the evolution of intergovernmental balance of power.

Falleti (2005) identify three types of decentralization. One is administrative decentralization which comprises the set of policies that transfer the administrative and delivery of social services to sub-national government. It may entail devolution of decision making authority over these policies. Second is fiscal decentralization, a set of policies designed to increase revenues or fiscal autonomy of the sub-national government. Fiscal decentralization policies can assume different institutional forms. The transfer of funds from the national government to the constituencies (CDF) in Kenya may be conceptualized as a form of fiscal decentralization. Third is political decentralization. This is the 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. Falleti (2005) Political decentralization policies are also designed to devolve electoral capacities to sub-national actors.

Chambers (1983,) postulates that decentralization is key to ‘spatial reversals.’ He says that many forces centralize power, professionals and resources in the urban cores, what is popularly known

as “urban bias”. This to him, is encouraged by national, urban and class interests; communications; markets and facilities; distrust of the peripheries and those lower in the political and administrative hierarchies. Chambers (1983) contends that for the rural people to lose less and gain more requires reversals in form of decentralization of resources and discretion; reversals in professional values and preferences, from a first to a last list and reversals in specialization, enabling the identification and exploitation by and for the poor of gaps-under-recognized resources and opportunities often lying between disciplines, professions and departments.

Decentralization is meant to minimize state interventions. It is meant to bring numerous improvements such as democratization, more efficient administration, more effective development and good governance. Decentralization is also supposed to bring services closer to the citizens who have more opportunities to participate in the decision making process of policies and activities than in centrally decided ones (Saito, 2001). If people participate in CDF projects, it can lead to improvement of community development projects and people can scrutinize those projects more keenly and closely than when the projects are undertaken by the central government. Decentralization reduces the lengthy bureaucratic procedures for decision making and implementation and therefore services become more responsive and tailored for the different needs of localities (Saito, 2001). CDF is supposed to encourage participatory development by encouraging people to participate in the identification and implementation of projects. If communities participate, they will feel more ownership of the CDF projects

Decentralization is however criticized on the grounds that it may increase corruption at the local level and thus it does not improve accountability. Increased efficiency and effectiveness of public resources may not be realized since resources available at local level in low income countries are very limited. Critics of decentralization argue that scarce resources are more effectively utilized when they are concentrated at the national level. In addition, decentralization may jeopardize equity among different localities (Saito, 2001).

Decentralization theory is applicable in this study because decentralization is essentially horizontal distribution of power and resources from the central government to lower levels of management. As a process of decentralization CDF may be understood as a set of policy reforms aimed at transferring responsibilities of use of resources from the higher to lower levels of

government- the constituency. In this study, the theory is used to understand the decentralization of resources for community development.

2.3 Conceptual Framework

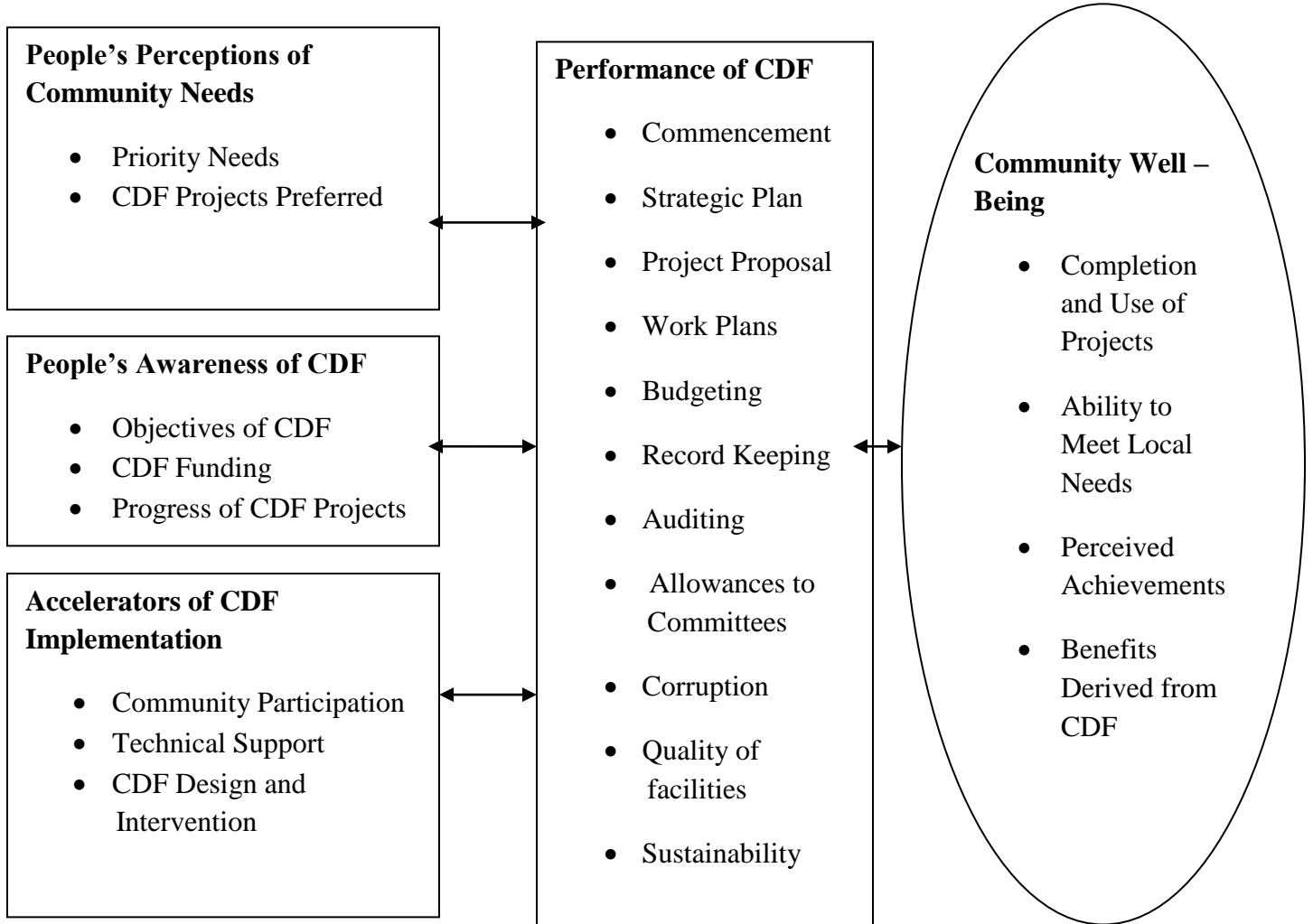
A conceptual framework is a level of theory in which descriptive categories are systematically placed within a broad structure of explicit and assumed propositions, statements of relationships between two or more empirical properties to be rejected or accepted (Nachmias, 1996). The following conceptual framework demonstrates the various factors likely to influence performance of CDF and hence community wellbeing. These include community perceptions of community needs, people's awareness of CDF, and the accelerators of CDF implementation which include community participation, technical support, and CDF design and intervention. These variables are likely to impact on the performance of CDF projects, thereby improving the well-being of communities.

If CDF projects are performing effectively, it will mean communities are better able to meet their needs and hence improvement of community well being. If the CDF is well formulated there will be community participation, technical support, and the priority needs of the communities will be met. The formulation and practice of CDF as conceived in the study is presented in the Conceptual Framework (figure 2.1).

Figure 2.1: A Conceptual Framework for the Study

Independent Variables

Dependent Variable



2.4 Operational Definitions of Variables

Independent Variables

- **People's Perceptions of Community Needs.**

They are those conditions that are wanted or desired by the community. They are the things that a community desire in order to improve their current life conditions. This was investigated by

looking at the priority needs of communities, type of CDF projects that the people would prefer and whether these are the projects being implemented and ability of projects to meet the needs of the people.

- **People's Awareness of CDF**

This refers to people's knowledge of CDF in terms of meaning of CDF and its objectives, CDF funding, respondents' knowledge of factors considered in CDF allocations, respondents awareness of progress of CDF projects and whether they raise issues about the progress of CDF projects.

- **Accelerators of CDF Implementation**

This refers to the factors that help to speed up how CDF projects are delivered and to maintain momentum in the implementation process. These factors include: Community participation, technical support, CDF design and intervention.

Community Participation

In this study community participation refer to active involvement of community in the development activities. These include participation in decision making processes, such as identification of CDF projects, planning, implementation and management of CDF projects, attendance of CDF meetings by community members.

Technical Support.

This refers to provision of the necessary support in order to effectively undertake CDF projects. These include: support from the CDF managers, training of CDF project committee members and monitoring of CDF projects.

CDF Design and Intervention.

This refers to how the structures of CDF are configured so that they become capable or not capable of achieving the intended goals or outcomes of the CDF. This includes the personnel working in the CDF projects, selection and role of committee members, procurement of materials, representativeness of constituents in CDF management and financial support for CDF projects.

Dependent Variable

- **Performance of CDF Projects.**

This is the value of the projects in terms of ability to meet the goals for which the projects were started or to meet the expectations of the people. Performance includes community acceptance of the project; completion or how far the project is to completion; service delivery by the project/whether the CDF project is used by the community for whom it was intended; whether CDF projects have work plans, strategic plans or budgets; preparation of project proposals; whether CDF management committees engage in record keeping and how adequate is the record keeping; auditing of projects; whether the project management committees are paid allowances and whether the allowances are adequate.

- **Community Well-Being**

The Performance of CDF projects will eventually contribute to Community well-being which is improvement in the quality of life of the people who were the target beneficiaries of the projects. The community well-being includes the perceived achievements and the benefits that communities derived from the CDF projects.

CHAPTER THREE

STUDY METHODOLOGY

3.0. Introduction.

This chapter focuses on the methodological issues of the research. It is developed around the following six factors: study sites, sampling design, unit of analysis and observation, methods of data collection, ethical considerations and data analysis.

3.1 Study Sites and Site Selection

The study was carried out in two selected constituencies in Kenya namely: Gatanga in Murang'a County and Kitui Central in Kitui County. These two constituencies were selected purposively. Gatanga constituency was selected because it is one of the best performers in the utilization of CDF while Kitui Central constituency was selected as one of the poor performers in the management of CDF (NTA, 2012). The population of the study comprised residents of the two constituencies that were covered in this research.

3.2 Site Description

3.2.1 Gatanga Constituency

Gatanga constituency is one of the constituencies in Murang'a County. Murang'a County is one of the five counties in the central region of the republic of Kenya. The county is bordered to the North by Nyeri, to the South by Kiambu, Nyandarua to the West, and to the East by Kirinyaga, Embu and Machakos counties. It lies between latitudes $0^{\circ} 34'$ and $1^{\circ} 7'$ South and longitudes 36° and $37^{\circ} 27'$ East. Other constituencies in Murang'a County are Kiharu, Kangema, Mathioya, Kigumo, Kandara and Maragwa.

Gatanga constituency is the largest constituency in Murang'a County with a total area of 599.0 Km^2 out of the total land size of Murang'a County which is 2,558.8 Km^2 . The constituency borders Kinangop, Gatundu North, Thika, Yatta, Masinga, Maragua, Kandara and Kigumo

Constituencies. It has six county assembly wards namely: Gatanga, Ithaga, Kakuzi, Kariara, Kihumbu-ini and Mugumoini.

Murang'a County is populated predominantly by the Kikuyu people. According to the 2009 population and housing census Murang'a County recorded a population of 942,581 comprising 457,864 males and 484,717 females (KNBS, 2010). The population is projected to rise to 977,133 in 2015 and 988,929 persons in 2017 (KNBS, 2013). The age group 15-64 years comprises of 55.3% of the population. The biggest challenge of this group is to create adequate gainful employment opportunities to enable them contribute to economic and social development. More government resources are being channelled to this age group including Youth Enterprises Funds and Women funds to enable them start income generating activities (GOK 1, 2013).

According to the 2009 census, in Murang'a County, Kiharu constituency had the highest population of 181,076 persons followed by Gatanga constituency (the area of this study) with 163,597 persons (KNBS, 2010).. This means that Gatanga constituency comprises 17.36 % of the total population of Murang'a County.

One of the main objectives of vision 2030 is to provide a high quality of life for all Kenyans. Human development index is applied to measure social economic well being of the people and it uses three basic dimensions namely, income health and education (GOK, 2007).

Gatanga is a rich agricultural region and the main crops include tea, coffee, macadamia, fruits such as pineapples, mangoes and avocados; potatoes, sweet potatoes, cassava, beans, maize and bananas, horticultural crops include cabbages, kales, spinach and French beans. Food crops are grown in all parts of the county but cash crop farming is practiced in the upper zones and lower zones of the county. Most of the farms are small in size with the average farm size for most of the households being 1.4 acres (GOK 1, 2013). Most of the agricultural production is subsistence.

Other farming activities in the constituency include livestock keeping. The livestock bred include cattle, goats, pig, sheep, rabbits and chicken. There are also some households that are practicing

fish farming with fish ponds covering 714,000 m² in the county (GOK 1, 2013). In addition, there is widespread practice of agro forestry and green economy in the area.

Other economic activities in the area include mining, tourism, agro- processing factories and small businesses. However agriculture contributes 57 per cent of the labour force in the county. The rate of unemployment in the county is approximately. 18.17 %t (GOK 1, 2013). The economic performance in this constituency will depend on the proper utilisation of factors of production namely land, capital, labour and entrepreneurship.

In terms of health, the county has 272 health facilities serving a population of 959,701. The health and medical personnel in the county are inadequate. The most prevalent diseases are malaria, flu diarrhoea and respiratory tract infections. Immunization coverage is high at 92%. Usage of family planning services is also high at 86% in the urban and 33% in the rural population.

In terms of education, there is high enrolment at the pre-school and primary school levels which is attributed to the government's free primary school programme. Transition to secondary school is however low. In addition there is need for more teachers. In addition there is need for more colleges to enable the youth to get suitable skills for the labour market.

In terms of socio-cultural training, the Kikuyu socialise their children in the ways of their ancestors. The community is patriarchal and men are expected to be the heads of the households and the bread winners. Land which is the basic factor of production is largely owned by men. The social and economic practices are passed from one generation to another through traditional modes of education.

However a big population of the kikuyu has been affected by modernization. This is partly due to the constant migration to the urban areas in search of employment and due to exposure to modern education. There has been an emphasis on the girl education, with the likelihood that parents are now emphasizing on the girl child and neglecting the boy child. It is for this reason that in some cases boys who have been neglected by their parents have often joined an illegal sect referred to as *Mungiki*.

Though attempts have been made to empower women, male dominance is still evident. The share of women in wage employment in the non-agricultural sector stands at 33.9%. The county does not have even a single woman member of parliament.

According to the Murang'a County development profile (GOK 1, 2013), the County needs to address some medium-term and short-term development challenges in order to achieve sustainable economic growth and poverty reduction through more effective management of the development resources. These development challenges are poor physical infrastructure, poor marketing systems, low productivity in agriculture and livestock, food insecurity, agriculture and livestock diseases and pests, ineffective coordination of projects/programmes. In particular the Murang'a county profile has noted that:

“Most sector programmes are planned and implemented independently leading to uncoordinated project implementation and wastage of scarce resources. In addition, the devolved funds programmes fall under different acts of parliament-e.g. the CDF Act, the Local Government Act among others-making project implementation and coordination less efficient in achieving the stated objectives.”

The county development profile identifies the cross-cutting issues in the county to be: gender, poverty, disaster risk reduction, youth, HIV and AIDS, information communication and technology, security, climate change, environmental conservation and management, persons with disability.

The development priorities in all the 47 counties of Kenya in the period 2013- 2017 are the same, namely: To improve livelihoods of Kenyans through promotion of competitive agriculture; to promote coordinate and implement integrated socio-economic policies and programmes for a rapidly industrializing economy; to provide efficient, affordable and reliable infrastructure for sustainable economic growth and development; to promote, conserve and protect the environment and improve access to water and housing for sustainable national development; to promote and participate in the provision of integrated and high quality preventive, curative and rehabilitative health care services; to provide, promote and coordinate quality education and training, integration of science, technology and innovation in sustainable socio-economic

development process; to provide leadership and policy direction in resource mobilization, management and accountability for quality public service delivery; empowerment of vulnerable and marginalised groups and areas (GOK 1, 2013)

3.2.2 Kitui Central Constituency

Kitui Central is one of the electoral constituencies in Kitui County. Kitui County borders Machakos and Makueni to the West, Tana River County to the East, Taita Taveta County to the South, Embu and Tharaka-Nithi Counties to the North. The county is located between latitudes 0° 10' and 3° 0' South and longitudes 37° 50' and 39° 0' East. The County covers an area of 30,570.3km². Kitui County has eight constituencies. Other constituencies in Kitui County are Kitui West, Kitui South, Kitui Rural, Kitui East, Mwingi West, Mwingi North and Mwingi central.

Kitui constituency borders Kitui West, Kitui South and Mutito constituencies. The constituency comprises of five County electoral wards namely: Miambani, Kitui Township, Kyangwithya West, Mulango and Kyangwithya East.

Kitui County is populated predominantly by the Akamba people. According to the 2009 population and housing census, Kitui County recorded a population of 1,012,236 comprising 481,038 males and 531,198 females (KNBS, 2010). With a growth rate of 2.1 percent, the population is projected to rise to 1,146,664 in 2015 and 1,195,330 persons in 2017 (KNBS, 2013). The distribution of population by age in the county is characterised by high population of children. Children between 0-14 years represent 46.6% of the total population. Infant mortality is high at 84/1000 compared to the national infant mortality rate of 52/1000.

The population patterns and distribution in the county are influenced by availability and accessibility of water and fertility of the soils. This explains why in Kitui County, people tend to concentrate on the foothills where agriculture is possible. Other settlements are concentrated near the towns due to availability of jobs and social amenities. According to the 2009 census, Kitui Central constituency had a population of 131,715 persons. The highest population in the county was reported in Kitui South constituency with a population of 166,050 persons. However in

terms of population density, Kitui Central Constituency is the most densely populated constituency with a population density of 207 persons per km² in 2009 which is projected to increase to 244 persons per km² in the year 2017.

Kitui County can be divided into four agro- ecological zones. These are: Semi-arid farming zone, Semi-arid ranching zone, Arid-agro-pastoral area and Arid-pastoral zone. Due to population pressure the land in the county is being put into farming. The climate is Semi-arid with approximately 300-1050 mm of rainfall per annum. The rainfall pattern is bi-modal with long rains falling in the months of March to May. The long rains are erratic and unreliable. Soils are of low fertility and are prone to erosion. Drought is common in this region. Generally, Kitui is a dry area and therefore a low potential agricultural area (CBS 2012).

The main economic activities are farming and livestock production. Approximately 87.3% of the population derives livelihood from agriculture. The crops grown include maize, green grams, beans, cowpeas, millet, sorghum, cotton and mangoes. The average size of land holding is 12 hectares per person. Over 50% of the land falls in the arable category but most of the residents do not have title deeds because most of the land has not been adjudicated. Only 17% of the land owners in the county have title deeds (GOK 2, 2013).

The county is predominantly a livestock rearing zone. The livestock reared in this area include cattle, goats and sheep. There is very little fishing activity. Poultry and bee keeping have a high potential if well exploited. In addition the county has vast land for forest establishment. The forests in this area produce products such as poles, fuel wood, charcoal, honey and herbal medicine. However the exploitation of these products has negatively impacted on the environment. Other economic activities in Kitui include mining of limestone, sand harvesting, ballast mining, tourism and small businesses. The industrial base of the county is weak (GOK 2, 2013).

In terms of health, generally the county has inadequate facilities. On average the distance to the nearest health facility is 10.2km. The health and medical personnel in the county are inadequate. The most prevalent diseases are malaria, flu and HIV-AIDS. Immunization coverage is high at

approximately 80.2%. Usage of family planning services is low at 26.7%. This is due to the prevailing culture, traditions and lack of awareness in the community (GOK 2. 2013).

In terms of education, the county has low literacy levels due to high school drop-out, inadequate staff, low enrolment and low transition rate. In addition, the physical infrastructure is very poor with inadequate or poorly constructed and dilapidated buildings. Though there has been investment infrastructure through Free Primary Education, CDF and LATIF, there are still inadequate classrooms, and poor quality building structures (GOK 2. 2013).

The Akamba community like most African communities has a collective orientation. The needs of a community are more important than individual needs. People are born into the extended families that are supportive of each other. However individualism is slowly becoming common in the community. The community is patriarchal and gender inequality is pronounced. Men are the heads of households. Elders-mostly males have powers over the young people. Male dominance is pronounced in decision making and in property ownership. Women are perceived as unable to make important decisions. Land is owned by men yet it is women who are expected to till the land for food.

The Akamba have a past orientation. They believe that the past should be the guide for decision making. They see life from a historical point of view. The Akamba believe in socializing the young in the ways of their ancestors. Boys are supposed to sit have sitting conversations with grandfathers, fathers and uncles while girls have conversations with mothers, grandmothers and aunties.

According to the Kitui County development profile (GOK 2, 2013), there are various challenges that need to be addressed in order to promote sustainable development of Kitui County. These include the need to address the problem of inadequate water supply, poor road network, low productivity of land, poor marketing infrastructure, inadequate and poor utilization of local raw materials. In addition there is need to address the problem of inadequate monitoring and evaluation of development projects. The Kitui County development profile note:

“Most project implementers do not consult the various development plans and laid strategic plans in choosing which projects to implement. The beneficiaries are rarely consulted in the planning process, implementation, monitoring and evaluation of the projects. This has led to shoddy work and incomplete white elephants that lack completion certificates because the works department was not consulted”.

Like in the other counties of Kenya the Kitui County development profile identifies the cross-cutting issues to be: gender, poverty, disaster risk reduction, youth, HIV and AIDS, information communication and technology, security, climate change, environmental conservation and management, persons with disability (GOK 2, 2013).

3.3 Sampling Design

The study used both probability and non-probability sampling techniques. The probability techniques employed in this study include multi-stage cluster sampling, proportionate stratified random sampling and simple random sampling. The non-probability sampling method employed was purposive sampling. Participants in Focus Group discussions and key informant interviews were purposively selected. Non-probability techniques do not pay much attention to the sample since the main focus is on views, processes and attitudes of the respondents (Nachmias, 1996).

The first stage of sampling involved purposive selection of constituencies based on high rank performance in utilization of CDF funds according to the CDF Board. Two constituencies, namely Gatanga and Kitui Central were selected based on the above criteria. In each constituency, a list of CDF projects and their locations was developed. First, 25% of the total CDF projects were sampled in each constituency. The next stage was a compilation of a list of the project committee members of the sampled projects. Consequently, in Gatanga constituency the sampling frame of the committee members was 616 hence 25% was sampled using simple random sampling leading to 154 respondents. In Kitui Central the sampling frame was 605 yielding a sample of 151 respondents. Ordinarily project committees had between 5 to 20 members. Project committee members constituted the first sampling frame.

The second sampling frame constituted that of community members in the locations where the CDF projects were implemented. The sampling frame for community members was based on 2009 national housing and population census. Through proportionate sampling, the sample that was included in the study was determined from the sampling frames as shown in Table 3.2. The rationale for using proportionate sampling was to ensure randomness and to enable the researcher to come up with a proportionate sample. For each project sampled for the study, households living within a radius of 1km from the project were selected through systematic sampling. The first households to the North, South, East and West were selected and every other 3rd household thereafter up to the end of approximately 1km from the project. This method gave equal chance of being selected to all the eligible respondents in the sample (Bohrnstedt, 1982).

3.4 Sample Size

The sample size was 604 (305 project committee members and 299 household heads). In addition there were 38 key informants and 8 focus group discussions. The sample size is summarised in table 3.1.

Table 3.1 Sample Size of Project Committee Members and Household heads

| Constituency | Project Committee Members | House Hold Heads | Total |
|---------------------|----------------------------------|-------------------------|--------------|
| Gatanga | 154 | 149 | 303 |
| Kitui | 151 | 150 | 301 |
| Total | 305 | 299 | 604 |

Table 3.2 Sample of the Target Projects Beneficiaries by Wards

| Wards in Gatanga | Population 2009 Census (Gatanga) | Targeted Beneficiaries Sample Size (Gatanga) | Wards in Kitui Central | Population 2009 Census(Kitui Central) | Targeted Beneficiaries Sample Size(Kitui Central) |
|-------------------------|---|---|-------------------------------|--|--|
| Ithanga | 19,359 | 18 | Miambani | 22,164 | 26 |
| Kakuzi/Mitubiri | 31,144 | 28 | Township | 26,016 | 30 |
| Mugumo-ini | 23,832 | 22 | Kyangwithya West | 22,121 | 25 |
| Kihumbu-ini | 27,131 | 25 | Mulango | 28,573 | 32 |
| Gatanga | 23,959 | 22 | Kyangwithya East | 32,841 | 37 |
| Kariara | 38,172 | 34 | | | |
| Total | 163,597 | 149 | | 131,715 | 150 |

3.5 Units of Analysis

According to Singleton (1993) unit of analysis is the entity about whom or which the researcher gathers information. The units of analysis were the CDF projects, management structure, and the people’s experiences of CDF.

3.6 Units of observation

The units of observation were project committee members and household heads.

3.7 The Respondents

The primary respondents were project committee members from project level committees. Project committee members were the ones entrusted with the implementation of CDF projects

and they were also in charge of sustenance of the projects after completion. The secondary respondents were household heads as the final beneficiaries of the CDF.

3.8 Methods and Techniques of Data Collection

The primary method of data collection for this study was a survey. Quantitative data was collected through the use of questionnaires which were administered to project committee members and to household heads. The questionnaire contained a set of quantitative questions seeking to address objectives of the study.

To supplement the survey data, the researcher conducted in-depth interviews with key informants who included officials of CDF at the constituency level, County representatives, Political party officials, Officials of Faith Based Organizations (FBOs), Officials of Non-governmental Organizations (NGOs), Officials of community based groups (self help groups), chiefs, assistant chiefs, youth and women leaders (table 3.3). An interview guide was used to facilitate the discussions. According to Sjoberg (1968), such interviews are focused on the subjective experiences of persons exposed to the situation in an effort to ascertain their definitions of the situations. Sjoberg (1968) further argue that these interviews presuppose the informant's involvement in the social situation being investigated.

Table 3.3 Composition of the Key Informants

| POSITION | KITUI CENTRAL | GATANGA | TOTAL |
|--|--------------------------|----------------|--------------|
| MCA's | 3 | 2 | 5 |
| Officials of NGOs/FBOs | 3 | 2 | 5 |
| County director of education | 1 | 1 | 2 |
| County commissioner/assistant county commissioner | 1 | 1 | 2 |
| Deputy District Education Officer | 1 | 1 | 2 |
| Officials of CDF at the Constituency | 1 | 2 | 3 |
| County Drought response officer | 1 | 0 | 1 |
| Chief/ assistant Chiefs | 6 | 6 | 12 |
| Official of political parties | 1 | 1 | 2 |
| Youth leader | 1 | 1 | 2 |
| Women leader | 1 | 1 | 2 |
| Total | 20 | 18 | 38 |

The study used observation method. Observations of the CDF infrastructure were made using an observation checklist. In observation, the researcher witnesses or experiences events or phenomena first hand (Sjoberg, 1968). Observation enabled the researcher to have perceptual knowledge of the CDF projects undertaken in the study constituencies.

Finally, Focus Group Discussions (FGDs) were conducted with community members from the constituencies. Each FGD comprised of 10-12 people. In each constituency, four FGDs were conducted. They were facilitated using a facilitators guide/ FGD guide. The FGDs participants were purposively selected based on: Household heads who live around the project but were not interviewed using the questionnaire.

Documentary sources were the main source of secondary data. They include: newspapers reports, the CDF Acts, NTA Assessment Reports, CDF Committee Reports and Project Management Committee Reports.

3.9 Ethical Considerations

The German sociologist Max Weber (1946) pointed out that all research is contaminated to some extent by the values of the researcher. Through those values, certain problems are identified and studied in particular ways. This study was be guided by various ethical considerations in order to avoid bias in the research. Nachmias (1996) has pointed out that research involving human participants should be performed with the informed consent of the participants. Thus, the principal investigator ensured informed consent of the selected respondents for the study.

Second, the study observed confidentiality of the information given by households. More precisely, respondents were assured that the information they gave would be treated with privacy and confidentiality and that it would only be used for the research purpose. In this regard, the researcher and his research assistants were not interested in the names of respondents unless they willingly disclosed them to the researchers.

Third, people have a right to determine the person they will be comfortable to disclose their views or knowledge to. Thus, respondents were requested to voluntarily agree to participate in

the study. Respondents were assured that the findings of the study were essential as they can be used to make CDF more effective in community development. However, the researcher was aware that in a study of this nature respondents were likely to expect immediate benefits. Care was taken to avoid making false promises to respondents as a way of enticing them to provide information for the study. Finally, the researcher obtained permits from the relevant authorities to conduct the research.

3.10 Data Analysis

The collected primary data was coded, entered in a computer and analyzed using the Statistical Package for Social Sciences (SPSS). The rationale for using SPSS was to enable the researcher to systematically organize, analyze and interpret data on the basis of the objectives of the study. In the analysis of primary data both descriptive and quantitative techniques were used.

The descriptive analysis used in this study includes frequency tables; Summary statistics such as means, frequency distributions and percentages were also used to present and interpret data. By computing such statistics it was possible to reduce data to manageable proportions (Blalock, 1960). Data from FGDs and in-depth interviews were organized qualitatively in terms of common themes. The rationale for this was to enable us to present information in narrative forms, allowing the citation of constituents' voices on CDF decentralization strategy.

CHAPTER FOUR

DATA ANALYSIS, PRESENTATION AND INTERPRETATION

4.0 Introduction

This chapter reports findings obtained after analyzing data collected from a total of 305 project management committee members and 299 CDF projects beneficiary households in Kitui and Gatanga constituencies. In addition qualitative data from key informants and focus group discussions are presented.

4.1 CDF in Kenya

4.1.1 The Historical Background

The CDF was introduced in response to the lopsided development that has been evident in the country since independence, but particularly after the introduction of multi party politics where areas that were perceived to be politically correct were allocated more resources for development. This gave room for favouritism, political interference and inequalities in resource distribution due to the politics of reward and punishment as captured by the second President of the republic of Kenya (1978-2002) slogan “*siasa mbaya maisha mbaya*” [bad politics equals bad life]. Also there was overwhelming evidence that some development funds were not utilized and were eventually returned to the treasury, wasted or misappropriated within the line ministries (Mapesa, 2006). The non-use of funds remains a challenge with the CDF.

Before CDF was introduced in Kenya in 2003, members of parliament were heavily burdened by the *harambee* development strategy. It was therefore hoped that by coming up with CDF, members of parliament would be relieved of this burden. In fact, members of parliament overwhelmingly supported the bill that passed CDF because they dreaded endless *harambee* for development projects in their constituencies (Okungu, 2006). CDF also came at a time of debate on whether *harambee* should be abolished given the fact that it was encouraging corruption rather than fostering self-reliance and community participation as it was envisaged during its

inception in the 1960s. Furthermore, *harambee* had become a nightmare for MPs as it made and unmade them every five years as the culture of wealth, greed and graft took its toll in Kenya (Okungu, 2006).

Accordingly, CDF was established in 2003 through the CDF Act No. 11 in the Kenya Gazette Supplement Number 107 of 9th January 2004 (GOK, 2004). The Act was later amended in 2007 in the Kenya gazette supplement number 112 Act No. 16 of 30th October 2007. Unlike other development strategies, CDF is a home-grown initiative intended to uplift the living standards of the people of Kenya at the grassroots level (Mapesa, 2006). Given the lopsided nature of development in Kenya since independence, CDF was aimed at reducing the regional imbalances in development brought about by, among other factors, partisan politics (Kippra, n.d.). The fund targets all the constituency level development projects that aim at combating poverty. Its purpose is to ensure that development reaches the people at the grassroots level faster than has been the case in the past. CDF was designed to ensure that a specific proportion of the Government annual ordinary revenue is devoted to constituencies for purpose of development and in particular in the fight against poverty at the constituency level.

4.1.2 Legal Provisions and Changes

The fund was initially managed through four committees, two of which were at the national level and the other two at the grassroots level. The committees were National Management Committee (NMC), Constituency Fund Committee (CFC), District Fund Committee (DFC) and the Constituency Development Committee (CDC) (Mapesa, 2006). CDF was monitored by the citizens, the Local Development Committees, Constituencies Development Committees, Constituencies Fund Committees, National Management Committee, Departmental heads and all the stakeholders.

According to the CDF Act of 2004, the expenses for running the constituency project offices were not supposed exceed the annual constituency allocations. Each constituency was required to set aside 5 percent as emergency revenue. The fund was not supposed to be used to support political parties or the political activities or the personal award projects. The CDF project proposals were submitted to the members of parliament who in turn forwarded them to the clerk

of the national assembly. The approved list was then reviewed by the National CDF committee which presented the recommendations to the Finance Minister. The CDF was administered by the National Management Committee (NMC), the Constituency Fund Committee (CFC), District Projects Committee (DPC), and the Constituency Development Committee (CDC). These committees had the mandate of ensuring that the fund operated efficiently and effectively. CDF was subjected to audit in accordance with the exchequer and the Audit Act. The key instruments for the functioning of the fund have been the CDF Act (2003), the CDF regulations (2004), the exchequer and audit (public procurement) regulations (2001), Government financial regulations and procedures and circulars from the treasury.

CDF has been in operation under the CDF Act of 2013 in the Kenya Gazette Supplement Number 45 (Acts No. 30) of 25th January 2013. Under this Act, 2.5 percent of national government revenue was supposed to be disbursed to the constituencies for purposes of infrastructural development, wealth creation and the fight against poverty. The Act established a Board known as Constituencies Development Fund Board (CDFB) through which CDF is channelled by the national government to the constituencies. The board is made up of a board of directors and is supposed to ensure timely and efficient disbursement of the funds to every constituency; efficient management of funds; receive and discuss annual reports; compilation of records; address complaints and disputes; consider submitted proposals. The board is required to recruit a chief executive officer of the board on a competitive basis and recommendations made to the cabinet secretary with the approval of parliamentary committee (GOK, 2013).

The changes in the CDF Act of 2013 were: Reduction in size of the CDF Board from seventeen to eleven members and introduction of a new officer, the Corporation Secretary as secretary to the Board; obviating the role of nominating bodies in appointment of CDF Board members; separation of roles of the executive vis-à-vis the Legislature; emphasis on the mandatory role of Project Management Committees; submission of project proposals to the Board by the Chairman of the CDFC; change in size of CDFC resulting in reduction of the maximum number of committee members from sixteen (16) to eleven (11); change in the mode of appointment of CDFC members; new role of the Area Member of Parliament as ex-officio member rather than Chairman of CDFC; names of the persons appointed as members of the CDFC to be published in

Kenya Gazette; new structure at County level, the County Projects Committee; fund Account Manager not DDO as authority to incur expenditure holder.

In addition, under the CDF Act of 2013 there is a new institutional structure of the fund. The structure is made up of the following: National Assembly Select Committee on CDF; the cabinet Secretary for the Ministry responsible for CDF; the Constituencies Development Fund Board (CDFB); the County Projects Committee; the Constituency Development Fund Committee (CDFC); project Management Committee (PMC). The projects that are eligible for funding are clearly spelt in the 2013 Act as: “...*Projects under this Act shall be Community based in order to ensure that the prospective benefits are available to a widespread cross section of the inhabitants of a particular area*”. The Act further states that “...*Any funding under this Act shall be for a complete project or a defined phase of a project and may include acquisition of land and buildings*”. According to this Act: A Constituency Development Fund Committee office including furniture is an eligible project; it also allows administration and recurrent costs of CDFC up to a maximum of 6 percent of total annual constituency allocation; administration and recurrent costs of PMC up to 5 percent of total annual allocation to that specific project; acquisition of vehicles, machinery and equipment; sports activities (minus cash awards) up to a maximum of 2 percent of total annual constituency allocation; monitoring and evaluation of on-going projects and capacity building of various operatives up to a maximum of 3 percent of total annual constituency allocation.

CDF is now operational under the National Government Constituencies Development Fund (NGCDF) Act 2015, which came into effect on February 2016, a year after the High Court declared the former Act unconstitutional. It was argued that the former CDF Act was creating a third level of government in contravention of the principles of public finance that recognize division of revenue between the national and county levels. The petitioners also argued that the former Act violated the Constitution to the extent that MPs, who were supposed to oversee the executive, were performing dual functions of being an extension of the executive by virtue of being members of their respective CDF committees as well as oversight. In addition, the former Act was found unconstitutional as it violated the division of functions between the national and county governments leading to duplication of devolved functions.

The new Act provides that NGCDF will be used to implement national government functions. The role of MPs will be limited to their constitutional mandate of representation, oversight and legislation. This leaves the implementation of projects to the constituency fund managers and committees. The new Act has substantially reduced the powers of MPs since they will not be members of the NGCDF implementation committees. The national board will employ an officer for each of the 290 constituencies who will be the accounting officer. According to the NGCDF Act, funding shall be for a complete project or a defined phase of a project and may include acquisition of land and buildings. Projects may include the acquisition of vehicles, machinery and other equipment for the constituency. Sport activities shall be considered as development projects for purposes of this Act, but shall exclude cash awards, provided that the allocation to such activities does not exceed 2 percent of the total allocation of the constituency in that financial year. The Act also allows for monitoring and evaluation of ongoing CDF projects and capacity building of communities to be undertaken. However, resources allocated to monitoring and evaluation and capacity building will not be more than 3 percent of the annual allocation per constituency. Environmental activities will also be limited to 2 percent of the funds while allocation for office administration will not be more than 6 percent. The Act also limits the number of projects to be undertaken to 25 in every financial year.

CDF project management committees are the ones entrusted with the implementation of CDF. Their functions are: to be in charge of sustenance of CDF financed projects after completion; prepare project work plan and budget; prepare documents such as drawings and designs; open and maintain an independent project bank account for CDF projects; maintain proper financial and procurement records and conduct project monitoring and evaluation; ensure project security; mobilize and sensitize the community on project identification, implementation and sustainability; PMC reports to CDFCs through filing returns on project implementation(GOK, 2016).

4.1.3 Disbursements of the Fund

The fund comprises an annual budgetary allocation that is equivalent to two and a half per cent of the government's ordinary annual revenue (GOK, 2015). Seventy five per cent (75%) of the fund is allocated equally amongst all the 290 constituencies in the country. The remaining 25% is allocated according to the constituency poverty index. That is, the remaining 25% is divided by

the National Poverty Index multiplied by the constituencies' poverty index. Education bursary schemes, mock examinations, continuous assessment tests and funding of social security programmes are considered as development projects provided such projects are not allocated more 25% of the total funds allocated for the constituency in any financial year (GOK, 2015). Since its inception more than Ksh 197 billion has been disbursed to the constituencies (Table 4.1).

Table 4.1 CDF Disbursement Since Inception

| Financial Year | Amount Disbursed (Billion Ksh) |
|-----------------------|---|
| 2003/2004 | 1.3 |
| 2004/2005 | 5.6 |
| 2005/2006 | 7.2 |
| 2006/2007 | 9.7 |
| 2007/2008 | 10.1 |
| 2008/2009 | 10.1 |
| 2009/2010 | 12.3 |
| 2010/2011 | 14.2 |
| 2011/2012 | 16.9 |
| 2012/2013 | 21.1 |
| 2013/2014 | 21.9 |
| 2014/2015 | 31.5 |
| 2015/2016 | 35.2 |
| Total | 197.1 |

4.1.4 Rationale for the CDF

CDF is one of the operational decentralized funds from the Kenyan government. It is based on the premise that development is for the people and by the people and thus communities must actively participate in any developmental effort. The principle behind it and which appears to have been widely accepted in Kenya, is that public finance decisions should be made not merely at the national level, but more directly in the interests of and with greater participation by the people who are affected by such decisions most directly (Gituto, 2007). CDF is actually a demonstration of the government's commitment to decentralization and to ensure the effective delivery of services directly to communities at the grassroots level.

Decentralization is seen as an important way of ensuring equity and elimination of poverty. Indeed, *Kenya's vision 2030* presents it aptly that foremost amongst the correctional measures that will be introduced to eliminate poverty and guarantee equal opportunities to regions and communities will be an increase in the volumes of devolved funds allocated to communities (GOK, 2007). The legal provision for the establishment and operation of CDF Act suggests that the fund is essentially a model for decentralization of development planning and implementation. In this case, the organization and operation of the fund lies squarely within the domain of administrative decentralization (Chweya, 2008).

Gituto (2007) points out that devolved funds are important for several reasons. First, they represent a departure from hitherto centralized planning, implementation and control. Second, they are important to the poor and the socially excluded because the emergence of devolved funding has provided gender and women's rights activists as well as other actors working for a just society, new hope, tools and avenues with which to critically look at the economic and state processes that work to promote gender injustices, inequality and poverty. Generally, the fund can work for the interests of the poor and the socially excluded individuals and communities to reduce their vulnerability to poverty. Third, such funds are opportune as they present clear expenditure-based frameworks within which national finances are allocated to redress particular social conditions or problems. Thus, Gituto (2007) argues that devolved funds represent a critical resource that socially-excluded and poor individuals and communities, can appropriate and direct to finance their strategic capabilities and asset accumulations. Gituto (2007) further posits that

CDF and other devolved funds have seen significant injection of ‘new’ monies to the community level and through need-based criterion that emphasizes allocation based on the prevalent poverty levels. He further argues that this has seen poor and marginal constituencies, which even do not have a single banking institution, receive significant amounts of money injected directly into the local economy. Hence this study interrogates how CDF is conceptualised and implemented by various stakeholders and the features that enhance and obstruct implementation of CDF as a development strategy.

4.1.5 CDF Allocations to the Study Constituencies

The total funds allocated to Kitui Central and Gatanga Constituencies are listed in Table 4.2. A total of Ksh. 726.9 Million has been allocated to Kitui Central compared to 670.9 Million that has been allocated to Gatanga constituency since the inception of CDF in the financial year 2003/04. Thus Kitui Central has been allocated Ksh 56 Million more than Gatanga constituency. The difference in the amount allocated to the two constituencies is because Kitui Central is ranked higher in the National Poverty Index thereby attracting more money from the CDF kitty.

Table 4.2 CDF Allocations in Kitui Central and Gatanga Constituencies

| Financial Year | Gatanga Constituency | Kitui Central Constituency |
|-----------------------|-----------------------------|-----------------------------------|
| | Amount Allocated | Amount Allocated |
| 2003/2004 | 6,000,000 | 6,000,000 |
| 2004/2005 | 25,483,286 | 30,922,240 |
| 2005/2006 | 32,957,684 | 39,992,533 |
| 2006/2007 | 45,656,809 | 55,402,298 |
| 2007/2008 | 45,938,809 | 55,744,491 |
| 2008/2009 | 45,938,809 | 55,744,491 |
| 2009/2010 | 56,078,559 | 68,048,570 |
| 2010/2011 | 62,120,275 | 68,048,570 |
| 2011/2012 | 75,487,864 | 72,431,368 |
| 2012/2013 | 93,796,311 | 87,530,745 |
| 2013/2014 | 74,527,652 | 76,718,303 |
| 2014/2015 | 106,957,779 | 110,276,673 |
| Total | 670,943,837 | 726,860,282 |

Source: GOK (2015)

4.2 Characteristics of the Respondents

The characteristics that were examined in this study were gender of the respondents, their age, marital status, level of education, religious background, occupation, sources of income, amount of income and duration of residence in the community.

4.2.1 Gender of the Respondents

Both men and women have a pivotal role in community development and in fighting poverty. In particular women should be fully involved in decision making processes regarding CDF projects. They must be integrated into community development efforts to meet the objectives of better management of CDF and improved community welfare. Thus, their participation in CDF projects as decision makers in the project committees would contribute to better resource utilization and alleviation of poverty. As shown in Table 4.3 the male project committee members comprised 58.4 % while females were 41.6%. This meant that men were slightly overrepresented in the management of the CDF. However, overall there was fair gender representation in the CDF committees. The representation met the one third gender rule as required in the Kenyan constitution. The Table also shows that 43.8 % of the projects beneficiaries were male while the rest comprising 56.2% were female.

Table 4.3 Distribution of the Respondents According to Gender

| Gender | Gatanga | | Kitui Central | |
|--------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee members | Beneficiaries |
| | % | % | % | % |
| Male | 59.7 | 38.9 | 57.0 | 48.7 |
| Female | 40.3 | 61.1 | 43.0 | 51.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N | 154 | 149 | 151 | 150 |

4.2.2 Age of the Respondents

To know whether there was fair participation by all the age groups in CDF, the researcher sought to know the age of the project committee members. Community development projects have for a long time tended to involve the older populations with very little participation by the youth. If the youth were included in CDF projects to meet the needs and empower communities, they could

become lifelong participants and take on a sense of ownership in community development efforts. Table 4.4 shows that majority (69.4%) of the projects committee members were in the age group of 31-50 years, 3.6% were below 30 years and those between 31- 40 years were 31.4%. It is evident from these data that 72.9% of the committee members of CDF projects were 50 years and below. Thus the youth were not well represented in the management of CDF projects. The table shows that only 18.4% of the projects beneficiaries respondents were below 30 years while those aged 31-40 years comprised 39.5%. The sample size therefore comprised of relatively young population given that 90% of the households heads interviewed were below 50 years.

Table 4.4 Distribution of the Respondents by Age

| Age | Gatanga | | Kitui Central | |
|---------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| 30 and below | 4.5 | 18.1 | 2.6 | 18.7 |
| 31-40 | 30.5 | 38.3 | 31.8 | 40.7 |
| 41-50 | 37.7 | 30.2 | 37.7 | 34.0 |
| 51- 60 | 16.9 | 10.1 | 21.9 | 4.6 |
| 61+ | 9.0 | 2.7 | 6.0 | 2.0 |
| Does not Know | 0.6 | 0.0 | 0.0 | 0.0 |
| No response | 0.6 | 0.7 | 0.0 | 0.0 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.2.3 Marital Status of the Respondents

Marital status can have an influence on participation in CDF projects. For instance married people are likely to have a wide range of needs from childrearing to community development projects. As shown in Table 4.5, majority (92.9% in Gatanga and 91.4% in Kitui Central) of the projects committee members indicated that they were married, 3.6 percent were single, 1.6 percent separated/divorced while 2.0 percent were widowed. Given the age group of the

respondents, most were likely to be married. There is also likely to be a preference of married people in project management committees because they are considered to be more responsible in community development initiatives. The Table shows that majority (73.2%) of the projects beneficiaries were married and only a small percentage were separated/divorced or widowed. There was no marked difference in the number of married persons in Gatanga and those in Kitui Central.

Table 4.5 Distribution of Respondents by Marital Status

| Marital Status | Gatanga | | Kitui Central | |
|--------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Single | 2.6 | 16.1 | 4.6 | 24.0 |
| Married | 92.9 | 74.5 | 91.4 | 72.0 |
| Separated/Divorced | 1.9 | 6.0 | 1.3 | 3.3 |
| Widowed | 1.3 | 2.7 | 2.6 | 0.0 |
| No Response | 1.3 | 0.7 | 0.0 | 0.7 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.2.4 Education Level of the Respondents

Education plays an important role in imparting skills, knowledge, values and attitudes. The educational level of the project committee members may have an effect on their perceptions towards development. The respondents' responses were categorized into 'not attended school at all/adult literacy classes', 'Standard 1-4', 'Standard 5-8', 'Secondary school (Form 1-6)' and 'College/university'. Table 4.6 Shows that 51.9 % of project committee members in Gatanga and 57% in Kitui Central had secondary school education, 40.3 % and 29.4% had attained upper primary school education in Gatanga and Kitui Central respectively. This means that almost 50% of the project committee members had secondary and college/university education. This has positive implications for the realization of development goals. It might be good when the CDF projects are in the hands of literate populations because it is likely to have positive implications

on identification and implementation of community development projects. Only 5.8% of the projects committee members in Gatanga and 8.6% in Kitui Central had reached lower primary level of education while the 1.3% in Gatanga and 4.6% in Kitui Central had not attended school at all or had attended adult literacy classes. The Table also shows that most of the projects beneficiaries had attained formal education. Only 2.3% of the projects beneficiaries did not have formal education in Gatanga and 3.3 % in Kitui Central.

Table 4.6 Distribution of the Respondents According to the Level of Education

| Level of Education | Gatanga | | Kitui Central | |
|-----------------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| None/Adult Literacy | 1.3 | 2.3 | 4.6 | 3.3 |
| Standard 1-4 | 5.8 | 9.4 | 8.6 | 10.3 |
| Standard 5-8 | 40.3 | 39.1 | 29.4 | 40.4 |
| Secondary school (Form 1-6) | 51.9 | 48.7 | 57.0 | 45.7 |
| College/university | 0.7 | 0.5 | 0.4 | 0.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.2.5 Religious Background

Religion exerts a profound influence on community participation in development projects and in empowering the people to contribute for the welfare of their communities. Study findings indicated that all the project committee members in Gatanga were Christians compared to 88% in Kitui Central. In Gatanga 55.2% of the projects committee members were Catholics and 44.8% were Protestants while in Kitui Central and 34.4% were Catholics and 53.6% were Protestants. The projects beneficiaries who were Catholics comprised 47.7% in Gatanga and 49% Protestants while in Kitui Catholics comprised 36% and Protestants 62%. Only 2.0 percent of the projects beneficiaries were Muslims in both constituencies while traditionalists constituted 1.3 percent in Gatanga (Table 4.7).

Table 4.7 Distribution of the Respondents According to Religion

| Religious Affiliation | Gatanga | | Kitui Central | |
|-----------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Catholic | 55.2 | 47.7 | 34.4 | 36.0 |
| Protestant | 44.8 | 49.0 | 53.6 | 62.0 |
| Muslim | 0.0 | 2.0 | 11.3 | 2.0 |
| Traditionalist | 0.0 | 1.3 | 0.7 | 0.0 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.2.6 Occupation of the Respondents

Respondents were asked to state their main occupation. This information was sought to help the researcher find out whether project committee members were involved in work that could make them better agents of community development, and also to know whether being in the CDF committee was likely to be taken as a major occupation. The Table (4.8) shows that in Gatanga 48.7% of the respondents were government employees and 21.4% were business owners while in Kitui Central 51.7% were government employees and 24.5% were business owners. This indicates that most of the people who were chosen as project committee members were in formal employment as government employees or were in business. Farmers who were committee members comprised only 28.6% in Gatanga and 15.9% in Kitui Central. This has implications on grassroots participation in CDF projects because farmers are likely to perceive CDF projects as government projects or projects by the elites. The fact that on average 50.2% of the Project committee members were government employees may be an indicator of the politics of CDF where influential people have a hand in the appointment of such members. On the other hand majority (61.1%) of the projects beneficiaries in Gatanga and 52% in Kitui Central were farmers while 8.7% and 15.3% were labourers in Gatanga and Kitui Central respectively.

4.2.7 Sources and Amount of Income

Project committee members were further asked to state the major source of their income. This question was necessary to enable the researcher to know whether being a committee member was a major source of income for the respondents. Most (50.8%) of the project committee members stated that their major source of income was government employment, followed by business ownership (22.6%) and farming at 22.3%. The findings show that the project committee members had other occupations and therefore being a member of the committee was not a major source of income.

Table 4.8 Distribution of the Respondents According to the Main Occupation

| Occupation | Gatanga | | Kitui Central | |
|-------------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Government Employee | 48.7 | 7.4 | 51.7 | 5.3 |
| Business Owner/Jua Kali | 21.4 | 13.4 | 24.5 | 9.3 |
| Farmer | 28.6 | 61.1 | 15.9 | 52.0 |
| Labourer/Housekeeper | 1.3 | 8.7 | 7.9 | 15.3 |
| Private sector Employee | 0.0 | 3.4 | 0.0 | 4.7 |
| Others | 0.0 | 6.0 | 0.0 | 13.4 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

Income is likely to influence participation of communities in CDF because people with high income are likely to shun community projects while those with low income are likely to exhibit high levels of participation in order to support their income. Hence, the respondents were asked to state their monthly income. Of the 277 project committee members who answered this question, 12.3% in Gatanga and 13.9% in Kitui Central earned less than 10,000 shillings, those who earned between 10,001-20,000 were 16.9% in Gatanga and 14.6% in Kitui Central, those with a monthly income of 20,001- 30,000 were 24% in Gatanga and 19.2% in Kitui Central,

those between 30,001-40,000 were 20.8% in Gatanga and 19.2% in Kitui Central. Only 10.4% earned 40,001-50,000 in Gatanga compared to only 9.9% in Kitui Central. This shows that the project committee members were not relying on CDF for their income. Thus the committee members were having other occupations that gave them a source of livelihood. The allowances from CDF were not the main source of their livelihood.

Projects beneficiaries were also asked to state their monthly income. The study findings were that 30.2% and 38.7% of the CDF beneficiaries had a monthly income of less than Ksh 10,000 in Gatanga and Kitui Central, respectively. Those who had an income of 10,001-20,000 comprised 16.8% in Gatanga and 19.9% in Kitui Central, 20,001- 30,000 were 19.5% (Gatanga) and 16% (Kitui Central), 30,001-40,000 were 12.1% (Gatanga) and 7.3% in Kitui Central , 40,001-50,000 were 6.7% (Gatanga) and 3.3% (Kitui Central) Table 4.9). Thus, most of the respondents were low income earners. These are people who are expected to be key beneficiaries of CDF projects.

Table 4.9 Distribution of the Respondents According Total Monthly Income

| Income | Gatanga | | Kitui Central | |
|------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Below 10, 000 | 12.3 | 30.2 | 13.9 | 38.7 |
| 10001-20,000 | 16.9 | 16.8 | 14.6 | 19.9 |
| 20,001-30,000 | 24.0 | 19.5 | 19.2 | 16.0 |
| 30,001-40,000 | 20.8 | 12.1 | 19.2 | 7.3 |
| 40,001-50,000 | 10.4 | 6.7 | 9.9 | 3.3 |
| 50,001 and above | 7.1 | 2.0 | 13.2 | 6.0 |
| No Response | 8.4 | 12.8 | 9.9 | 9.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.2.8 Duration of Residence in the Community

To know whether projects committee members were members of the community, the researcher asked them to state the number of years they had been resident in the community. This was necessary in order to know whether they were residents who knew the area well and could therefore authoritatively comment about development projects in the constituencies. Table 4.10 indicates that project management committee members were residents of Gatanga and Kitui Central constituencies with 80.0% of them having stayed in the constituencies for more than 11 years.

Table 4.10 Duration of Residence in the Community

| Duration in years | Gatanga % | Kitui Central % |
|--------------------------|------------------|------------------------|
| less than 10 | 19.5 | 20.5 |
| 11-20 | 10.4 | 11.9 |
| 21-30 | 11.0 | 8.6 |
| 31-40 | 20.8 | 19.2 |
| 41-50 | 20.8 | 18.5 |
| 51 and above | 15.6 | 20.5 |
| No Response | 1.9 | 0.7 |
| Total | 100.0 | 100.0 |
| N= | 154 | 151 |

4.3 Perceptions of Respondents about Needs of Their Communities and How Far They Were Being Met

The first objective of this study was to examine respondents’ perceptions of the needs of the communities and how far they were being met. The respondents were asked questions about the types of projects they participated in, their priority needs, reasons for the start of CDF projects,

whether CDF projects met their priority needs, the ability of CDF projects to satisfy community needs and reasons for projects failure to meet priority needs of the people.

4.3.1 Types of CDF Projects

Project committee members were asked to indicate the types of project in which they were committee members. As shown in Table 4.11, the CDF projects included water, roads, education, housing, health, security, electricity, social hall, administration and business. In Gatanga Constituency, education sector was the most popular target by CDF followed by security and health. On the other hand in Kitui Central Constituency, education was the most common followed by water and health. Overall, the most common sector targeted by CDF was education (41.3 %) followed by water (15.4%), security (14.1%) and health (12.5%). In Gatanga, education and security were the most targeted sectors by CDF while in Kitui Central it was education and water. The study findings concurs with the records from the CDF Board which identifies the key sectors funded by CDF to be education (about 55% of CDF allocations), health (6%) and water (11%) (GOK, 2015).

The projects beneficiaries were required to state the main CDF projects that they participated in. These were the projects that were nearer their place of residence. As shown in Table 4.11, the most common type of CDF projects were schools at 44.5%, followed by security projects at 13.7% and health at 11.7%. Other CDF projects that comprised 5 percent and above were water at 8.7 percent, business at 7.4 percent, roads and administration at 5 percent each. The most rare CDF projects were those dealing with electricity (0.3%) and housing (3.7%).

Table 4.11 Types of CDF Projects

| Type of CDF Project | Gatanga | | Kitui Central | |
|---------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Water | 0.6 | 0.0 | 30.5 | 17.3 |
| Roads | 9.1 | 2.0 | 2.0 | 8.0 |
| Education | 30.5 | 40.9 | 52.3 | 48.0 |
| Housing | 7.1 | 2.7 | 1.3 | 4.7 |
| Health | 17.5 | 19.5 | 7.3 | 4.0 |
| Security | 26.0 | 26.1 | 2.0 | 1.3 |
| Electricity | 1.3 | 0.7 | 0.0 | 0.0 |
| Social Hall | 0.6 | 0.0 | 0.0 | 0.0 |
| Administration | 5.8 | 6.0 | 2.6 | 4.0 |
| Business | 1.3 | 2.0 | 2.0 | 12.7 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.3.2 Priority Needs of the Community

The respondents were asked about their perceptions in terms of their priority needs, whether the CDF projects were meeting the needs and why the projects were chosen for CDF funding. They were asked to state what they thought were three priority needs of the community. This was necessary in order to know whether CDF was actually meeting these priority needs of the communities. Responses are shown in Table 4.12. In Gatanga the most cited priorities were roads, water, education and health while in Kitui Central water was the most pressing need of the people, followed by education, roads and food. Other priorities included electricity, security, land, employment, alleviation of poverty and development. Electricity and security were rated at almost the same level in terms of people’s priorities. Responses from the project beneficiaries shows that the most prioritized needs of the people in Gatanga were roads followed by water and education. In Kitui Central the most prioritized need was water followed by education and roads. Thus, overall in the two constituencies the four prioritized needs were water, education, roads

and health. These findings are consistent with the county development profiles of the Murang'a and Kitui County which identifies the most pressing needs of the people as water, education, health, electricity and roads (GOK.1 2013, GOK.2 2013).

Table 4.12 Priority Needs of the Community

| Priority Needs | Gatanga | | Kitui Central | |
|------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Water | 20.8 | 19.3 | 31.0 | 30.7 |
| Education | 15.9 | 16.6 | 20.2 | 16.8 |
| Food | 1.6 | 2.9 | 11.0 | 10.0 |
| Electricity | 6.7 | 5.1 | 5.5 | 5.1 |
| Roads | 21.7 | 21.0 | 16.0 | 11.4 |
| Security | 8.8 | 9.0 | 3.4 | 1.9 |
| Health | 15.4 | 13.9 | 7.8 | 11.1 |
| Land | 1.8 | 2.2 | 0.4 | 2.8 |
| Employment | 2.8 | 4.9 | 1.6 | 5.1 |
| Poverty | 0.9 | 0.5 | 1.8 | 0.0 |
| Development | 3.5 | 4.4 | 1.1 | 4.9 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| Responses | 433 | 409 | 436 | 429 |

The priority needs of the communities were well captured by one key informant in Gatanga constituency who said:

“Some roads are impassible. They were okay during the time of former MP but now they have deteriorated. Education is also a problem, some classes are not enough, and bursaries are needed for the needy. Some schools are new and they don't have enough classes and the toilets are not enough hence making it also a health need. Health nowadays is a problem since it became devolved and in the government there are no enough medicines, laboratories are also a challenge.”

The same sentiments were expressed by one respondent in the focus group discussion in Gatanga by putting it:

“There is a problem of school fees. There are parents who are not capable and they rely on CDF, schools are in terrible condition. Let them give us clean water for use in the house. Water is unreliable and most of the times it is not clean as it is brought directly from the river. Roads are pathetic and impassable especially during the rainy season. There is a big problem of insecurity because police posts are far away. Many people have been killed. One person was last week killed early in the morning while going to work.”

The same sentiments were expressed by one of the key informants in Kitui Central Constituency who stated:

“Kitui is a semi arid region. The poverty level is really high and you can find families who earn less than ksh.200 per day. There is high need of water and local industries in this area in order to reduce poverty. Basically the needs of this community are clean water, physical infrastructure and education. Water is the main problem because it is salty and there is bilhazia at Kalundu area, people have refused to have that water because it is very salty.”

Another key informant in Kitui Central emphasized that water was a big problem in the area as he stated that:

“All sub-counties of Kitui County are suffering from water shortage. The area relies only on Masinga water project. During the drought, many people converge at water points and mixing with animals brings sanitation issues. Kitui Central is an agricultural area and because of poor rainfall they cannot rely on it to educate their children. Due to climate change, rainfall patterns have changed leading to crop failure, animals dying and thus leading to poverty and thus not being able to pay school fees. This leads to lowering of education standards”

Thus the study findings were that people in the two constituencies were very clear about their priorities. It was expected that CDF was geared towards addressing these priority needs of the communities.

4.3.3 Reasons for the Start of CDF Projects

To find out whether CDF projects were started to meet the needs of communities, project beneficiaries were asked the reasons why CDF projects were started. As shown in Table 4.13 majority (51.7% in Gatanga and 64% in Kitui Central) of the respondents said that CDF projects were started to improve the educational structures such as classrooms. Some of the respondents said that CDF projects were started to deal with the problem of insecurity (18.8% in Gatanga and 4.7% in Kitui Central). Some respondents (11.4% in Gatanga and 18.7% in Kitui Central) said CDF projects were started to meet the local needs while 18.1% in Gatanga and 11.3% in Kitui Central said CDF projects were started in order to improve the health of the people. Thus, the reasons for the start of the CDF projects were in line with the objectives of CDF.

Table 4.13 Reasons for the Start of CDF Projects

| Why CDF Project was started | Gatanga | | Kitui Central | |
|-----------------------------------|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| To Improve educational Structures | 77 | 51.7 | 96 | 64.0 |
| To Increase Food Production | 0 | 0.0 | 2 | 1.3 |
| Insecurity | 28 | 18.8 | 7 | 4.7 |
| To Meet Local Needs | 17 | 11.4 | 28 | 18.7 |
| To Uplift Health Standards | 27 | 18.1 | 17 | 11.3 |
| Total | 149 | 100.0 | 150 | 100.0 |

4.3.4 Whether CDF Projects Met the Identified Needs

Respondents were further asked if the CDF projects were meeting one of the stated priority needs of the community. As shown in Table 4.14, majority of the projects committee members (74.7% in Gatanga and 76.2% in Kitui Central) said that CDF was meeting the priority needs of the people. Only 24% of the projects committee members in Gatanga and 23.2% in Kitui Central said that CDF was not meeting any one of their priority needs. Majority of the projects beneficiaries comprising 65.1% in Gatanga and 63.3% in Kitui central also concurred that CDF

met their identified needs. Overall, those who said that the CDF projects were meeting one of the priority needs were 64.2% while those who said that the projects were not meeting the priority needs were 35.8%. This shows that in some cases CDF projects were not in tandem with the priority needs of the community members.

Table 4.14 Whether CDF Projects Met identified Needs of the Community

| Meeting Priority Needs | Gatanga | | Kitui Central | |
|------------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Yes | 74.7 | 65.1 | 76.2 | 63.3 |
| No | 24.0 | 34.9 | 23.2 | 36.7 |
| Does Not know | 1.3 | 0.0 | 0.6 | 0.0 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

After stating the priority needs of the community, respondents were further asked which priority needs were being met by the CDF projects. Responses are shown in Table 4.15 which shows that according to the project committee members the need that was met most by CDF was education (39.1% in Gatanga and 41.7% in Kitui Central). This was followed by health, security and water. Findings from the projects beneficiaries were that the most met need was that of enhancement of education (36.3% in Gatanga and 31.9% in Kitui Central) followed by improvement of health facilities, improvement of security and availability of water. This finding is consistent with findings of the National Taxpayers' Association which indicated that most of the CDF projects that were in place in Kitui Central and Gatanga constituencies were on education, health and water (NTA 1 and 2, 2012).

Table 4.15 Priority Needs of Community Met by CDF

| Priority Needs Met by CDF | Gatanga | | Kitui Central | |
|----------------------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Availability of Water | 0.9 | 7.8 | 32.1 | 14.9 |
| Educational Enhancement | 39.1 | 36.3 | 41.7 | 31.9 |
| Improvement of Health Facilities | 25.2 | 20.6 | 11.3 | 18.1 |
| Business/better trade | 1.7 | 3.9 | 0.9 | 3.2 |
| Construction/ Renovations | 6.0 | 12.8 | 13.0 | 14.9 |
| Improved Security | 27.0 | 13.7 | 0.9 | 9.6 |
| Creation of Employment | 0.0 | 4.9 | 0.0 | 7.5 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |

Findings from key informants also indicated mixed reactions. On being asked whether CDF was meeting one of the priority needs, one key informant in Gatanga constituency said:

“Partially in some areas it is meeting the needs. However there is lack of need assessment and feasibility study because now CDF officials sit among themselves and decide on projects to be done in the area without any study or consultation of the people. Although they are giving bursaries, it is not enough. There are still more in need of the bursaries. They constructed roads but they should do it again since they are already in bad condition.”

In Kitui Central the same sentiments were expressed by the Focus group discussions and by key informants. In one focus group discussion held in the Constituency one participant reported that:

“Sometimes CDF helps but they have done very little. We hear that they have built some class rooms elsewhere but here in Kithomboani market, they have built stalls though they are not adequate. We hear that they assist some community self help groups but we have not been assisted in any way.”

What came out clearly was that although CDF has enabled communities to meet some of their priority needs, it could meet more of these needs if it was utilized better. For instance one of the key informants in Kitui Central reported as follows:

“CDF is not meeting these needs adequately. There are projects that have been funded by CDF that meet all these needs but I believe that if CDF had been utilized well since it began, the constituency would be at a much better place”

Information from the key informants and focus group discussions confirmed that CDF met some of the priority needs of the people. One key informant in Gatanga reported that:

“CDF projects have really assisted to bring insecurity down because the AP posts are near to the people. Whenever there are road networks, it makes movement easier. People also get treated for minor ailments in the dispensaries and one can just spend less than 100 shillings. Distances to health centers have been reduced. You can imagine if there were no dispensaries. Water however is still a problem. I really feel that there ought to be some water projects especially where rural women are concerned because tap water is not reliable here. Water is always a major problem. All our markets are open such that when it rains there are no shelters and it becomes very muddy. In this ward we do not have a social hall, a field for games and a library. We also need a rehabilitation center for drugs and alcohol addiction because it is a big problem here.”

Responses from Kitui Central also confirmed that CDF met some of the priority needs of the people. These needs included water, education, health and security. However, not all the needs were met to the full satisfaction of the people as one key informant in Kyangwithia East ward in Kitui Central reported as follows:

“CDF is not meeting water needs. The water project is using a lot of money. Only the dam known as kuwa mkali is beneficial and it was built when Ngilu (former MP) was in charge. Mayi a Masinga dam is closed up, so we are forced to wait for water from the mbooni project which has always been used to siphon money from us for years.”

Another key informant from the same constituency said CDF was not meeting the needs of the people:

“CDF is not meeting our needs. Most of the projects are in schools and hospitals but they are not involved in water projects as a priority. Most water projects are used to siphon money”.

Another key informant in Kitui Central expressed mixed feelings towards CDF in terms of its ability to meet the needs of the people.

“CDF is somehow meeting the needs but the intention for the fund was noble and good but the implementers are the problem and have sabotaged the program and it has not taken off very well as MPs are using it to reward those who voted for them and relatives. In areas with proper management there is a lot of progress but the opposite is true in other areas.”

Thus it was clear that respondents had mixed feelings towards CDF. However, overall CDF had helped to meet some of the priority needs of the local communities though a lot still remained to be done to improve the wellbeing of the people.

4.3.5 Community Satisfaction with CDF Projects

The researcher sought to find out whether projects beneficiaries were actually satisfied with the CDF projects in their area. The beneficiaries were required to say whether they were ‘very satisfied’ ‘satisfied’ ‘just satisfied’ ‘not satisfied’ or ‘not satisfied at all’ with the way CDF met their needs. Those who were very satisfied in Gatanga were 28.6%, 45.6% were satisfied, 12.9% were just satisfied, 5.4 percent were not satisfied and 7.5 percent were not satisfied at all. In Kitui Central those who were very satisfied were 22%, 32.6% were satisfied, 17% were just satisfied, 18.4% were not satisfied and 9.9% were not satisfied at all (Table 4.16). Cumulatively those satisfied with the projects were 79.5%. This shows that generally most of the respondents were satisfied by the services offered by the CDF projects. Only 20.5% indicated dissatisfaction with the services offered by the projects. Therefore, efforts should be geared towards increasing the improvement of service delivery in order to increase the satisfaction of people’s needs.

Table 4.16 Community Satisfaction with CDF Projects

| Satisfaction of Needs | Gatanga | | Kitui Central | |
|-----------------------|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Very Satisfied | 42 | 28.6 | 31 | 22.0 |
| Satisfied | 67 | 45.6 | 46 | 32.6 |
| Just Satisfied | 19 | 12.9 | 24 | 17.0 |
| Not Satisfied | 8 | 5.4 | 26 | 18.4 |
| Not Satisfied At All | 11 | 7.5 | 14 | 9.9 |
| Total | 147 | 100.0 | 141 | 100.0 |

4.3.6 Reasons for Projects Failure to Meet Priority Needs of Communities

The projects beneficiaries who said that CDF did not meet the priority needs were further asked to say why CDF did not meet the priority needs of the people. Those who responded to the question were 93 respondents. The findings are reported in Table 4.17. Among the reasons that made CDF projects not to meet priority needs of the communities were embezzlement of resources (18.3%) and mismanagement of projects (24.7%). Some of the respondents said CDF was not meeting the needs because educational standards had deteriorated (9.7%), projects were offering only one service (41.9%) and health standards remained low (5.4%).

Table 4.17 Reasons for Projects Failure to Meet Priority Needs of the People

| Failure to Meet Priority Needs of the People | Gatanga | | Kitui Central | |
|--|-----------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Project Offers One Service | 22 | 45.8 | 17 | 37.8 |
| Embezzlement of Resources | 8 | 16.7 | 9 | 20.0 |
| Poor Health Standards | 2 | 4.2 | 3 | 6.7 |
| Mismanagement | 11 | 22.9 | 12 | 26.7 |
| Low Educational Standards | 5 | 10.4 | 4 | 8.9 |
| Total | 48 | 100.0 | 45 | 100.0 |

4.4 The Respondents Awareness and Knowledge of CDF

The second objective of this study was to examine the level of awareness of community members about CDF. To meet this objective it was important to understand whether respondents were aware of and had knowledge about the CDF in terms of its objectives, reasons that made the projects to be chosen for CDF funding, the existing CDF projects in their area, amount of money allocated to the CDF projects, factors considered in the allocation of CDF funds, adequacy of allocated CDF funds and the progress of CDF projects.

4.4.1 Respondents Awareness of CDF

Community awareness is essential in community projects in that it may bring project issues to the attention of the people and encourage them to take action in the planning and implementation process thereby promoting the success of projects. The researcher wanted to know whether respondents knew about CDF. The responses were as shown in Table 4.18. As was expected almost all the project committee members were aware of CDF. From the study findings, 98.7% of the CDF beneficiaries in Gatanga and 98% in Kitui Central said they were aware of the funds. Only 0.7 percent of the project committee members in Gatanga, 1.3 percent of beneficiaries in Gatanga and 2 percent of the beneficiaries in Kitui Central initially said they were not aware of CDF. However, subsequent responses indicated that they were aware of what CDF was. This was an indicator that though some CDF beneficiaries did not know the term ‘CDF’ they were aware that there existed some funds that were supposed to be used in the development of constituencies.

Table 4.18 Respondents Awareness of CDF

| CDF Awareness | Gatanga | | Kitui Central | |
|---------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Yes | 99.3 | 98.7 | 100.0 | 98.0 |
| No | 0.7 | 1.3 | 0.0 | 2.0 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.4.2 Respondents Explanation of Meaning of CDF

Respondents were probed to explain the meaning of CDF. The responses are indicated in Table 4.19. From the study findings, respondents were aware that CDF is a fund that was supposed to assist in the development of the local communities. They were aware that the CDF funds were supposed to reach communities at the grassroots levels. They therefore conceptualized CDF as funds that were meant to enhance development at the constituency level. However, the study also shows that there were misconceptions about CDF and its objectives especially from the CDF beneficiaries. For instance 24.2% of the beneficiaries in Gatanga and 70.7% in Kitui Central perceived it as a fund that was meant to assist them start small businesses.

Table 4.19 Respondents Explanation of Meaning of CDF

| Meaning of CDF | Gatanga | | Kitui Central | |
|---|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Money Allocated to assist Local Communities | 34.4 | 58.4 | 25.8 | 11.3 |
| Funds given for development Projects | 63.6 | 16.1 | 74.2 | 12.0 |
| Money given by the MP | 1.9 | 1.3 | 0.0 | 6.0 |
| Funds Given to Start Business | 0.0 | 24.2 | 0.0 | 70.7 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

The researcher sought to know from the key informants their understanding of the CDF. When they were asked to state the meaning of CDF, they stated it differently as follows:

- a. *“CDF is for improving people’s lives at the grassroots.”*
- b. *“The money given back to citizens to help them in the constituencies.”*

- c. *“It is money to help the community, money given out by the government to build roads, and hospitals”.*
- d. *“It is money to develop community and to some extent create job opportunities and empower the locals in small projects and initiatives.”*
- e. *“It is money meant to empower MPs financially”*
- f. *“It is a devolved fund to constituencies to assist in the development agenda for both the government and the constituencies.”*
- g. *“It is a fund that was set aside by the government to boost development in constituencies to assist the lives and development of rural areas and the common mwananchi”*
- h. *“Constituency development fund is supposed to develop a particular area in the constituency to improve the lives of the community.”*
- i. *“It is money obtained from national governments and channeled through MPs to complete development issues.”*
- j. *“It is money allocated to constituencies to raise living standards of the community”*

Thus it was clear that overall people had a good general knowledge of what CDF is. However, as seen above it is also true that sometimes CDF is misunderstood to be money that is meant to empower the members of parliament than the community. When the CDF is conceptualized this way there is a danger that people are likely to see the money as handouts from the area MP.

4.4.3 Objectives of CDF

In order to find out how much knowledge the respondents had about CDF, they were asked to state any three objectives of CDF. As shown in Table 4.20 the study findings indicate that the most mentioned objectives of CDF were poverty alleviation, financing development projects, bringing equality and supporting education.

Table 4.20 Objectives of CDF Reported by the Respondents

| Objectives of CDF | Gatanga | | Kitui Central | |
|---------------------------|-----------------------------|-------------------------|-----------------------------|-------------------------|
| | Committee Members Frequency | Beneficiaries Frequency | Committee Members Frequency | Beneficiaries Frequency |
| Support Water Projects | 1 | 5 | 21 | 18 |
| Support Education | 35 | 45 | 47 | 48 |
| Poverty Alleviation | 76 | 82 | 83 | 27 |
| Development Projects | 109 | 82 | 89 | 118 |
| Enhance Security | 8 | 3 | 1 | 0 |
| Bringing Equality | 62 | 0 | 49 | 0 |
| Electricity Connectivity | 1 | 4 | 4 | 0 |
| Improve Roads | 11 | 22 | 18 | 17 |
| Improve Health Facilities | 3 | 13 | 8 | 12 |
| Support Agriculture | 0 | 3 | 3 | 5 |
| Create Employment | 0 | 10 | 0 | 26 |
| Total | 306 | 269 | 323 | 271 |

The researcher collected data from the key informants and the focus group discussions. Responses indicated that people in the two constituencies had good knowledge of the objectives of CDF. For instance in a Focus Group interview in Ithookwe, township ward, in Kitui Central constituency a respondent said that:

“CDF alleviates poverty, empowers the needy through bursaries, empowers the community through projects, and uplifts standards of living by creating jobs and supporting marginalized areas.”

In another FGD in the Kyangwithia East in the same constituency, one participant in the group discussion said that the objectives of CDF were to:

“Promote education, bring development to the people, improve living standards and help the poor through bursaries”

One of the key informants in Kitui Central explained the objectives of CDF as follows:

“Improve the wellbeing of citizens. The CDF office does this by bringing to the people projects that are meant to make their lives easier, for example water projects to ensure that people do not walk long distances to fetch water. It looks at priority needs of citizens and then tries to meet them. Every area has its priority needs that are different from other areas; it is up to the CDF office to try to meet these community needs. CDF Empowers citizens to be prepared for the future. There are those people who live from hand to mouth. Through civic education and funding of relevant projects, these people can be empowered to be self reliant.”

In Gatanga constituency, one Key Informant stated that the objectives of CDF were:

“To respond to the development needs of the constituency, reduce poverty, equating development according to poverty index rate to empower local people.”

Another Key Informant in Gatanga constituency explained the objectives of CDF were:

“To alleviate and reduce poverty, improve standards of living of the community members. To Increase employment opportunity especially for the youth in the projects as contractors and also the casual workers. To improve accessibility of education especially to marginalized communities, improvement of health in terms of reducing mortality and maternal health. It is also a tool of the government to achieve millennium goals to improve infrastructure.”

Thus information from the project committee members and from key informants and focus group discussions indicated that people had good knowledge of the CDF and its stated objectives. This awareness is likely to have a positive impact on the selection and management of CDF projects in the constituencies.

4.4.4 CDF Funding

The funding of projects is essential to their timely implementation since these projects largely depend on the CDF allocations.

4.4.4.1 Knowledge of Amount of Money Allocated to CDF

Respondents were asked whether they knew the amount of money allocated to the CDF project that they were participating in. The respondents were required to answer ‘yes’ or ‘no’ to the question. As shown in Table 4.21, majority of the committee members (98.7% in Gatanga and 88% in Kitui Central) knew the amount allocated to the projects. However, only a small percentage of the beneficiaries (16.8% in Gatanga and 22.7% in Kitui Central) knew how much money was allocated to their project. This low level of knowledge was likely to lead to low community participation in the projects.

Table 4.21 Respondents’ Knowledge of Money Allocated to the CDF Project

| Knowledge of Money Allocated to the CDF Project | Gatanga | | Kitui Central | |
|---|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Yes | 98.7 | 16.8 | 88.0 | 22.7 |
| No | 1.3 | 83.2 | 12.0 | 77.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.4.4.2 Amount of Money Given to the CDF Projects

Those respondents who said they knew the amount of money given were further asked to state the approximate amount allocated to the CDF project. Most (96.8% in Gatanga and 94% in Kitui Central) of the project committee members were able to state the approximate amount of money given to the CDF project. The findings are summarized in Table 4.22 which shows that according to the project committee members 32.5% of the CDF projects in Gatanga and 51% in Kitui Central had received less than Ksh 500,000 while 22.1 % of the projects in Gatanga and 11.9% in Kitui Central had received a funding of between Ksh 500,001-1,000,000. Only 11% and 16.6% had received more than two million shillings funding in Gatanga and Kitui Central respectively. This means that most of the projects funded by CDF are either small projects that do not require heavy capital investments, or they were yet to receive more money for their completion.

Responses from the projects beneficiaries confirm those from project committee members that show that CDF projects did not involve huge capital allocations.

Table 4.22 Committee Members and Beneficiaries’ Reports of the Approximate Amount of Money Allocated to the CDF Project

| Amount of Assistance Received | Gatanga | | Kitui Central | |
|-------------------------------|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Below 500,000 | 32.5 | 32.0 | 51.0 | 54.5 |
| 500,001-1000,000 | 22.1 | 12.0 | 11.9 | 9.1 |
| 1,000,001-1,500,000 | 27.3 | 12.0 | 7.9 | 14.2 |
| 1,500,001-2,000,000 | 3.9 | 28.0 | 6.6 | 4.0 |
| Above 2,000,000 | 11.0 | 14.0 | 16.6 | 16.1 |
| Does not know | 3.2 | 2.0 | 6.0 | 2.1 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

4.4.4.3 Adequacy of Allocated CDF Funds

The project committee members were asked if the CDF funds allocated to the project were adequate. Their responses were pre-coded as ‘more than adequate’, ‘adequate’, ‘barely adequate’ and ‘inadequate’. The findings were that only 9.7 percent of the project committee members in Gatanga and 5.3 percent in Kitui Central thought the funds were more than adequate, 68.2% in Gatanga and 44.4% in Kitui Central said the funds were adequate, 14.3% in Gatanga and 20.5% in Kitui Central said the funds were barely adequate, only 6.5 percent in Gatanga and 25.2% in Kitui Central thought that the funds were inadequate while 1.3 percent in Gatanga and 4.6 percent in Kitui Central did not know whether the funds were adequate or inadequate (Table 4.23). This shows mixed reactions to the question of adequacy of CDF funds. Generally, the project committee members seemed to be comfortable with the amounts allocated to the CDF. Thus lack of funds may not be a good reason for failure to complete projects in the

constituencies. In fact 63.1% of the respondents said that they were sure the funds allocated were adequate because some of the CDF projects had been completed.

Table 4.23 Project Committee Members’ Perceptions of Adequacy of Allocated CDF Funds

| Adequacy of CDF funds | Gatanga % | Kitui Central % |
|------------------------------|---------------------|---------------------------|
| More than adequate | 9.7 | 5.3 |
| Adequate | 68.2 | 44.4 |
| Barely adequate | 14.3 | 20.5 |
| Inadequate | 6.5 | 25.2 |
| Does not know | 1.3 | 4.6 |
| Total | 100.0 | 100.0 |
| N= | 154 | 151 |

In the key informant interviews and FGDs, the adequacy of funds was supported by the completion of CDF projects. For instance, in Kitui Central a key informant said:

“Markets have been completed such as Kithomboani, Kiembeni and Muvenesini market. Classes have been built to completion, such as Mulango primary, Muslim secondary, Kakuli primary and ithimani school.”

In a FGD in Kitui Central Constituency a participant said:

“Projects have been completed. We have Eng. Ngilu Secondary School, Tungutu dispensary, Ithookwe ladies toilet, Mbusyani primary school toilets, Makutano /Kithimani road, Mbusyani Secondary School and Kwa Maingi Dam which was poorly done”

In Gatanga Constituency evidence of adequacy of funds to complete CDF projects was also supported by cited completion of projects by the key informants and in FGDs. Some respondents thought that the money allocated was enough but was misappropriated. A key informant in the area reported that:

“Sometimes the money does not complete projects. The amount given is enough but the contractors sometimes buy materials at exaggerated costs or materials and money are stolen and projects come to a halt.”

Another informant in Gatanga said:

“CDF money is enough. It has completed Administration block in Rwatira School, Kigio’s chief’s camp, Kigio AP post, Ithangararie dispensary, Mukarara and Gabuya chiefs offices, Gatunyu primary school toilets and Kirwara police station.”

Another key informant said:

“Some have been completed and some are halfway. For example, Gatanga had 106 million and 25% is always allocated to bursaries only. The remaining 75% is shared by 6 wards. You can see per ward you will get some 12 million only. One school requires 4 million to be fully completed so one can only make 3 schools yet other projects such as bridges and roads are crucial yet they have not been implemented due to lack of adequate funds for all these proposals. We may say CDF is not doing much but in reality the funds are limited”

However one key informant in Gatanga reported that:

“There are no completed projects that I know of in this area”.

This information came from a politician and it could have been an illustration of the politics in CDF than the reality. The information from the respondents in both constituencies was that there are visible projects that had been completed in both constituencies. This was supported by evidence from the observation of the physical projects by the researcher.

4.4.4.4. Reasons That Made the Projects to be Chosen for CDF Funding

The researcher sought to know from both the committee members and the project beneficiaries the factors they considered important in the allocation of CDF in their constituencies. The respondents gave different responses.

4.4.4.5 Factors Considered by Committee Members in CDF Allocation

Project committee members were asked why the projects were chosen for CDF funding. They gave several reasons and as shown in Table 4.24, the most cited reasons for the selection of the projects was to meet the needs of the people (33.8% in Gatanga and 42.4% in Kitui Central), the need to improve the education of the people (25.6% in Gatanga and 11.9% in Kitui Central %), the need to enhance security (15.6% in Gatanga and 0.7 percent in Kitui Central) and the need to provide water to the people (1.3 percent in Gatanga and 14.6% in Kitui Central). The findings show that the reasons that project committee members stated as having contributed to the selection of the CDF projects were in line with the priority needs of the local people.

Table 4.24 Factors Considered by Committee Members in CDF Allocation

| Reasons Why Project Was Chosen For CDF Funding | Gatanga % | Kitui Central % |
|---|------------------|------------------------|
| Meet the needs of the people | 33.8 | 42.4 |
| To address lack of water | 1.3 | 14.6 |
| Priority to the people | 4.5 | 9.3 |
| Lack of infrastructure | 7.8 | 6.0 |
| To improve education | 15.6 | 11.9 |
| Renovation of dilapidated structures | 7.8 | 4.6 |
| Lack of funding | 2.6 | 2.6 |
| Promote culture | 0.0 | 0.7 |
| Prevent soil erosion | 0.0 | 0.7 |
| Security enhancement | 15.6 | 0.7 |
| Market for farm produce | 3.9 | 1.3 |
| Poor health | 7.1 | 4.6 |
| Total | 100.0 | 100.0 |
| N= | 154 | 151 |

4.4.4.6 Factors Considered by Beneficiaries Important in CDF Allocation

The project beneficiaries were asked to state the factors that were considered in the allocation of funds to CDF projects in their constituencies. Table 4.25 indicates the results. It was evident that in some cases the allocation of CDF was guided by the need for some facilities in the constituencies. In some cases allocation was influenced by public interests. However, other factors such as the priorities of the area MP, the need for educational enhancement and politics of the constituency influenced the allocation of CDF. The findings confirm that CDF as a grassroots fund is supposed to meet the immediate needs of the local populations.

Table 4.25 Factors Considered by Beneficiaries Important in CDF Allocation

| CDF Allocation Factors | Gatanga % | Kitui Central % |
|-------------------------------|----------------------|----------------------------|
| Public Interest | 7.1 | 8.3 |
| Need For Facilities | 56.9 | 42.2 |
| MP Priorities | 8.3 | 12.5 |
| Committee Decisions | 4.8 | 3.1 |
| Funds Availability | 7.2 | 4.7 |
| Educational Enhancement | 4.8 | 6.8 |
| Community Development | 3.6 | 7.8 |
| Employment Creation | 3.0 | 4.7 |
| Politics | 4.2 | 9.9 |
| Total | 100.0 | 100.0 |
| N= | 167 | 192 |

The researcher sought to get more information on factors that were considered in the allocation of funds to constituencies by interviewing the key informants and holding focus group discussions. A key informant in Gatanga constituency stated:

“I think when an MP is given CDF money he looks at the services available in his constituency and the population size for each ward. They also look at the Poverty levels when allocating the money. If there is a lot of poverty then they give more money to that constituency”

Another key informant in Gatanga said:

“I think they look at population size and poverty level because all constituencies are not the same in poverty level and population size. I think they give more money to those areas that are marginalized, have high population size or high poverty levels”

Yet another key informant in Gatanga said:

“We consider many issues as we go to the people. We invite people to contribute their views and issues on the different projects through barazas”

Another key informant in Gatanga had a more detailed explanation of factors considered in CDF allocation:

“I think the first thing they consider is the size of population in a square kilometer. Those areas that are densely populated get more allocation as compared to the less populated. The way the population is structured -the men, women and children influence how they allocate because of dependency level. Secondly, poverty level is considered because there are areas that are very poor and others that are better. Areas which have more resources get less CDF allocation but the areas with fewer resources get more allocation. I also think that the revenue that the government collects influences the allocation because they can't give funds if they don't have enough.”

In Kitui Central in a focus group discussion held at Ithookwe in the township ward a participant in the discussion said:

“Some of the factors considered include availability of funds in the kitty, personal relationship with the MP, campaigners for the MP get favoured, community priorities, socio-economic

background of the students who receive bursaries, whether the MP comes from your area or not and urgency of facilities such as toilets and classrooms.”

Yet a key informant from the same constituency reported that:

“You must consider the vulnerability of a particular community. For example, most of the students who get bursaries are from poor backgrounds. We must also consider the needs of the community which are missing and the facilities to fulfill those. Hospitals are many kilometers away from the local people and they have to be established.”

Thus the study findings were that the CDF allocations were understood to take into consideration the poverty levels and the needs of an area. However it was also evident that sometimes political factors were taken into account in the CDF allocations.

4.4.5 Committee Members’ Awareness of Other CDF Projects in the Area

In order to know whether the project committee members were aware of other CDF projects that were undertaken in their area apart from the one that was nearest their homes, they were asked to state three other projects that they knew that were funded by the CDF. The most cited CDF projects were education (31.8% in Gatanga and 42.5% in Kitui Central), health (22.7% in Gatanga and 13.7% in Kitui Central), administration (19.7% in Gatanga and 5.7 percent in Kitui Central) and security (16.6% in Gatanga and 3.3 percent in Kitui Central) and water (15.1% in Kitui Central). Other CDF projects that were cited by the respondents included roads, market, electricity and social halls (Table 4.26). This shows that respondents were well aware of other CDF projects in their areas that were supported by CDF. This was an indicator that CDF projects were available in the local communities.

When the CDF project beneficiaries were asked if they knew other CDF projects in their area, in Gatanga 62.4% and 50.7% in Kitui Central knew other CDF projects while 37.6% in Gatanga and 49.3% in Kitui Central had no knowledge of other CDF projects. The other CDF projects that were known by the beneficiaries of the two constituencies were schools, market stalls, fencing, health centers, bursaries, roads, electricity, police stations, water projects and chiefs’

camp. Only 53.3% of the respondents said they had benefitted from those other CDF projects while 46.7% had not benefitted.

Table 4.26 Project Committees' Awareness of Other Projects Funded by CDF

| Other Projects Funded by CDF | Gatanga % | Kitui Central % |
|-------------------------------------|------------------|------------------------|
| Education | 31.8 | 42.5 |
| Health | 22.7 | 13.7 |
| Electricity | 1.7 | 2.8 |
| Security | 16.6 | 3.3 |
| Administration | 19.7 | 5.7 |
| Market | 3.5 | 5.2 |
| Housing | 0.4 | 0.0 |
| Roads | 3.1 | 6.6 |
| Water | 0.0 | 15.1 |
| Social Halls | 0.4 | 5.2 |
| Total | 100.0 | 100.0 |
| Responses | 229 | 212 |

4.4.6 Beneficiaries' Awareness of Progress of the CDF Projects

To know whether CDF projects progressed well as per the expectations of community members, project beneficiaries were asked if they were happy with the progress of the CDF projects. As shown in Table 4.27 most of the respondents (78.5% in Gatanga and 67.3% in Kitui Central) were happy with the progress of the projects while only 21.5% in Gatanga and 32.7% in Kitui Central were not happy with the progress of the projects.

Table 4.27 Projects Beneficiaries' Reports About Progress of the CDF Projects

| Happy With Project Progress | Gatanga | | Kitui Central | |
|-----------------------------|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Yes | 117 | 78.5 | 101 | 67.3 |
| No | 32 | 21.5 | 49 | 32.7 |
| Total | 149 | 100.0 | 150 | 100.0 |

4.4.6.1 Reasons for unhappiness with Progress of CDF Projects

Project beneficiaries who were not happy with the progress of the CDF projects were asked to state why they were not happy. Table 4.28 shows that most of the respondents (66.6% in Gatanga and 89.4% in Kitui Central) were unhappy with the way the projects were managed. Some (26.7% in Gatanga) were unhappy that the projects being undertaken were not a priority to the people of the area while 6.7 percent in Gatanga and 10.6% in Kitui Central were unhappy because of failure to involve them in the CDF projects.

Table 4.28 Reasons provided by the Beneficiaries for not being happy with Project Progress

| Unhappy With Project Progress | Gatanga | | Kitui Central | |
|-------------------------------|-----------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Mismanagement | 20 | 66.6 | 42 | 89.4 |
| Failure to Involve community | 2 | 6.7 | 5 | 10.6 |
| Misplaced Priorities | 8 | 26.7 | 0 | 0.0 |
| Total | 30 | 100.0 | 47 | 100.0 |

4.4.6.2 Raising Issues about Progress of the CDF Project

Beneficiaries were asked if they had ever raised any issue about progress of the CDF projects. Only 9.7% of the beneficiaries had raised an issue about progress of CDF projects. A majority (87.9% in Gatanga and 92.7% in Kitui Central) of the respondents had not raised any issue about CDF management (Table 4.29). Thus, although a big number of the people were unhappy with the progress of projects they never bothered to raise questions.

When communities were dissatisfied with the progress of CDF projects and raised issues, they did so to CDF project managers (22.2% in Gatanga, 26.3% in Kitui Central), fellow community members (33.3% in Gatanga, 10.5% in Kitui Central), the Chief of their location (22.2% in Gatanga, 15.8% in Kitui Central), to the school head teachers (15.8% in Kitui Central), MPs (15.8% in Kitui Central), chairperson of the CDF projects (11.1% in Gatanga and 10.5% in Kitui Central). Only 11.1% of the beneficiaries in Gatanga and 5.3 percent in Kitui Central addressed their concerns to projects supervisors. The projects are meant to serve communities and they can only be effectively implemented when the public is actively involved and question the utilization of the allocated funds.

The researcher went further to find out the issues that were raised by the beneficiaries about CDF projects. The issues raised were about lack of materials for the construction of projects (34.3%), constructions being done poorly (25.7%), funds allocated were not enough to complete projects (20.0%), failure to address the problem of water shortage (14.3%), and bursaries were given selectively (5.7 percent). Thus although corruption in the projects and politicization were on various occasions cited as a problem in CDF implementation, communities never raised these concerns to the relevant bodies.

Table 4.29 Beneficiaries' Reports on Raising Issues about CDF Progress

| Ever Raised Any Issue | Gatanga | | Kitui Central | |
|-----------------------|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Yes | 18 | 12.1 | 11 | 7.3 |
| No | 131 | 87.9 | 139 | 92.7 |
| Total | 149 | 100.0 | 150 | 100.0 |

4.4.7 Awareness of CDF Project Meetings

The projects beneficiaries were required to state whether they were aware of any CDF meeting that was ever called in their area. The findings show that only 37.6% of the respondents in Gatanga were aware of a CDF meeting that was ever called in their area compared to 44% in

Kitui central. A bigger percentage of the respondents comprising 62.4% in Gatanga and 56% in Kitui Central were not aware of any CDF meeting (Table 4.30). This was an indicator that community awareness and participation in CDF decisions was low. If the community was actively engaged in CDF projects one would expect them to have been aware of and attended a CDF meeting.

Table 4.30 Project Beneficiaries Awareness about CDF Meetings

| CDF Meetings | Gatanga | | Kitui Central | |
|--------------|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Yes | 56 | 37.6 | 66 | 44.0 |
| No | 93 | 62.4 | 84 | 56.0 |
| Total | 149 | 100.0 | 150 | 100.0 |

When project beneficiaries were asked about who called for the CDF meeting the responses were as presented in Table 4.31 which shows that those who called for CDF meetings were the area chief (66.1% in Gatanga compared to 35.9% in Kitui Central) and the MP (19.6% in Gatanga and 31.1% in Kitui Central). Others who called for CDF meetings were the CDF manager, chairperson of the CDF projects, school principals and MCAs.

Table 4.31 Project Beneficiaries Responses on Persons Who Called for CDF Meetings

| Person who called CDF Meeting | Gatanga | | Kitui Central | |
|-------------------------------|-----------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Fellow Community Members | 0 | 0.0 | 4 | 6.6 |
| Area MP | 11 | 19.6 | 19 | 31.1 |
| School Principal | 1 | 1.8 | 7 | 11.5 |
| Manager | 2 | 3.6 | 9 | 14.8 |
| MCA | 1 | 1.8 | 7 | 11.5 |
| Chairperson of the project | 4 | 7.1 | 7 | 11.5 |
| Members of the group | 0 | 0.0 | 3 | 4.9 |
| Chief | 37 | 66.1 | 5 | 8.2 |
| Total | 56 | 100.0 | 61 | 100.0 |

4.5 Accelerators of CDF Implementation

The third objective of this study was to find out the accelerators of CDF implementation. Accelerators were factors that facilitated or slowed down implementation of the fund and were community participation in the projects; technical support; and CDF design and intervention.

4.5.1 Community Participation in the CDF Projects

The indicators of participation were: manner of participation in the projects; leadership/membership in the projects management committee, attendance of meetings and participation by MPs and MCAs in CDF decisions.

4.5.1.1 Ways in Which Respondents Participated in CDF Projects

First, the researcher sought to know whether CDF project committee members were also members of self help groups and whether these groups could be the ones managing the CDF projects. Only 3.3% of the CDF projects committee members said that their projects were managed by self help groups. These were self-help groups which community members joined by paying a small membership fee of between Ksh 20 to Ksh 300. These groups offered social and economic support to the members. The researcher then proceeded to find out the position that the project committee members held in the CDF projects. The findings were that 55.1 % of the respondents did not hold any position in the groups. Some of the respondents however held positions of secretary, chairperson, treasurer, or co-ordinator of CDF projects.

The researcher also sought to find out from the project beneficiaries if there were some CDF projects that were managed by self help groups. The research findings were that only a small percentage (1.8 percent) of CDF projects were managed by self help groups. The respondents who said that the projects were managed by a self help group also said that they were members of the group. When asked when they joined the group, 40% reported that they joined the group in the year 2008 while the 60% joined in the years 2012, 2013 and 2014, respectively. Most (60%) of the members of the self help groups reported that they paid some membership fee to join the group while 40% of the respondents did not pay any fee. Most (60%) of the members of the self help groups reported that their groups were beneficial. One group was in the business of grocery

while the other was a merry go round self help group. Generally self help groups were not involved in CDF management. The management of CDF projects was by project management committees.

To find out their level of participation in CDF projects, project committee members were asked to indicate the ways in which they had participated in the projects. They were presented with different ways in which they could have participated and were required to indicate whether they had participated in that activity or not. Table 4.32 indicates how project committee members and the projects beneficiaries participated in the CDF projects.

The project management committee members had actively participated in attending meetings (95.5% in Gatanga and 94.7% in Kitui Central), identification of CDF projects (91.5% in Gatanga, 83.4% in Kitui Central), preparation of projects proposals (88.9% in Gatanga, 72.8% in Kitui Central) and in making decision about use of money (77.3% in Gatanga, 73.5% in Kitui Central). They were least involved in the contribution of their own labor (3.2 percent in Gatanga and 5.3 percent in Kitui Central), materials (2.6 percent in Gatanga, 5.3 percent in Kitui Central) and cash (0.6 percent in Gatanga, 2 percent in Kitui Central). This was expected since the CDF projects were financed by the kitty. Project management committees and members of the community were not expected to contribute their own money to finance CDF supported projects. The findings indicate that project committee members actively participated in the projects. It was clear that development projects were not conceived elsewhere and brought to the people. There was a realization that as members of the community, project committee members had to be actively involved in the design and implementation of community development projects. This was necessary for the community ownership and the success of development projects in the constituencies.

Project beneficiaries were also asked to state whether they had participated in various aspects of the CDF projects. From the data it was evident that the most common forms of community participation were in terms of attending CDF project meetings (14.6% in Gatanga, 12.1% in Kitui Central). They also participated in the identification/selection of CDF projects (14.9% in Gatanga, 11.2% in Kitui Central). Only 3.9 percent in Gatanga and 1.9 percent in Kitui Central participated in the preparation of projects proposals, 2.8 percent in Gatanga and 1.3 percent in

Kitui participated in making decisions about use of CDF money, 2.1 percent in Gatanga and 0.6 percent in Kitui Central contributed own cash, 0.9 percent in Gatanga and 1.1 percent in Kitui Central contributed own labour such as carrying sand to the building sites and flooring, while only 0.6 percent in Gatanga and 1.1 percent in Kitui Central contributed materials such as stones. The data therefore indicated very low levels of community members participation in various aspects of CDF compared to the high participation by the project committee members.

Table 4.32 Respondents Participation in Various Aspects of the CDF Projects

| Respondents Participation in CDF Projects | Gatanga | | Kitui Central | |
|---|-------------------|---------------|-------------------|---------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Identification/Selection of CDF Projects | 91.5 | 14.9 | 83.4 | 11.2 |
| Preparation of Projects Proposals | 88.9 | 3.9 | 72.8 | 1.9 |
| Making Decision about Use of CDF Money | 77.3 | 2.8 | 73.5 | 1.3 |
| Attending Project Meetings | 95.5 | 14.6 | 94.7 | 12.1 |
| Contributed own Labor | 3.2 | 0.9 | 5.3 | 1.1 |
| Contributed Materials | 2.6 | 0.6 | 5.3 | 1.1 |
| Contributed own Cash | 0.6 | 2.1 | 2.0 | 0.6 |
| N= | 154 | 149 | 151 | 150 |

When asked whether they had been requested to contribute for the CDF projects, the sampled beneficiaries' responses are shown in Table 4.33. Only 7.4 percent had been asked to contribute to the CDF projects while 92.6 % had not been asked to contribute to the projects. This is an indicator of low community participation in CDF projects. Those who said they had been asked to contribute were further asked what they contributed. Their contributions were in form of cash, labor and materials. From the findings, community members' contribution to the CDF projects in terms of cash, labour and materials was minimal. This was because the projects were supposed to be fully funded from the CDF kitty.

Table 4.33 Respondents' Reports about their Contribution to the CDF Project

| Contribution to CDF Project | Gatanga | | Kitui Central | | Total | |
|-----------------------------|------------|--------------|---------------|--------------|------------|--------------|
| | Number | % | Number | % | Number | % |
| Yes | 16 | 10.7 | 6 | 4.0 | 22 | 7.4 |
| No | 133 | 89.3 | 144 | 96.0 | 277 | 92.6 |
| N= | 149 | 100.0 | 150 | 100.0 | 299 | 100.0 |

When asked why they did not contribute to CDF projects, some (61.1% in Gatanga and 49% in Kitui Central) of the project beneficiaries said they did not contribute to CDF because they were never asked to contribute (Table 4.34). Others (12.4% in Gatanga, 19% in Kitui Central) did not have funds to contribute to CDF while some (26.5% in Gatanga, 32% in Kitui Central) of the respondents were aware that they were not expected to contribute their own cash because CDF projects were supposed to be fully funded by the CDF kitty.

Table 4.34 Reasons Given by Project Beneficiaries for Not Contributing to CDF Projects

| Reasons for Failure to Contribute to CDF | Gatanga | | Kitui Central | | Total | |
|---|------------|--------------|---------------|--------------|------------|--------------|
| | Number | % | Number | % | Number | % |
| Have never been asked to contribute | 69 | 61.1 | 49 | 49.0 | 118 | 55.4 |
| Did not Have Funds to Contribute | 14 | 12.4 | 19 | 19.0 | 33 | 15.5 |
| Projects were supposed to be supported by CDF money | 30 | 26.5 | 32 | 32.0 | 62 | 29.1 |
| N= | 113 | 100.0 | 100 | 100.0 | 213 | 100.0 |

4.5.1.2 Leadership/Membership in the Projects Management Committee

To understand communities' participation in CDF through interaction with the project committee members, the researcher asked the projects beneficiaries whether they knew anyone in the area who was a member of the project management committees. The results are shown in Table 4.35.

From these findings, almost half (49.2%) of the respondents had knowledge of someone who was a member of the projects committee while slightly more than half (50.8%) of the respondents did not know someone who was a member. Knowledge of membership into CDF projects committees was important because projects committee members could be consulted by the people on matters to do with CDF projects.

Table 4.35 Project Beneficiaries Knowledge of Anyone who was a Member of Project Management Committee

| Know Member of Project Management Committee | Gatanga | | Kitui Central | |
|--|----------------|--------------|----------------------|--------------|
| | Number | % | Number | % |
| Yes | 76 | 51.0 | 71 | 47.3 |
| No | 73 | 49.0 | 79 | 52.7 |
| Total | 149 | 100.0 | 150 | 100.0 |

4.5.1.3 Attendance of CDF Meetings by Project Beneficiaries

One way of participating in CDF projects by the community is through the attendance of projects meetings. Projects beneficiaries were asked if they had ever attended a CDF meeting. Table 4.36 shows that in Gatanga 32.2 % of the respondents had attended a meeting on the CDF projects while 67.8% had not attended while in Kitui Central only 28.7% had attended and 71.3% had not attended any CDF meeting. This means that community participation in CDF was low because if communities were actively involved in CDF projects, one would expect them to have attended a meeting to discuss community development projects. Failure to attend meeting was an indicator of low communities' participation in the development projects.

Table 4.36 Attendance of CDF Meetings by the Project Beneficiaries

| Meeting Attendance | Gatanga | | Kitui | |
|---------------------------|----------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Yes | 48 | 32.2 | 43 | 28.7 |
| No | 101 | 67.8 | 107 | 71.3 |
| Total | 149 | 100.0 | 150 | 100.0 |

Project beneficiaries were also asked why they had not attended the CDF meetings. The reasons are summarized in Table 4.37. The reasons for not attending CDF meetings included lack of awareness about CDF meetings, lack of time and being too committed in other activities. There is need to improve communication of information about CDF projects to the community members because they are the key beneficiaries of CDF. For instance some of the community members thought that meetings for CDF were only supposed to be attended by the project committee members. Thus, even when they are called for public participation meetings they did not attend.

Table 4.37 Reasons Given by Project Beneficiaries for Not Attending CDF Meetings

| Reasons for not Attending Meeting | Gatanga | | Kitui | |
|---------------------------------------|-----------|--------------|-----------|--------------|
| | Number | % | Number | % |
| No meeting ever called | 7 | 10.3 | 39 | 43.3 |
| Lack of time to attend | 19 | 27.9 | 9 | 10.0 |
| Commitment in other activities | 5 | 7.4 | 10 | 11.1 |
| Not a member of CDF Project Committee | 7 | 10.3 | 18 | 20.0 |
| Not informed there was a meeting | 30 | 44.1 | 14 | 15.6 |
| Total | 68 | 100.0 | 90 | 100.0 |

The project beneficiaries were further asked if a meeting had been held in the community to discuss the progress of their CDF projects. Responses were as shown in Table 4.38. Only 19.4% of the respondents said that a meeting had ever been called to discuss the progress of CDF projects. Majority (80.6%) of the respondents said that no meeting had ever been called to discuss the progress of the CDF projects. This shows that the level of community participation in decision making on CDF projects was very low.

Table 4.38 Discussion of the Progress of CDF Projects in a Meeting

| Discussion of Progress of CDF projects | Gatanga | | Kitui | |
|--|------------|--------------|------------|--------------|
| | Number | % | Number | % |
| Yes | 25 | 16.8 | 33 | 22.0 |
| No | 124 | 83.2 | 117 | 78.0 |
| Total | 149 | 100.0 | 150 | 100.0 |

Qualitative data from the key informants and focus group discussions confirmed that there was low community participation in CDF projects.

In Kitui Central in a focus group discussion the following sentiments about community participation in CDF were expressed by different participants:

“The community participates by choosing project committee members, identifying their own priority needs, providing labor for projects, providing materials such as sand, wood and bricks and attending project meetings.”

In another focus group discussion in Kitui Central the following sentiments were expressed by different community members:

“People are given work in the CDF projects such as construction work and carrying building materials to the building sites.”

“They used to get constructors from far but nowadays they get workers from this community. Although tenders are given to those politically correct and they overcharge”.

“They get stones, water and building sand here.”

“We sometimes participate by giving our views on projects in the CDF meetings.”

A key informant in Kitui central said that decisions on utilization of CDF funds were by the projects committees but other community members contributed by giving their opinions, labour and materials.

“People give opinions on how allocated CDF money should be used. But it is the committees that are involved in the actual utilization of allocated funds. “The community provides local materials like water, sand, and changarawe. At times, these materials are bought from the community especially if allocated funds are enough to complete the project. At other times, the community donates these materials free of charge. This happens when the allocated funds are not enough so the community steps in to supplement. Donation of materials is mostly done to school projects where parents with children in the school give materials for free. The community also provides labour in these CDF projects. Labour in most cases is paid for using the allocated funds as people always say that CDF is government money and therefore they cannot work for free.”

Another key informant in Kitui central said community contributed labour and materials when the money allocated was not enough:

“People help in identifying projects, constituting the project management committees, provision of local materials for projects such as classroom building when the budget is small like we had a budget of Ksh. 250,000. We also provided labour for the classroom project. CDF is an empowerment program for all local people so they help in providing labour, building material and so on”

In Gatanga constituency in a focus group discussion it was reported that community participation was low with the incumbent MP than it was with the former MP:

“In the past, people used to participate by giving their views and priorities but with the current MP we have not been involved at all with any of his projects.”

“Sometimes they only write proposals for some projects but that’s it.”

“People used to provide labour in the CDF projects. Many people were employed in those projects of peter Kenneth (former MP). He would call us for meetings and we would give our priorities.”

“Kenneth was not like the current MP. I went to the current MP because of school fees problem and I was not assisted. They said the father of the child is rich. The child has not gone to school for one year and he had passed the exam well.”

A key informant in Gatanga constituency confirmed that community participation was low and was political:

“The people here do not participate in CDF projects very much especially this time that CDF has become very political. The MP is the patron and that being the case he uses his powers to put his supporters in the committees and therefore we do not participate much. They don’t give us an opportunity to choose our representatives.”

Thus the participation of people in CDF decisions was minimal and highly politicized. The participation depended on the ability of the MP to involve people in the CDF projects. It was evident that in Gatanga constituency people still remembered their former MP for his ability to involve them in CDF projects. The participation of people in CDF therefore to a large extent depended on the political leadership provided by the sitting MP.

4.5.1.4 Participation by the MPs and MCAs in CDF Decisions

To further understand community participation in CDF, committee members were asked to say whether there was active participation by the area MP in decisions on CDF projects. The responses given to choose from were ‘extremely’, ‘quite a bit’, ‘somewhat’, ‘a little bit’, ‘not at all’. As shown in Table 4.39, in Gatanga constituency 40.9% extremely agreed that there was active participation by the area MP in decisions on CDF management while 40.3% agreed that there was quite a bit of active participation by the area MP and only 2.6 percent did not agree at all. In Kitui Central 40.4% extremely agreed that there was active participation by the area MP in decisions on CDF management while 39% agreed that there was quite a bit of active participation

by the area MP and only 3.4 percent did not agree at all. This was an indicator that the CDF project committee members were aware that MPs were very influential in CDF decisions.

Committee members were further asked to say whether there was active participation by MCAs in CDF decisions. In Gatanga constituency, only 15.9% said that MCAs had a very active role with 42.4% saying that MCAs had not participated in making decisions about CDF projects at all. In Kitui Central 19.4% of respondents extremely agreed that there was active participation by the MCAs in decisions on CDF management while 34.7% agreed that there was quite a bit of active participation by the area MCAs and 18.8% did not agree at all.

Table 4.39. Committee Members Responses on Participation by MPs and MCAs in CDF

| Participation by MPs and MCAs | Gatanga | | | | | Kitui Central | | | | | N= |
|---|---------|------|------|------|------|---------------|------|------|------|------|-----|
| | % | | | | | % | | | | | |
| | EXT | QA | SW | AL | NA | EXT | QA | SW | AL | NA | |
| Participation by the MPs in CDF Decisions | 40.9 | 40.3 | 10.4 | 5.8 | 2.6 | 40.4 | 39.0 | 11.0 | 6.2 | 3.4 | 300 |
| Participation by MCAs in CDF Decisions | 15.9 | 16.6 | 11.9 | 13.2 | 42.4 | 19.4 | 34.7 | 15.3 | 11.8 | 18.8 | 295 |

Key

EXT=Extremely, QA=Quite A bit, SW=Somewhat, AL= little bit, NA= Not at All.

To understand the role of MPs and MCAs in CDF decisions, respondents were asked what the role of MPs and MCAs in CDF decisions was. In Gatanga a key informant reported:

“MP is supposed to have an oversight role, overseeing projects from their identification up to completion of projects, in terms of finances and if procurement is done they ensure there is

transparency and also to see the projects have a certain standard and accountability of money allocated to them. He is the chairman and takes the committee through what projects are to be prioritized given the allocation available in his constituency. The MP does resource mobilization when he goes to discuss about his people's needs and amount of money to be allocated in his area. The MP if focused could seek partners to get more resource mobilization for the development of his constituency."

The same key informant said about the MCAs:

"I have not heard them anywhere. I think they are like opinion leaders."

Similar sentiments were expressed in a focus group discussion in Gatanga constituency. They said that:

"The MP is the leader of the constituency and all funds come to his office. He also monitors the money by coming to the ground and ensuring it is used well by the contractors otherwise payments can be denied but many at times this does not happen"

Given the influential role of an MP the success of CDF projects depends on the MP and his ability to listen and work with the community. This was clearly articulated in a FGD in Gatanga. One member of the FGD explained that:

"The MP comes to inspect projects. We have seen him start new projects and make a follow up on the older projects. But Roho Safi (nickname for current MP) is not doing much compared to former MP (Peter Kenneth). We have forgotten that we have an MP or MCA. We are surprised because they are doing nothing. Peter Kenneth was very good; he used to listen to the people. Nowadays we only hear our governor, others we don't know their work"

Key informant interviews and focused group discussions were also held in Kitui Central constituency. Here respondents equally knew how influential the MP was in CDF management. In a focus group discussion a participant said:

“I think the MP is in charge of disbursement of money and cheque signing. The MP usually influences project allocation and rewards his followers with money. He gives bursary cheques for CDF educational beneficiaries. The MP is also good at employing his relatives in the CDF offices. I don’t know the role MCAs play in CDF but I think they accompany the MPs to the project areas.”

The role of MCAs was however unclear to the constituents. When asked about the role of MCAs, respondents were unable to answer the question clearly. The confusion comes in because whereas they know MCAs have no control of the funds they are sometimes seen accompanying MPs when they are issuing cheques for CDF funds. A key respondent in Kitui Central said:

“I don’t know their work, but I hear nowadays they have some role in the CDF projects.”

Another key informant in Kitui said:

“MCAs are just there to see where CDF funds are going, but they are eating the money a lot. We just saw them during campaigns telling us how they were going to help us. Since then we rarely see them, so it is difficult for us to know their role.”

Another key informant in Kitui Central said:

“I don’t know the work of MCAs. They call for meetings to give civic education and to explain to the people about CDF allocations”.

In yet another FGD it was said that:

“It is a new office, it is too early to tell what their role is, I don’t even understand. I have even never seen our MCA since elections. He has not helped to start any development project here. I cannot tell his role as it overlaps with the role of MP. He is supposed to represent the people because he stays nearer the people than the MP.”

In Gatanga a key informant also noted about MCAs:

‘The MCA contributes to the projects indirectly. He visits the projects in this area. Like that school near my home, he used to visit when it was being constructed. Although he does not give money, he is trying.’

Yet another key informant said:

“I am not sure that MCAs have any role as they belong to the county government.”

The views showed the kind of confusion there was about the role of MPs and MCAs in CDF management. While most respondents knew that there was a clear cut role for the MP, there was confusion on whether MCAs were part of the CDF management and exactly what their role was in CDF. It was clear that MCAs had limited role to play in the CDF management. Unlike MPs whose role was clearly spelt as the patron of CDF, communities did not really know whether MCAs had a role in CDF, yet some MCAs were seen by the communities visiting the projects, thereby bringing more confusion to the communities.

According to the CDF Act of 2013, the role of the Member of Parliament is purely an oversight of the fund. The CDF Act bars MPs from direct authority over CDF. The Act gives MPs only a ceremonial role of mobilizing members of the community for project identification and prioritization. Administration of the CDF is supposed to be in the hands of the CDF Board and its holders are supposed to be accountable for use of funds. The Board consults the MP on the proposed names of people to sit in the CDF committee before they are presented to parliament. The Act also mandates MPs to convene Ward meetings to discuss development projects in their constituencies.

To understand the role MPs were playing in the CDF, project committee members were given a number of statements about their area MP and CDF and they were asked whether they ‘strongly agreed’, ‘agreed’, ‘uncertain’, ‘disagreed’ or ‘strongly disagreed’ with the statements. The results are presented in Table 4.40.

The study findings indicate that in Gatanga 64.3% of the project committee members strongly agreed that their MPs played an influential role in the selection of CDF projects, 31.2% agreed,

0.6% uncertain, 2.6% disagreed and 1.3% strongly disagreed. In Kitui Central 57.7% strongly agreed, 32.5% agreed, 2.6% were uncertain, 4.6% disagreed and 2.6% strongly disagreed (Table 4.40). These responses show that MPs were very influential in selection of CDF projects in their constituencies. This is a leading role that was likely to be exploited by the MPs in order to get political mileage.

Project committee members were also asked whether the MP played an influential role in the disbursement of CDF monies. The results were that in Gatanga 59.1 % strongly agreed and 34.4% agreed while in Kitui Central 48.3% strongly agreed and 33.1% agreed (Table 4.40). In total an overwhelming 93.5% of the project committee members in Gatanga said that the MP of the constituency played an influential role in the disbursement of CDF money compared to 81.4% in Kitui Central.

When the project committee members were asked to state the role of the MP in the disbursement, the most cited role was funds allocation (32.5%), followed by decisions on projects identification (27.8%), oversight role at 15.9%, patron of CDF at 12.3%, chairperson (6.0%) and managing projects' committees (5.3%). Only 0.3% of the respondents said that the MP did not play a role in CDF disbursement. This shows that contrary to the CDF Act of 2013, MPs were influential in disbursement of the CDF. This should be a big concern to community development projects because the reason why CDF Act of 2007 was revised was to stop MPs from controlling the fund. It was then argued that under the 2007 Act MPs were policy makers, implementers, and auditors of themselves; that MPs rewarded their followers at the expense of their opponents resulting in development projects that were skewed in favor of individual interests; MPs were likely to credit themselves with development projects achieved through CDF and use them as campaign tools hence giving incumbent MPs an edge over aspirant MPs who had no control of the fund (Mapesa, 2006). The study findings show that even after revision of the CDF Act the MPs continued to play an influential role in CDF disbursement.

The researcher asked the committee members whether MPs were influential in the management of CDF and found that in Gatanga 39.0% strongly agreed, 40.9% agreed, 7.1% were uncertain, 11.7% disagreed and 1.3% strongly disagreed. In Kitui Central 41.1% strongly agreed, 37.7% agreed, 7.3% were uncertain, 7.3% disagreed and 6.6% strongly disagreed (Table 4.52). When

asked to state the role of the MPs in management of CDF, 29.5% cited leadership role, 21.7% monitoring of funds, 21.7% projects management, 17.6% oversight, 7.1% coordination of various functions of CDF while only 2.4% said MPs had no role in the management of CDF. This demonstrates that MPs had powers in management of CDF contrary to the CDF Act of 2013. This is likely to negatively affect CDF projects because MPs lack supporting mechanisms and systems to manage development funds (Mapesa, 2006).

Committee members were further asked whether the CDF projects were skewed to favor the interests of the MP of the constituency. In Gatanga, 27.5% strongly agreed, 39.9% agreed, 16.3% of the respondents were uncertain, 10.5% disagreed and 5.9% strongly disagreed. In Kitui Central, 12.8% strongly agreed, 22.8% agreed, 30.2% of the committee members were uncertain, 20.2% disagreed and 14.1% strongly disagreed (Table 4.40). The results show that on average 20.2% strongly agreed, 31.4% agreed, 23.3% were uncertain, 15.6% disagreed while only 10% strongly disagreed. This had a negative impact on development projects because MPs are politicians with partisan interests and they were therefore likely to divert more money to their strongholds.

As a follow up question, committee members were asked whether the MP of the constituency ensured that more money was allocated to areas where he got more votes in the last election. The findings were that in Gatanga 29.1% strongly agreed, 35.8% agreed while 21.2% were uncertain, only 7.9 percent disagreed while 6.0 percent strongly disagreed. In Kitui Central 12.7% strongly agreed, 20.7% agreed while 30% were uncertain, 22% disagreed while 14.7% strongly disagreed. This finding confirms that CDF is a political fund that is disbursed according to political considerations. This is contrary to the CDF Act of 2013 Section 22 which requires that:

“...Projects under this Act shall be Community based in order to ensure that the prospective benefits are available to a widespread cross section of the inhabitants of a particular area.”

Committee members were also asked whether it was a good idea to have their MP being in charge of distribution of CDF. In Gatanga only 12.5% of the committee members strongly agreed while 22.4% agreed, 13.8% uncertain, 28.9% disagreed and 22.4% strongly disagreed. In Kitui Central only 17.3% of the committee members strongly agreed while 34% agreed, 16.7% uncertain, 22.7% disagreed and 9.3 percent strongly disagreed (Table 4.40). Thus on average

43.1% of the committee members were in agreement that MPs should control CDF, the percentage that was uncertain in the two constituencies was 15.3% while 25.8% disagreed and 15.9% strongly disagreed. Thus, we have a slightly bigger percentage agreeing that MPs should be in charge of CDF. However since the respondents were appointed with the influence of the MPs and are themselves beneficiaries in form of allowances they may want the MP to continue being in charge of CDF. Furthermore the project committee members were sometimes appointed among the supporters or friends of MPs (Mapesa, 2006).

Given the influential role an MP has in CDF management, it would be necessary to hold them accountable for the utilization of CDF. Thus the researcher wanted to know whether project committee members had a way of holding the MPs accountable. The findings were that in Gatanga 29.4% strongly agreed that they did not have a way of holding the MP accountable while 34 % agreed, 12.4% uncertain, 19.6% agreed and 4.6% strongly disagreed. In Kitui Central 21.2% strongly agreed that they did not have a way of holding the MP accountable while 25.2% agreed, 17.2% uncertain, 24.5% agreed and 11.9% strongly disagreed (Table 4.40). Thus, cumulatively 54.9 % of the respondents in the two constituencies were in agreement that MPs could not be held accountable. When MPs cannot be held accountable, it opens room for corruption in the CDF projects.

The committee members were also asked whether some of the CDF project Committee members were allies, followers, supporters, friends, cronies or relatives of the area MP. In Gatanga those who strongly agreed were 26.6%, 36.4% agreed, 29.9% were uncertain, 3.9% disagreed while only 3.2 percent strongly disagreed. In Kitui Central those who strongly agreed were 16.8%, 22.8% agreed, 23.5% were uncertain, 18.8% disagreed while 18.1% strongly disagreed. Those who were uncertain could be because they did not want to agree or disagree, perhaps they were themselves associated with the MPs. In the past different forms of corruption had been reported in CDF. These included funding projects that were not a priority; favoring some geographic areas of MP where the MP has support in selecting projects; collusion in awarding tenders and unclear tendering procedures; double funding of projects; starting new projects instead of following through on implementing of those existing in order for an MP to tie their name to particular project; poor contract management leading to contractors being paid for incomplete projects (Gikonyo, 2008; NACCSC, 2008).

The committee members were asked whether there were some advantages when MPs were in charge of CDF. Despite the challenges presented by MPs participation and involvement in CDF, respondents mentioned some advantages of MPs being in charge of the fund. Some respondents said MPs offered leadership (27%), they helped to check corruption (23%), and they helped in disbursement of funds (20.3%). Some thought their role was actually to promote corruption (11.1%) while 18.6% thought there was no advantage of MPs being in charge of CDF.

When asked about the disadvantages of MPs being in charge of CDF, 36.3% said the disadvantages were that they promoted corruption, 30.0% cited that MPs considered their own political interests, 19% said there was a shortage of funds when MPs were in charge, 11.7% said the MPs could not bring development while 3% said there was no disadvantage of MPs being in charge of CDF. Committee members were further asked to suggest if the MP was not in charge of distribution of CDF, who should be in charge. The committee members gave different suggestions with 25.4% preferring the County Government to take charge of CDF, 18.4% MCAs, 17.7% the CDF manager, NGOs and CDF committee at 13.0% each, chiefs and religious leaders at 3 percent each, the president at 0.7 percent, while 5.0 percent did not have a preference of any other person. The study findings show that MPs were perceived to be influential in all aspects of CDF and this could open room for corruption in disbursement and management of CDF. This could negate the objectives of CDF which is combating poverty at the grassroots and availing basic services such as water, health and education. Thus, though the MPs are supposed to oversight projects, in reality they were found to be largely in control of CDF management in disregard of the CDF Act.

Table 4.40 Project Committee Members Responses on Participation of MPs in CDF

| Agreement/disagreement | Gatanga | | | | | Kitui Central | | | | |
|--|---------|------|------|------|------|---------------|------|------|------|------|
| | SA | A | U | D | SD | SA | A | U | D | SD |
| | % | % | % | % | % | % | % | % | % | % |
| The MP of this constituency play an influential role in the selection of CDF projects | 64.3 | 31.2 | 0.6 | 2.6 | 1.3 | 57.7 | 32.5 | 2.6 | 4.6 | 2.6 |
| The MP of this constituency play an influential role in the disbursement of CDF monies | 59.1 | 34.4 | 1.9 | 3.9 | 0.6 | 48.3 | 33.1 | 7.9 | 6.6 | 4.0 |
| The MP of this constituency play an influential role in the management of CDF projects | 39.0 | 40.9 | 7.1 | 11.7 | 1.3 | 41.1 | 37.7 | 7.3 | 7.3 | 6.6 |
| CDF projects are skewed to favor the interests of the MP of this constituency | 27.5 | 39.9 | 16.3 | 10.5 | 5.9 | 12.8 | 22.8 | 30.2 | 20.1 | 14.1 |
| The MP of this constituency ensures that more money is allocated to areas where he got more votes in the last election | 29.1 | 35.8 | 21.2 | 7.9 | 6.0 | 12.7 | 20.7 | 30.0 | 22.0 | 14.7 |
| It is a good idea to have our MP being in charge of distribution of CDF | 12.5 | 22.4 | 13.8 | 28.9 | 22.4 | 17.3 | 34.0 | 16.7 | 22.7 | 9.3 |
| As Project committee members we have no way of holding the MP accountable for the utilization of CDF | 29.4 | 34.0 | 12.4 | 19.6 | 4.6 | 21.2 | 25.2 | 17.2 | 24.5 | 11.9 |
| Some of the CDF project Committee members are allies(followers, supporters, friends, cronies or relatives) of the area MP | 26.6 | 36.4 | 29.9 | 3.9 | 3.2 | 16.8 | 22.8 | 23.5 | 18.8 | 18.1 |

Key %= percentage SA=Strongly Agree A=Agree U=Uncertain D= Disagree SD=Strongly Disagree

4.5.1.4.1 Project Beneficiaries Views about MPs in CDF Interventions

To understand participation by MPs researcher asked the project beneficiaries whether they strongly agreed, agreed, uncertain, disagreed or strongly disagreed with several statements about the CDF and the intervention by the members of parliament. Those who strongly agreed that MPs played an influential role in the selection of CDF projects comprised 52.9% of the respondents, those who agreed 29.1% and 12.5% were uncertain. Only 2.1% strongly disagreed while 3.5% disagreed. When respondents were asked whether the MPs played an influential role in the disbursement of CDF money, 52.1% strongly agreed, 31.3% agreed, 14.1% were uncertain, 2.1% disagreed and only 1.4% strongly disagreed.

Beneficiaries were asked whether the MPs played an influential role in the management of the CDF projects. Those who strongly agreed comprised 37.0% of the respondents, 31.5% agreed, 23.5% were uncertain, 6.6% disagreed and only 1.4% strongly disagreed. They were also asked whether the CDF projects were skewed to favor the interests of the MP of the constituency. The respondents who strongly agreed were 29.7%, 25.2% agreed, 27.2% were uncertain, 11.4% disagreed and only 6.6% strongly disagreed. When the beneficiaries were asked whether the MPs ensured that more CDF money was allocated to areas where they got more votes in the last election, 30.6% strongly agreed, 25.8% agreed, 26.1% were uncertain, 11.3% disagreed and only 6.2% strongly disagreed. On whether it was a good idea to have the MPs being in charge of distribution of CDF only 11.4% strongly agreed, 24.2% agreed, 23.5% were uncertain, 26.6% disagreed, and only 14.2% strongly disagreed. When the interviewees were asked whether some of the CDF projects Committee members were allies (followers, supporters, friends, cronies or relatives) of the area MP, 30.6% strongly agreed, 25.4% agreed, 34.0% were uncertain, 5.2% disagreed and only 4.8% strongly disagreed.

From the findings presented in Table 4.41 MPs played an influential role in the selection of CDF projects, in the disbursement of monies and generally in the management of CDF projects. CDF projects were skewed in favour of the interests of the MPs. Some of the CDF project committee members were allies (followers, supporters, friends, cronies or relatives) of the area MPs. The data shows that MPs played an overbearing influence on various dimensions of CDF.

Table 4.41 Responses by Project Beneficiaries about MPs in CDF Design and Interventions

| Design and Intervention | Strongly Agree | Agree | Uncertain | Disagree | Strongly Disagree | Total |
|--|-----------------------|--------------|------------------|-----------------|--------------------------|--------------|
| The MP of this constituency played an influential role in the selection of this CDF project | 153(52.9%) | 84(29.1%) | 36(12.5%) | 10(3.5%) | 6(2.1%) | 289 |
| The MP of this constituency play an influential role in the disbursement of CDF monies | 149(52.1%) | 91(31.3%) | 41(14.1%) | 6(2.1%) | 4(1.4%) | 291 |
| The MP of this constituency play an influential role in the management of this CDF project | 107(37.0%) | 91(31.5%) | 68(23.5%) | 19(6.6%) | 4(1.4%) | 289 |
| CDF projects are skewed to favor the interests of the MP of this constituency | 86(29.7%) | 73(25.2%) | 79(27.2%) | 33(11.4%) | 19(6.6%) | 290 |
| The MP of this constituency ensures that more money is allocated to areas where he got more votes in the last election | 89(30.6%) | 75(25.8%) | 76(26.1%) | 33(11.3%) | 18(6.2%) | 291 |
| It is a good idea to have our MP being in charge of distribution of CDF | 33(11.4%) | 70(24.2%) | 68(23.5%) | 77(26.6%) | 41(14.2%) | 289 |
| Some of the CDF project Committee members are allies(followers, supporters, friends, cronies or relatives) of the area MP | 89(30.6%) | 74(25.4%) | 99(34.0%) | 15(5.2%) | 14(4.8%) | 291 |

To understand the role of the MPs one of the questions put across to the beneficiaries was ‘what role does the MP of this area play in the disbursement of CDF?’ The responses are presented in Table 4.42. Some of the respondents thought that it was the area MP who funded CDF projects. Others were of the opinion that it was the MP who allocated CDF monies to the projects. Some saw the area MPs as the heads of the projects. Others were of the view that MPs played the role of oversight of the development projects in the area. The findings therefore indicate a lot of misconceptions about the role of MPs in CDF. The findings were an indicator of the multiple roles the MPs played in CDF even when it is clearly spelt out in the CDF Act that their role is that of oversight.

Table 4.42 Project Beneficiaries Responses on Role of MPs in Disbursement of CDF

| Role of MP | Gatanga | | Kitui Central | |
|--------------------------------|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Funds Development Projects | 41 | 26.8 | 55 | 30.6 |
| Allocates Funds to Projects | 38 | 24.8 | 44 | 24.4 |
| Head of CDF Projects | 23 | 15.0 | 28 | 15.6 |
| Management of Funds | 4 | 2.6 | 8 | 4.4 |
| Knowing Problems facing people | 3 | 2.0 | 5 | 2.8 |
| Improves Infrastructure | 2 | 1.3 | 5 | 2.8 |
| Oversight | 36 | 23.5 | 25 | 13.9 |
| Initiates Development Projects | 6 | 3.9 | 10 | 5.6 |
| Total | 153 | 100.0 | 180 | 100.0 |

Project beneficiaries were further asked to say if the MPs were not in charge of distribution of CDF to suggest who they would prefer to take charge. Table 4.43 shows that 19.5 % of the respondents in Gatanga and 17.3% in Kitui Central preferred that CDF be managed by the chief, 9.4 percent of the beneficiaries in Gatanga and 26% in Kitui Central preferred that CDF be managed by other community members, 12.1% in Gatanga and 8.7 percent in Kitui Central preferred governors, and 19.5% in Gatanga and 12% in Kitui Central preferred the MCAs to be in charge of CDF. Some (6.7 percent in Gatanga and 14.7% in Kitui Central) preferred religious leaders, 3.4 percent in Gatanga and 7.3 percent in Kitui Central the CDF managers and 4 percent

in Gatanga and 6 percent in Kitui Central preferred village elders. Others that were mentioned as those who should be in charge of CDF were an independent body to manage CDF, the County Commissioner and the office of the president.

Table 4.43 Person Suggested by Project Beneficiaries to take Charge of CDF as an Alternative to MPs

| Person Suggested to be in Charge | Gatanga % | Kitui Central % |
|---|---------------------|---------------------------|
| Chief | 19.5 | 17.3 |
| Community Members | 9.4 | 26.0 |
| Governors | 12.1 | 8.7 |
| Religious Leaders | 6.7 | 14.7 |
| Managers | 3.4 | 7.3 |
| MCAs | 19.5 | 12.0 |
| Elders | 4.0 | 6.0 |
| Independent Body | 9.4 | 0.0 |
| President | 1.3 | 0.0 |
| County Commissioner | 6.0 | 0.0 |
| No Response | 8.7 | 8.0 |
| Total | 100.0 | 100.0 |
| N= | 149 | 150 |

4.5.2. Technical Support for CDF Projects

Technical support was indicated by: support from the CDF managers; training of CDF project committee members; and monitoring of CDF projects.

Project committee members were asked if they had received support from the CDF manager. Table 4.44 shows that only 10.4% of the respondents in Gatanga and 42.4% in Kitui Central said they had received support of the constituency CDF manager while 89.6% of the respondents in Gatanga and 53% in Kitui Central had not received any support.

Table 4.44 Project Committee Members Reports about Support of the Projects CDF Manager

| Support from CDF Manager | Gatanga % | Kitui Central % |
|---------------------------------|---------------------|---------------------------|
| Yes | 10.4 | 42.4 |
| No | 89.6 | 53.0 |
| No response | 0.0 | 4.6 |
| Total | 100.0 | 100.0 |
| N= | 154 | 151 |

The project committee members who said that they had received support were asked to indicate the type of support the project had received from the manager. As shown in table 4.45 the CDF support was in the form of cash, advice on how to run the projects, monitoring the progress of CDF projects and community sensitization. Respondents who said that they had received support from the managers were asked whether they would rate the support as ‘exceptionally adequate’, ‘more than adequate’, ‘adequate’, ‘barely adequate’ or as ‘inadequate’. Only 5.6% of the respondents said the support was ‘exceptionally adequate’, 15.9% was ‘more than adequate’, 49.2% was ‘adequate’ 18.3% was ‘barely adequate’ while 11.1% said the support was ‘inadequate’.

Table 4.45 Project Committee Members Reports about Forms of Support from the CDF Manager

| Form of Support from CDF Manager | Gatanga % | Kitui Central % |
|---|----------------------|----------------------------|
| Cash | 18.8 | 50.0 |
| Vehicles | 25.0 | 3.1 |
| Advice | 0.0 | 15.6 |
| Visitation | 0.0 | 6.3 |
| Monitoring of Project | 50.0 | 9.4 |
| Meetings | 0.0 | 3.1 |
| Administration | 6.3 | 1.6 |
| Machinery | 0.0 | 1.6 |
| Advocating for the Funding of the Project | 0.0 | 3.1 |
| Sensitization | 0.0 | 6.3 |
| Total | 100.0 | 100.0 |
| N= | 16 | 64 |

The researcher sought to know from the key informants and from the focus group discussions the role of CDF office and manager. In Kitui Central Constituency a participant in a focus group discussion said:

“The manager signs cheques, and also accompanies the MP to view projects. I know the manager never goes to project sites although they are supposed to, they only sit with the MPs to sieve through proposals and decide how to disburse funds.”

A key informant in Kitui Central reported:

“The role of the CDF office and manager is record keeping, oversight of ongoing projects, identifying the needs of local community. The CDF manager got posted here the other day and has not worked for more than a year.”

Another key informant in Kitui reported:

“The CDF office is there to receive the needs of the people and report them to the CDF committee. The manager coordinates the activities of the CDF within the constituency.”

It was also reported that the CDF manager is sometimes controlled by the MP as a key informant in Kitui Central said:

“CDF managers are just rubberstamps but should be the eye of the government as he has the guidelines as to how the funds should be used. However, they are overpowered by MPs and if the MP is opposed to him it may lead to his transfer.”

In Gatanga constituency a key informant reported:

“Office of the CDF manager acts as an epicenter which is in control of projects initiated by CDF money hence one can get more information there about projects in the constituency. It is also where people go to express their needs and the CDF office decides how to help them.”

About the CDF manager the same key informant said:

“He should be a resource mobilizer to help the people in their constituency and also nationally. He does oversight to see that money allocated is put to proper use and the objectives are achieved. He ensures there is accountability and integrity on procurement of materials and goes to the ground to assess needs of projects. He plays supervision role, he reports to the committee on what has been achieved to ensure there is accountability and integrity on procurement of materials. He can advise the MP on the best projects to be initiated. They need to go to the ground to approve of what the committee has reported as priority needs. He also plays a supervision role, he reports to the committee on what has been achieved given the funding allocated.”

What came out clearly is that a CDF manager is a very influential person who acts as the link person between the community and the MP as one key informant in Gatanga Constituency reported:

“The office receives problems and opinions of the people and forwards to the MP, they also advice people on how to tackle problems related to CDF, they disburse the bursaries to different people and are involved in supply of bursary forms. The manager manages the whole office and represents and assists the MP. They are the bridge between the people and MPs; they are personal assistants of the MPs.”

The study responses also indicate that the support of some of the CDF projects either in cash or kind came from the parents (for the schools), the government, LATF, community, World Bank and politicians. Thus in some cases some of the so called ‘CDF projects’ are not solely funded by CDF monies.

4.5.2.2 Training of Project Committee Members in Management of CDF

The researcher sought to know whether the projects committee members had been offered training on projects’ management. The training is essential because it could equip them with skills and knowledge on community development project design, implementation and evaluation. Furthermore, it would equip them with knowledge on record keeping that would enable them to evaluate the success and sustainability of community development projects. As shown in Table 4.46, the study found that only 13% of the committee members in Gatanga had been trained on CDF management compared to 70.2% in Kitui Central. Thus an overwhelming 85.1% of the project committee members in Gatanga and 29.1% in Kitui Central had not received any form of training on management of CDF projects. Whereas the project committee members were offered opportunities for training some were not interested in attending the CDF training.

Table 4.46 Training on Management of CDF Attended by Project Committee Members

| Training on Management of CDF | Gatanga % | Kitui Central % |
|--------------------------------------|------------------|------------------------|
| Yes | 13.0 | 70.2 |
| No | 85.1 | 29.1 |
| No response | 1.9 | 0.7 |
| Total | 100.0 | 100.0 |
| N= | 154 | 151 |

The researcher sought to know the nature of training given to the project committee members. Table 4.47 shows that those who had undergone the training had been trained on record keeping (28.8% in Gatanga, 28.9% in Kitui Central), funds management (23.8% in Gatanga, 20% in Kitui Central), projects management (12.5% in Gatanga, 13.3% in Kitui Central), CDF monitoring (17.7% in Gatanga, 22.2% in Kitui Central), CDF Accounts (11.3% in Gatanga, 11.1% in Kitui Central) and on tendering. This indicates that the training was on areas that were relevant to the management and utilization of CDF funds. However, a comparison of the two constituencies revealed that more respondents were able to point out the areas they had been trained on in Gatanga than in Kitui Central constituency. This was an indicator that CDF management training was more effective in Gatanga than in Kitui Central.

Table 4.47 Forms of CDF Management Training offered to Project Committee Members

| Forms of CDF Training | Gatanga Number % | Kitui Central Number % |
|------------------------------|---------------------------------|---------------------------------------|
| Record Keeping | 28.8 | 28.9 |
| Financial Management | 23.8 | 20.0 |
| Projects Management | 12.5 | 13.3 |
| CDF Monitoring | 17.5 | 22.2 |
| Accounting | 11.3 | 11.1 |
| Tendering | 6.3 | 4.4 |
| Total | 100.0 | 100.0 |
| N= | 80 | 45 |

Regarding the adequacy of training the study found that the training of project committee members on CDF projects was for a short duration lasting between one to four days. About 88.8 % had a training of one to two days. This was an indicator that the project committee members did not have adequate training to oversee the implementation of the CDF.

To further interrogate the adequacy of the training given to the project committee members, we asked them to rate the quality of the training on CDF that they had received. In Gatanga 5 percent

of those who had undergone some training rated it as average, 85% as above average and 10% as outstanding. In Kitui Central, 3.8 percent said that the training was below average, 22.9% was average, and 25.7% was above average while 47.6% said it was outstanding (Table 4.48).

Table 4.48 Project Committee Members’ Responses on Quality of Training on Management of CDF

| Quality of Training on CDF | Gatanga % | Kitui Central % |
|-----------------------------------|----------------------|----------------------------|
| Outstanding | 10.0 | 47.6 |
| Above Average | 85.0 | 25.7 |
| Average | 5.0 | 22.9 |
| Below Average | 0.0 | 3.8 |
| Total | 100.0 | 100.0 |
| N= | 20 | 105 |

As a follow up question, the project committee members were asked whether they were satisfied with the training. They were asked to state whether they were ‘very satisfied’ ‘satisfied’ ‘uncertain’ or ‘dissatisfied’ with the training. The responses were that in Gatanga 5 percent were very satisfied and 95% were satisfied and no respondent was uncertain or dissatisfied. In Kitui Central, 45.7% were very satisfied, 47.6% satisfied and 2.9% were uncertain, only 3.8% were dissatisfied with the training they had attended (Table 4.49). The study findings indicate that the people who had been trained appreciated that the training was relevant to making CDF more effective. There was more uncertainty and dissatisfaction with the CDF training in Kitui than in Gatanga which could be an indicator of poor quality training in Kitui Central constituency. Lack of training among the project committee members is an impediment to conceptualization, planning and implementation of CDF projects because the committee members do not have the skills to manage the fund in accordance to the CDF Act.

Table 4.49 Project Committee Members' Satisfaction with CDF Training

| Satisfaction with CDF Training | Gatanga % | Kitui Central % |
|---------------------------------------|---------------------|---------------------------|
| Very Satisfied | 5.0 | 45.7 |
| Satisfied | 95.0 | 47.6 |
| Uncertain | 0.0 | 2.9 |
| Dissatisfied | 0.0 | 3.8 |
| Very Dissatisfied | 0.0 | 0.0 |
| Total | 100.0 | 100.0 |
| N= | 20 | 105 |

4.5.2.3 Monitoring of CDF Projects

Monitoring the progress of a CDF project at every stage including after completion is very important. Thus, the researcher sought to find out from the project committee members whether the CDF projects had ever been visited by the national CDF managers and by other stakeholders.

The findings are shown in Table 4.50 and they indicate that 69.5% of the respondents in Gatanga and 64.9% in Kitui Central said their projects had never been visited by the national CDF managers. Only 25.3% of projects committee members in Gatanga and 24.5% in Kitui said that their projects had been visited by the national CDF officers.

Table 4.50 CDF Projects Visits by National CDF officers.

| Visits by National CDF Officers | Gatanga % | Kitui Central % |
|--|---------------------|---------------------------|
| Yes | 25.3 | 24.5 |
| No | 69.5 | 64.9 |
| No response | 5.2 | 10.6 |
| Total | 100.0 | 100.0 |
| N= | 154 | 151 |

Findings from key informants and focus group discussions confirmed that the national CDF managers offered little support to CDF projects and they had not been seen in the projects sites. When asked about the role of national CDF managers, a key informant in Gatanga Constituency said:

“Their role is the same as the CDF manager but at the national level. They allocate funds to different constituencies and also come up with the criteria on what goes where and also follow-up to see if the money is used as intended. That is why we have heard that some MPs requests were turned down. Their proposals were turned down because their projects did not seem to be beneficial to the people or they allocated funds to different projects that did not make sense. It is the national CDF managers who go through proposals. Personally I have not seen any around.”

Another key informant had this to say about the national CDF managers:

“They just sit and dish money from the CDF kitty. They don’t come to the ground but instead they send auditors to see where the projects are and value them but this is the wrong procedure.”

Still in Gatanga another key informant said about the national CDF managers:

“They oversee the CDF committees to ensure projects are implemented in the right way but they rarely go to the field themselves and examine what is happening on the ground. They only send auditors to audit the projects.”

Yet another key informant in the same constituency said:

“National CDF managers should be the watchdog to ensure CDF money benefitted the community and is not lost. Even if they don’t go down to all the projects they should sample to ensure most projects are successful and benefit the people.”

In Kitui Central Constituency, the key informants and participants in the group discussions indicated that the national CDF managers never went to the field. A key informant reported:

“CDF national management distributes money to constituencies, the channel goes down to the village. They don’t come to the projects.”

In Kitui another key informant said:

“They have oversight over all CDF managers but I am not sure if they go to project sites at all”

Still in Kitui Central another key informant said:

“He receives money and ensures it goes to the right constituencies. They should go to the sites but more often than not they do not do that.”

In a focus group discussion in Kitui Central it was reported about the national CDF managers:

“In my opinion, they are supposed to come down to the projects to ensure that they exist but they do not do so. They are the ones who develop relevant CDF policy and oversee all the constituencies’ CDF projects”

Thus it was evident from the findings that CDF projects got very little support from the national CDF office. It was also evident that the roles of the national office, the constituency CDF office and project management committees are not clearly distinguished by the CDF stakeholders. The national CDF board plays management roles; financial management and accountability roles; and monitoring and evaluation roles (GOK, 2015). These roles overlap with the roles of project management committees. For the effectiveness of CDF the national office should give more support to constituency CDF office.

To further understand the supervision of CDF projects, the researcher asked the project committee members whether apart from the national CDF managers, the projects were visited by other officials. They were asked to indicate whether they were visited ‘very rarely’ (once in five years), ‘rarely’ (once per year), ‘sometimes’ (after 6 months), ‘most of the times’ (at least once in 3 months) or ‘always’ (monthly) by the Constituency CDF Managers, Department of Social

Development staff, Ministry of Devolution staff, MP, MCAs or any other technical staff. The findings as presented in Table 4.51 shows that CDF projects were not frequently inspected by the various stakeholders. The MP and MCAs were more involved in inspection of the projects.

Only 20.7% of respondents said they were visited by CDF managers after every six months compared to only 4.9 percent who were visited by the Department of Social Development staff. Only 32.5% of the respondents said the MP visited every month compared to 18.4% who were visited by the MCA after every six months. This is understandable given that the MP is the patron of the fund but it is also an indicator of low participation by MCAs yet they are expected to be more actively involved in community projects given that they are closer to the people at the grass roots by virtue of the fact that they represent smaller geographical turfs. It was clear that technical staff such as county water officer, county engineer and ministry of health officers very rarely visited the CDF projects.

Table 4.51 Project Committee Members Reports about CDF Inspections by Various Stakeholders

| Projects Inspection | Very Rarely % | Rarely % | Sometimes % | Most of the times % | Always % | N= |
|----------------------------------|-------------------------|--------------------|-----------------------|-------------------------------|--------------------|------------|
| Constituency CDF Managers | 26.9 | 27.9 | 20.7 | 13.4 | 2.6 | 305 |
| Department of social development | 44.9 | 19.0 | 4.9 | 1.6 | 0.3 | 305 |
| Ministry of devolution staff | 48.5 | 15.7 | 4.3 | 1.3 | 0.3 | 304 |
| MP | 13.1 | 35.4 | 32.5 | 7.9 | 4.9 | 303 |
| MCAs | 22.3 | 26.9 | 18.4 | 11.8 | 7.2 | 301 |
| Other staff | 0.3 | 2.3 | 3.3 | 1.6 | 0.3 | 301 |

To further understand the monitoring of CDF projects, Project beneficiaries were asked to state whether they knew the existence of the constituency monitoring committee in the area. From the research findings, it was evident that majority of the constituents (76.6%) did not know about the existence of constituency monitoring committee. Only 23.4% of the respondents knew of the existence of the committee (Table 4.52). Lack of knowledge of such a committee is detrimental

to CDF projects since this is the committee that is entrusted with CDF projects. CDF projects were to be managed and implemented by the Project Management Committees (PMC) who were expected to liaise with relevant government departmental heads for technical inputs. The CDFC does the supervision, monitoring and Evaluation of CDF projects. Of the respondents who said that they knew the existence of members of constituency monitoring committee were further asked if they knew some of the members of the committee. From the findings it was evident that only 23.4% of those respondents knew members of the committee.

Table 4.52 Project Committee Members Reports on Constituency Monitoring Committee

| Knowledge of Constituency Monitoring Committee | Gatanga | | Kitui Central | |
|---|----------------|--------------|----------------------|--------------|
| | Number | % | Number | % |
| Yes | 15 | 10.1 | 55 | 36.7 |
| No | 134 | 89.9 | 95 | 63.3 |
| Total | 149 | 100.0 | 150 | 100.0 |

4.5.3 CDF Design and Intervention

CDF design and intervention was indicated by: personnel working in the CDF projects, selection and role of project committee members, procurement of materials, representativeness of constituents in CDF management, financial support for the CDF projects and the role of MPs in CDF.

4.5.3.1 Personnel Working in the CDF Projects

Project committee members were asked whether their project had staff or was managed by volunteer leaders. The finding was that only 6 percent of the respondents in Gatanga and 21.7% in Kitui Central said that their projects had staff who worked in the projects. This means that 94% of CDF projects in Gatanga and 78.3% in Kitui Central were run by volunteer leaders. The staff employed by the CDF projects were the CDF project managers and casual workers. Respondents were further asked whether the personnel employed were enough to support the implementation of the project. They were required to indicate whether the personnel were ‘too many’, ‘about right’, ‘slightly lower’, or ‘much lower’. Only 1.5 percent thought that the staff were too many, 84.6% said they were about right, 8.5 percent slightly lower, and 5.4 percent

much lower. This means that although the projects had staff of only 1-8, most respondents thought those staff were enough. This is an indicator that CDF projects did not need a lot of staff to manage. Those respondents who said that their project did not have enough personnel however said the project would consider hiring more staff if they got more funds.

While the CDF Act requires that the maximum number of the CDFC members is eleven it is silent on the number of project committee members. The study found that 28.2% of the CDF projects had between 1-10 committee members while 71.8% of the committee members reported that their projects had between 11-20 members. There was no committee with more than 20 members. When the project committee members were asked whether they were committee members of other CDF projects, only 9.3% of the respondents said that they were members of other CDF projects. Majority of the respondents comprising 90.7% were not members of any other CDF project. This shows that some people were members of more than one CDF project. This could have implications on the management of CDF projects. When one is a member of more than one project, they may not be able to devote enough time and energy on all the projects. Membership in more than one CDF project may however be positive because the experience gained in management of one project could be used to oversee another project.

4.5.3.2 Selection and Role of CDF Committee Members in CDF Design and Intervention

According to the CDF Act 2013, projects are supposed to be managed and implemented by the Project Management Committees (PMCs) which are expected to liaise with relevant government departmental heads for technical inputs. The Constituency Development Fund Committee (CDFC) on the other hand does project supervision, monitoring and evaluation. Thus PMCs are very crucial in CDF projects because as the managers and implementers of community projects, they are very close to the people. Hence, the researcher wanted to know from the project management committee members the role they play in CDF management.

When the committee members were asked about the roles of project management committees in CDF management, in Gatanga 40.9% of the committee members said that their role was to select projects to be implemented in the constituency with 29.9% saying their role was to oversee the use of allocated funds while 26.6% said their role was supervision of CDF projects. In Kitui

Central 36.4% of the committee members said their role was to oversee use of CDF, 35.8% was supervision and 27.2% was selection of projects. Other roles cited were procurement of materials and educating the community about CDF projects (Table 4.53). It was not clear to the project management committee members the role they played in CDF projects. Some of the work they did such as project supervision was the work of CDFC and not of the PMC. This was likely to bring confusion in the implementation of development projects.

Table 4.53 Responses by committee Members on Roles of Project Management Committees in CDF Management

| Roles of Project Management Committees | Gatanga | | Kitui | | Total | |
|--|---------|------|-------|------|-------|------|
| | No. | % | No. | % | No. | % |
| Supervision | 41 | 26.6 | 54 | 35.8 | 95 | 31.4 |
| Procurement of materials | 13 | 8.4 | 6 | 4.0 | 19 | 6.2 |
| Selection of projects | 63 | 40.9 | 41 | 27.2 | 104 | 34.1 |
| Overseeing use of CDF Funds | 46 | 29.9 | 55 | 36.4 | 101 | 33.1 |
| Community Education | 0 | 0.0 | 2 | 1.3 | 2 | 0.7 |

Committee members were further asked who contributed most to their being selected into the CDF project committee. The majority of the committee members in Gatanga comprising 78.6% attributed their selection to members of the community compared to 62.3% in Kitui Central, 14.9% in Gatanga and 11.9% in Kitui Central attributed their selection to the government, 1.9 percent in Gatanga and 13.2% in Kitui Central attributed their selection to the MPs, while 2.6 percent in Gatanga and 4.6 percent in Kitui Central attributed it to the MCAs (Table 4.54). It was possible that some project committee members said that the community contributed most even though their selection was influenced by MPs or MCAs. Since they knew that it is the community that was supposed to select, they could not openly say that community did not participate in their appointment.

Table 4.54 Responses by Committee Members on Person Who Contributed Most to One Being Selected as a Project Committee Member

| Person who Contributed Most to One Being Selected as a Project Committee Member | Gatanga | | Kitui | | Total | |
|---|------------|--------------|------------|--------------|------------|--------------|
| | No. | % | No. | % | No. | % |
| MP | 3 | 1.9 | 20 | 13.2 | 23 | 7.5 |
| Community | 121 | 78.6 | 94 | 62.3 | 215 | 70.5 |
| Government | 23 | 14.9 | 18 | 11.9 | 41 | 13.4 |
| Teachers | 0 | 0.0 | 2 | 1.3 | 2 | 0.7 |
| School | 0 | 0.0 | 6 | 4.0 | 6 | 2.0 |
| Project Manager | 0 | 0.0 | 1 | 0.7 | 1 | 0.3 |
| MCAs | 4 | 2.6 | 10 | 6.6 | 14 | 4.6 |
| Self Effort | 3 | 1.9 | 0 | 0.0 | 3 | 1.0 |
| Total | 154 | 100.0 | 151 | 100.0 | 305 | 100.0 |

To further understand about design and interventions in CDF, committee members were asked whether they strongly agreed, agreed, uncertain, disagreed or strongly disagreed with statements on their capacity to Manage CDF projects, choice of membership into committees, identification of projects, allocation and disbursement of funds, identification of constructors, acquisition of materials, project selection and attendance of CDF meetings. The findings are presented in Table 4.55.

When the committee members were asked whether CDF project management committees had the capacity to Manage CDF projects well, in Gatanga 48.1% strongly agreed, 39% agreed, 6.5% were uncertain, 4.5% disagreed while only 1.9% strongly disagreed. In Kitui Central 46.7% strongly agreed, 45.3% agreed, 4.7% were uncertain, while only 3.3% disagreed. The study shows that in the two constituencies most (89.5%) members of the project management committees believed that they had the capacity to manage projects properly. When they were asked whether they agreed or disagreed that CDF management committees were not managing CDF projects well, in Gatanga constituency only 9.2% strongly agreed, 21.6% agreed, 17.6% were uncertain, 43.8% disagreed and only 7.8% strongly disagreed. In Kitui 8.2% strongly agreed, 16.3% agreed, 16.3% were uncertain, 46.3% disagreed, and 12.9% strongly disagreed.

The committee members were also asked whether they strongly agreed, agreed, uncertain, disagreed or strongly disagreed that Project committee members were chosen in a democratic manner. In Gatanga those who strongly agreed were 29.4%, 49.7% agreed, 7.2% were uncertain, 11.1% disagreed while only 2.6% strongly disagreed. In Kitui 31.8% strongly agreed, 48% agreed, 10.1% were uncertain, 7.4% disagreed while only 2.7% strongly disagreed. In total 79.4% of the project committee members were in agreement that the project committee members were chosen democratically.

Committee members were further asked whether the criteria used by project management committees to identify CDF projects were transparent and participatory. In Gatanga only 26.1% of the committee members strongly agreed and 48.4% agreed while in Kitui 27.5% strongly agreed and 46.3% agreed. In total an overwhelming majority (74.2%) of the committee members were in agreement that criteria used by project management committees to identify CDF projects were transparent and participatory. Only 8.9 percent were uncertain, 12.3% disagreed and only 4.6 percent strongly disagreed that the criteria used by project management committees to identify CDF projects were transparent and participatory.

The researcher also wanted to know whether the CDF project committee members participated in making important decisions on allocation and disbursement of funds. In Gatanga those who strongly agreed were 17.5% and 37% agreed while in Kitui 25.9% strongly agreed and 49.7% agreed. In total 64.8% were in agreement that CDF project committee members participated in making important decisions on allocation and disbursement of funds. Only 6.6 percent were uncertain, 18.9% disagreed and only 9.6 percent strongly disagreed (Table 4.55). Thus the study shows that committee members had an influence on the CDF decisions.

To further understand how they participated in CDF, the researcher asked the committee members whether they knew how the constructor of the CDF project was identified. The findings were that in Gatanga 12.7% of the respondents strongly agreed, 36.0% agreed, 8.0 percent were uncertain, 24.7% disagreed and 18.7% strongly disagreed. In Kitui 27.9% of the respondents strongly agreed, 37.9% agreed, 9.3 percent were uncertain, 17.1% disagreed and 7.9 percent strongly disagreed. Overall, those who were in agreement that they knew how the contractor was identified comprised 56.9% while those who disagreed comprised 34.4%. It was evident that

project committee members were not always knowledgeable about identification of the constructor. This means that constructors were sometimes identified by CDFC and MPs without participation of the project committee members.

Committee members were also asked whether as members of the project committees they knew how materials for the project were acquired. In Gatanga only 13.8% strongly agreed, 24.3% agreed, 10.5% were uncertain, 28.3% disagreed and 23% strongly disagreed while in Kitui 19.1% strongly agreed, 29.1% agreed, 9.9 percent were uncertain, 24.8% disagreed and 17% strongly disagreed (Table 4.55). Thus almost a half of the committee members did not know how materials for CDF projects were acquired. This was likely to open room for corruption because acquisition of materials was not transparent.

The researcher sought to know if project management committees participated in CDF project selection. In Gatanga those committee members who strongly agreed that they participated in CDF project selection comprised 25.2%, those who agreed were 58.3% while in Kitui 30.6% strongly agreed and 49.3% agreed. In total those who were in agreement were an overwhelming 81.7%. Those who were uncertain were 2.4 percent, 11.2% disagreed and only 4.7 percent strongly disagreed (Table 4.55). The study findings were that the project management committees mostly participated in CDF project selection.

Attending meetings where CDF projects were discussed is crucial because participants were able to follow up the progress of projects. It was an indicator that project management committees were monitoring progress of the CDF projects. The researcher therefore wanted to know whether members of the project management committees attended most of the CDF meetings. The findings were that in Gatanga 30.7% of the committee members strongly agreed that they attended most of the meetings while 56.2% agreed and in Kitui 36.2% strongly agreed and 56% agreed. The total percentage that was in agreement was 89.5% and only 0.7 percent was uncertain, 9.2 percent disagreed and only 0.7 percent strongly disagreed (Table 4.55). The attendance of meeting is an indicator of commitment by the project management committees in the CDF management.

The project committee members were asked if there was fair selection of CDF committee members in the projects. They were given a number of responses to choose from, namely: 'extremely', 'quite a bit', 'somewhat', 'a little bit', 'not at all'. Those who extremely agreed that there was fair selection of CDF committee members in Gatanga comprised 45.5% while 42.2 % agreed quite a bit. Only 4.5 percent of the project committee members in Gatanga did not agree at all that there was fair selection of CDF committee members. In Kitui Central, the project committee members who extremely agreed that there was fair selection of CDF committee members comprised 65.1% while 32.2 % agreed quite a bit and only 1.3 percent did not agree at all that there was fair selection of CDF committee members (Table 4.55).

Table 4.55 Responses by Project Committee Members on various aspects of CDF Design and Intervention

| Agreement/disagreement | Gatanga | | | | | Kitui Central | | | | |
|---|---------|------|------|------|------|---------------|------|------|------|------|
| | SA | A | U | D | SD | SA | A | U | D | SD |
| | % | % | % | % | % | % | % | % | % | % |
| CDF project management committees have the capacity to Manage CDF projects well | 48.1 | 39.0 | 6.5 | 4.5 | 1.0 | 46.7 | 45.3 | 4.7 | 3.3 | 0.0 |
| CDF management committees are not managing CDF projects well | 9.2 | 21.6 | 17.6 | 43.8 | 7.8 | 8.2 | 16.3 | 16.3 | 46.3 | 12.9 |
| Project committee members are chosen in a democratic manner | 29.4 | 49.7 | 7.2 | 11.1 | 2.6 | 31.8 | 48.0 | 10.1 | 7.4 | 2.7 |
| The criteria used by project management committees to identify CDF projects are transparent and participatory | 26.1 | 48.4 | 7.8 | 13.7 | 3.9 | 27.5 | 46.3 | 10.1 | 10.7 | 5.4 |
| CDF project committee members participate in making the important decisions on allocation and disbursement of funds | 17.5 | 37.0 | 5.2 | 26.0 | 14.3 | 25.9 | 49.7 | 8.2 | 11.6 | 4.8 |
| As a member of CDF committee I know how the constructor of this CDF project was identified | 12.7 | 36.0 | 8.0 | 24.7 | 18.7 | 27.9 | 37.9 | 9.3 | 17.1 | 7.9 |
| As member of the committee I know how materials for the project are acquired | 13.8 | 24.3 | 10.5 | 28.3 | 23.0 | 19.1 | 29.1 | 9.9 | 24.8 | 17.0 |
| I participate in CDF project selection | 25.2 | 58.3 | 2.6 | 9.9 | 4.0 | 30.6 | 49.3 | 2.1 | 12.5 | 5.6 |
| I attend most of the CDF meetings | 30.7 | 56.2 | 1.3 | 11.1 | 0.7 | 36.2 | 56.0 | 0.0 | 7.1 | 0.7 |

Key %= percentage SA=Strongly Agree A=Agree U=Uncertain D= Disagree SD=Strongly Disagree

To understand further about the selection and role of CDF committee members, the researcher asked the key informants what was the role of CDF project committees and how people were chosen into these committees. A key informant in Gatanga constituency said:

“I really don’t know what they do or how they are chosen. In reality we are supposed to be involved in local CDF projects but today the MP identifies which projects he wants to fund without consulting stakeholders or the direct beneficiaries. The MP only comes in with staff and implements projects without our consent”

Another key informant in Gatanga said

“I tend to think that apart from managing funds, they supervise the contractor. They can contact the CDF office if there are any problems with the contractor. Members of the committee told me people were called for meetings where they elected the members. But most of the times you find that those elected are men. A good number of project committee members are men and I am told it is because of the Kikuyu culture which is very patriarchal.”

The voices of the key informants in Gatanga show that the way the project committee members were sometimes chosen was not transparent and it was in some cases political. A key informant in Gatanga said:

“PCMs have one big problem. They think being one is an opportunity to gain political mileage. They have their own interests and they begin competing with MCAs. They are chosen through rewards by MPs yet it is supposed to be an open forum for people to participate in. Once chosen to the position, it becomes a strategy for them to win the next elections.”

In some cases chiefs were involved in the selection of the project committee members as one of the chief in Gatanga testified:

“Their work is to see that projects are going on well because with my office work, I cannot be in the project site every day. The project committee members were chosen by me as the chief. We

chose everybody from the youth, the church, women and men from this location to ensure everybody is represented and we know the behaviors of those chosen.”

In a focus group discussion in Kitui Central, it came out clearly that the choice of project committee members was not transparent. Members of the community expressed their views as shown:

“Their work is to plan, allocate funds and approve spending of CDF money. They ensure that projects are complete and useful to locals. They are politically chosen into committees and they are given civic education. The meetings are called strategically as communication is not made public; those who attend choose committee members among themselves and the rest of us who are not aware are left out.”

Similar opinions were expressed in yet another Focus group discussion in Kitui central who said that:

“They look at the community needs and identify the project they need most, they call for meetings and talk to the people about the coming projects. They identify contractors and give tenders to the most suited for the job. They are chosen through barazas called by the chief and attended by the community. The choice is not transparent. They know the people they want even before they call for a meeting. It is like the names of the committee members come from a higher office, that of the MP.”

In yet another Focus Group discussion in Kitui Central a respondent said:

“In my view the main role of the PCMs are to oversee project implementation, develop budget, develop work plans and engage in record keeping. I think PCMs are chosen by the MP”

Thus, contrary to the sentiments expressed by the members of the project committees that there was a fair selection of the members, it was clear that appointments to membership was highly political and was done with little participation by the community members.

Project committee members were asked to state the challenges that faced in overseeing the implementation of the CDF projects. The most common challenge faced in both constituencies was lack of enough funds (13.1% in Gatanga, 22.6% in Kitui Central), followed by politics that were external to the project (10.8% in Gatanga, 7.9 percent in Kitui Central) and delays in the commencement or progress of activities (10.5% in Gatanga, 3.9 percent in Kitui Central). However, some respondents (3.6 percent in Gatanga and 3.3 percent in Kitui Central) felt that there were no challenges facing the implementation of the CDF projects. The results are presented in Table 4.56.

Table 4.56 Challenges Faced by Project Management Committees in Overseeing CDF Projects

| Challenges Faced by CDF Project Management committees | Gatanga % | Kitui Central % |
|--|------------------|------------------------|
| Lack of Funds | 13.1 | 22.6 |
| Delays in Projects implementation | 10.5 | 3.9 |
| Politicization of CDF | 10.8 | 7.9 |
| Lack of Transparency | 9.5 | 4.3 |
| Lack of Water | 0.0 | 0.7 |
| Lack of Skills | 3.9 | 2.3 |
| Lack of Time | 0.0 | 2.6 |
| Community Not Involved | 0.0 | 0.7 |
| Internal Conflicts | 0.0 | 1.3 |
| None | 3.6 | 3.3 |
| N= | 154 | 151 |

4.5.3.3 Procurement of Materials

To further understand the design of CDF, project committee members were asked if there was transparent procurement of materials for the CDF projects. They were given a number of responses to choose from. The responses given to choose were ‘extremely transparent’, ‘transparent’, ‘somewhat transparent’, ‘a little bit transparent’, and ‘not transparent at all’. As shown in Table 4.59, in Gatanga only 20.9% of the project committee members said that

procurement of materials for the CDF project was extremely transparent, 30.4% said it was a bit transparent while 25.7% said it was not at all transparent. In Kitui Central, 44% of the respondents said that procurement of materials for the CDF project was extremely transparent, 26.2% said it was a bit transparent while 12.1% said it was not at all transparent. The findings therefore show that sometimes transparency was not adhered to in the procurement of materials.

The lack of transparency in procurement was captured in some focus group discussions. In Kitui Central for instance, in a Focus group discussion held at township ward, it was reported that:

“The community usually provides the sand and bricks but the contractors provide cement, metal bars and iron sheets. We do not know who they are or where they get the materials from.”

In another FGD in Kitui Central, it was reported by a participant that:

“All I know is that bricks were provided for by the community to build a class at Eng. Ngilu Secondary School but the rest of the materials I don’t know how they were procured. Procurement is a source of corruption. All the money goes to the procurement. Materials are bought at very high prices, sometimes three times the market prices. Materials are bought from friends of the MP and the MCAs. These politicians have put a channel to eat with their friends. MCAs particularly are eating a lot of CDF money.”

The same sentiments were expressed in another Focus Group discussion in Kitui Central:

“Sometimes materials are bought from the locals for example bricks, water and sand but other times a contractor comes with their own materials that we have no idea how much they cost or from whom they were bought. We just see them come with big vehicles, they build and go. We don’t know where the materials are bought.”

In Gatanga constituency there were better methods of procurement than in Kitui central. One key informant reported:

“If for instance there is a local who has the materials, they prefer to promote locals. In other cases, the contractor does the procurement and it is left to his discretion. Generally I think it is done fairly and transparently.”

Another key informant in Gatanga said that the procurement was transparent:

“Procurement of materials is usually done transparently. The manager we have is very strict. Contractor cannot be paid before showing what he bought and how much he spent, and the MP has to like the job that has been done, but it is the contractor who buys the materials.”

Another Key informant in Gatanga constituency concurred that there was transparency in the procurement of materials. He said:

“Procurement is done purely by the committee. Even tenders are done by the community leaders because they know the application procedures which are always done transparently.”

These sentiments were expressed by yet another key informant in Gatanga who said:

“I think it is free and fair because there is a procurement Act which CDF must follow and they advertise for tenders bidding and if the person wins then they are awarded fairly.”

Though more transparent than in Kitui Central, there were also challenges of transparency in the procurement of materials in Gatanga constituency. A key informant reported that:

“The managers are also supposed to manage the tendering process and ensure that they are openly advertised as well as awarded fairly to the best contractor. Without control of tendering the CDF managers are not carrying out their duties effectively. They are sometimes associated with fraudulent cases especially where money is involved. Tenders are given to specific people because they know how much is allocated to each project but because they chose the contractor independently, they double the amount so that they can have a share of the money themselves.”

To demonstrate community ignorance in the procurement of materials another key informant in Gatanga constituency reported that:

“Things to do with procurement we just hear about them but I cannot say that I understand what goes on in procurement.”

In a focus group discussion in Gatanga constituency a participant in the discussion had this to say about procurement of materials:

“There are some people who are greedy. Materials are bought from people who know each other well; there is corruption in tendering by contractors. If you are not known by the people who matter you cannot be given the tender.”

These views of the key informants and participants in the FGDs shows that procurement of materials was sometimes not as transparent as it should be. The problem of procurement was worse in Kitui Central than in Gatanga Constituency. Thus, efforts should be made to improve the procurement process.

4.5.3.4 Representativeness of Constituents in CDF Management

To further understand CDF design and intervention, project committee members were asked to say whether in their opinion there was representativeness of all sections of the constituency in CDF management. The responses given to choose were ‘extremely’, ‘quite a bit’, ‘somewhat’, ‘a little bit’, ‘not at all’. As shown in Table 4.59, in Gatanga only 22.1% extremely agreed that there was representativeness of all sections of the constituency in CDF management while 11.7% did not agree at all. Only 35.1% agreed quite a bit while 9.1 percent agreed a little bit that there was representativeness of all sections of the constituency in CDF management while 22.1% somewhat agreed. In Kitui Central 33.6% extremely agreed that there was representativeness of all sections of the constituency in CDF management while 8.1 percent did not agree at all. Only 31.5% agreed quite a bit while 7.4 percent agreed a little bit that there was representativeness of all sections of the constituency in CDF management while 19.5% somewhat agreed. These findings show mixed reactions to the question of representativeness. To get further information

on CDF design, the researcher sought information from key informants and focus group discussions. The researcher sought to know whether once money was allocated to constituencies there was fair and transparent disbursement to all parts of the constituency.

In Kitui Central the perception was that there was lack of fairness and transparency in the distribution of the CDF money. In a focus group discussion held at *ithookwe* in *township* ward a member of the group said:

“There is no fair representation. We have never seen many projects in our rural areas because we don’t come from the same area as the MP. He only gives money to his family and political allies. With the new CDF law, the MP is no longer in charge of CDF but should only be a patron. This means that the CDF manager and project management committees decide on the projects to be funded so there may be fairness and accountability. However, i have seen situations where needy students are denied bursaries and undeserving ones get them.”

In another FGD in Kitui Central, it was reported that the disbursement was political. A respondent said:

“Distribution is not fair. It is very difficult to distribute the money fairly. It is completely political. The MP rewards the people who campaigned for him, he gives them jobs but the poor with problems are not assisted, it is total politics”

The same sentiments were echoed by a key informant in Kitui central who reported:

“I would say it is not equitable, the MP favours some of the constituents. Allocation of funds is one hundred percent MPs decision, and he is human, so frankly they are not fair. We suffer politically because our MCA is not wiper. When Hon. Ngilu left, water disappeared. We are told to look for water elsewhere.”

Another key informant in Kitui Central expressed his concerns that MPs strongholds were favoured. As he put it:

“There is no transparency as the funds are allocated mostly to the MPs stronghold. There are no clear records to show how much money is given to different parts of the constituencies.”

In Gatanga constituency there were also complaints about unfair disbursement to different regions. However, the complaints were not as profound as it was in Kitui Central. In Gatanga there were positive comments about the disbursement of the fund in the constituency. A key informant reported:

“I think it is transparent but areas have different needs from each other and they require different funding. CDF committee is drawn from all areas of constituency so members can lobby for their areas, unless a committee member is not learned enough. But in most cases members are alert. Although for quite some time people from Kakuzi say that this side of Gatanga is favored. How true that is I cannot tell.”

Another key informant in Gatanga reported that:

“There is transparency and money here is not stolen. If it is stolen, it is at the top, but not at the projects. The way bursary is given, people are surprised that every part of the constituency is able to get the CDF money.”

However not all were contented with the disbursement of funds in Gatanga. One key informant said:

“There is no transparency. Allocation is all based on politics. Projects are carried out in areas where the MP got more votes.”

Another key informant in Gatanga reported that:

“There is no fair disbursement because where the MCA or MP comes from there is pressure to begin developing your area more than others.”

Still in the same constituency a key informant reported that:

“CDF here used to be fairly distributed but since the new MP came in, it is not fair. There is no single project in my area yet we have been applying and requesting for projects.”

Thus it was clear that there were issues of lack of transparency in the disbursement of CDF in both constituencies. There were feelings that some areas were favored in the disbursement depending on how close they were to the area MP. It was also clear that as a political fund, a change from one MP to another was likely to have an impact on the areas where CDF projects were located.

4.5.3.5 Financial Support for CDF Projects

Respondents were asked whether the projects were solely dependent on CDF allocations or if they raised money from other sources. The findings were that 87.7% of the project committee members in Gatanga and 73.5% in Kitui Central said that projects solely depended on CDF allocations. Only 11.7 % of the projects in Gatanga and 25.2% in Kitui Central fundraised from other sources. On the other hand, 89.3 % of the beneficiaries in Gatanga and 83.3% in Kitui Central said projects were totally dependent on CDF kitty. However 8.7 percent of the beneficiaries in Gatanga and 14% in Kitui said that projects were also funded with money from other sources (Table 4.57).

Table 4.57 Respondents’ Responses on Projects Dependency on CDF Funding

| Dependency of projects on CDF funding | Gatanga | | Kitui Central | |
|--|--------------------------|----------------------|--------------------------|----------------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Totally Dependent on CDF | 87.7 | 89.3 | 73.5 | 83.3 |
| Fund-raised from other Source(s) | 11.7 | 8.7 | 25.2 | 14.0 |
| Does not Know | 0.6 | 2.0 | 1.3 | 2.7 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |

Respondents were further prompted to state the other sources of projects funding. Findings from the project committee members indicated that the other sources that supplemented CDF funds

were parents (for school projects), Community/well-wishers, Church, LATF, School, and funds from the county government (Table 4.58). Of the other sources of funds, parents were cited as the most contributors (30% in Gatanga and 53.5% in Kitui Central) followed by well-wishers at 45% in Gatanga and 11.6% in Kitui Central.

Table 4.58 Other Sources of Projects Funding

| Other Sources of Funding | Gatanga | Kitui Central |
|---------------------------------|----------------|----------------------|
| | % | % |
| Parents | 30.0 | 53.5 |
| Community | 45.0 | 11.6 |
| Church | 0.0 | 2.3 |
| LATF | 10.0 | 16.3 |
| School | 0.0 | 4.7 |
| County government | 15.0 | 11.6 |
| Total | 100.0 | 100.0 |
| N= | 20 | 43 |

The researcher sought more information from key informants and through focus group discussions with community members. A look at the findings from the qualitative aspect on the sources of funds for the CDF projects confirms that CDF projects received money from other sources and they were not solely dependent on CDF allocations.

Speaking on sources of funds for the projects, respondents in Kitui Central had different views though majority agreed that projects were also funded from other sources. A respondent said:

“Sometimes they are funded by CDF only and at other times they get money from elsewhere. Our school toilets were completed solely by CDF funds but there are some schools where parents and other stakeholders such as LATF come in to assist in the completion of projects”

Another respondent in the same constituency said:

“Some projects get a lot of funds from different sources; I even hear that some have been given a lot of money that some people are fighting hard to become committee members so that they get allowances. But some projects are also supported by community members, county government and NGOs. For example this Mbooni Borehole has also been funded by the county government.”

Still in Kitui Central constituency one key informant said:

“In most cases CDF funds a project wholly. I however know of a few school classrooms that were funded for only shutters or flooring and plastering but the parents financed the construction of the classrooms.”

Respondents could site some projects that were funded from different sources as another respondent in Kitui Central said:

“Some projects are solely dependent on CDF allocations while some projects receive funds from the community. One of the water kiosks in Syilumani depended solely on CDF money while in another water project, the community provided ballast, water, bricks and sand.”

In Gatanga constituency the same mix up for funding by CDF and other sources was cited by respondents. A respondent said:

“A project might already be in progress and we get stuck and ask for funding. They may apply for funding but get only partial funds because not all projects can be fully CDF supported. The community steps in”

Similar sentiments were expressed by another respondent in Gatanga who said:

“Actually CDF money cannot be enough. A good bridge for example is between 8 and 10 million. We have Community Development Trust Fund (CDTF) which works with European Union to help where there are development gaps. CDTF contributes to mega projects.”

Another respondent in Gatanga said:

“They depend purely on CDF allocations. NGOs have their own projects and the community does not contribute. I think it is better that way so there is no confusion on who funded what”

Still another respondent in Gatanga said:

“Community may contribute labor, but money for projects comes from CDF only. Money is mostly enough unless sometimes the county government wants to contribute more.

Yet another respondent in the same constituency said:

“Money may come from different sources. For example for Rwegetha Police line all the money was from CDF with no funds from other places but for Chomo dispensary it was built with money from CDF and from the church.”

These views show that though referred to as ‘CDF projects’, in reality 18.5% of the projects were not totally funded by CDF. This meant that some projects got funds from various sources. This had implications on auditing or accounting of the CDF funds. What might exist in books as funded by CDF might have received funds from multiple sources. This could open room for corruption in the management of CDF projects. CDF managers gave out impression to the public that the projects were wholly funded by CDF.

Project committee members were further asked if CDF money was disbursed on schedule according to committee expectations. They were given a number of responses to choose from. The responses given to choose were ‘extremely’, ‘quite a bit’, ‘somewhat’, ‘a little bit’, ‘not at all’. The findings are shown in Table 4.59. Those committee members who extremely agreed that money was disbursed on schedule according to committee expectations in Gatanga constituency comprised 20.1% while 26.6 % agreed quite a bit. Those who did not agree at all comprised 26.6%, those that somewhat agreed were 22.1% and those that agreed a little bit were 4.5 percent. In Kitui Central committee members who extremely agreed that money was disbursed on schedule according to committee expectations comprised 31% while 29 % agreed quite a bit. Those who did not agree at all comprised 17.2%, those that somewhat agreed were 11% and those that agreed a little bit were 11.7%. Thus there appeared to be mixed feelings towards the

disbursement of funds. Some of the committee members thought it was done extremely well and on schedule while others said the disbursement was not on schedule at all.

Table 4.59 Project Committee Members Responses on Various Aspects of CDF Design and Interventions

| Committee Members Responses on CDF Design | Gatanga | | | | | Kitui Central | | | | | N= |
|---|---------|------|------|-----|------|---------------|------|------|------|------|-----|
| | % | | | | | % | | | | | |
| | EXT | QA | SW | AL | NA | EXT | QA | SW | AL | NA | |
| Selection of Committee Members | 45.5 | 44.2 | 5.8 | 0.0 | 4.5 | 65.1 | 32.2 | 1.3 | 0.0 | 1.3 | 303 |
| Transparent Procurement | 20.9 | 30.4 | 13.5 | 9.5 | 25.7 | 44.0 | 26.2 | 12.1 | 4.3 | 13.5 | 289 |
| Representativeness of all Constituents | 22.1 | 35.1 | 22.1 | 9.1 | 11.7 | 33.6 | 31.5 | 19.5 | 7.4 | 8.1 | 303 |
| Money Disbursement on Schedule | 20.1 | 26.6 | 22.1 | 4.5 | 26.6 | 31.0 | 29.0 | 11.0 | 11.7 | 17.2 | 299 |

Key

EXT=Extremely, QA=Quite A bit, SW=Somewhat, AL= little bit, NA= Not at All.

4.5.3.6 Community Members’ Views of CDF Design and Intervention

The researcher wanted to understand the community members’ views on CDF design in their constituencies. As such the project beneficiaries were given a number of statements and were asked to respond to these questions by choosing from a number of five alternatives namely: ‘extremely’, quite a bit’, ‘somewhat’, ‘a little bit’ and ‘not at all’. The results are summarized in Table 4.60. The community perceived disbursement of CDF money to be unfair. Only 17.9%

said the disbursement was extremely transparent while 22.1% said the disbursement was not transparent at all. In terms of selection of committee members, only 16.8% said it was extremely transparent while 22.9% said it was not transparent at all. The representativeness in the CDF management was weak with only 14.1% of the project beneficiaries saying it was extremely transparent while 21.9% said it was not transparent at all. There was an active participation by the area MPs in CDF decisions. Those who extremely agreed that MPs participation was very active comprised 33.7% while 30.1% agreed quite a bit. Only 11.1% of the project beneficiaries did not agree at all that the MPs actively participated in CDF decisions. The participation of MCAs was less compared to the MPs. Only 19.4% extremely agreed that MCAs actively participated in CDF decision while 32.4% did not agree at all. When project beneficiaries were asked whether CDF money was used according to their expectations, only 21.1% extremely agreed while 27.5% did not agree at all.

Table 4.60 Project Beneficiaries Responses on CDF Design and Intervention

| Perception of Management | Extremel y | Quite a bit | Somewhat | A little bit | Not at all | Total |
|---|-------------------|--------------------|-----------------|---------------------|-------------------|--------------|
| Fair and Transparent Disbursement of CDF Money. | 51(17.9%) | 78(27.4%) | 62(21.8%) | 31(10.9%) | 63(22.1%) | 285 |
| Fair Selection of CDF Committee Members. | 47(16.8%) | 71(25.4%) | 71(25.4%) | 26(9.3%) | 64(22.9%) | 279 |
| Representativeness of all Sections of the Constituency in CDF Management. | 38(14.1%) | 66(24.4%) | 88(32.6%) | 19(7.0%) | 59(21.9%) | 270 |
| Active Participation by the Area MP in CDF Decisions. | 94(33.7%) | 84(30.1%) | 49(17.6%) | 21(7.5%) | 31(11.1%) | 279 |
| Active Participation by MCAs in CDF Decisions. | 58(19.4%) | 46(15.4%) | 47(15.7%) | 30(10.0%) | 97(32.4%) | 278 |
| CDF Money is used According to Your Expectations. | 60(21.1%) | 55(19.4%) | 71(25.0%) | 20(7.0%) | 78(27.5%) | 284 |

Beneficiaries were asked whether they strongly agreed, agreed, uncertain, disagreed or strongly disagreed with several statements about their CDF projects. The responses are shown in Table 4.61. One of the issues they were asked to respond to was whether CDF projects were well managed. Only 27.4% of the respondents strongly agreed that CDF was well managed, 36.1% agreed, 18.2% were uncertain, 13.5 % disagreed and 4.7 percent strongly disagreed. On whether Project committee members were chosen in a democratic manner, only 17.9% of the respondents strongly agreed, 22.0% agreed, 40.9% were uncertain, 13.4% disagreed and 5.8 percent strongly disagreed. Project beneficiaries were also asked whether the criteria used to identify CDF projects was transparent and participatory. Only 16.3% strongly agreed, 31.6% agreed, 30.3%

were uncertain, 12.2% disagreed and 9.5 percent strongly disagreed. On whether communities participated in making important decisions on allocation and disbursement of funds to the CDF projects, only 3.4 percent strongly agreed, 2.7 percent agreed, 5.1 percent were uncertain, 52.7% disagreed and 36.1% strongly disagreed. When asked whether they participated in the project selection, only 7.9 percent strongly agreed, 18.2% agreed, 6.2 percent were uncertain, 36.3% disagreed and 31.5% strongly disagreed.

The researcher also sought to know whether CDF meetings for projects were called regularly. Only 4.8 percent of the project beneficiaries strongly agreed, 17.1% agreed, 34.8% were uncertain, 31.1% disagreed and 12.3% strongly disagreed. When the project beneficiaries were asked whether they attended most of the CDF meetings only 6.1 percent strongly agreed, 12.1% agreed, 4.0 percent were uncertain, 48.1% disagreed and 29.6% strongly disagreed.

The study therefore found that there was low participation by the community members in the various dimensions of design and management of CDF.

Table 4.61 Project Beneficiaries Views on Key Aspects in Design and Management of CDF

| Statements | Strongly Agree | Agree | Uncertain | Disagree | Strongly Disagree | Total |
|---|-----------------------|--------------|------------------|-----------------|--------------------------|--------------|
| CDF project is well managed | 81(27.4%) | 107(36.1%) | 54(18.2%) | 40(13.5%) | 14(4.7%) | 296 |
| Project committee members chosen in a democratic manner | 52(17.9%) | 64(22.0%) | 119(40.9%) | 39(13.4%) | 17(5.8%) | 291 |
| The criteria used to identify this CDF project was transparent and participatory | 48(16.3%) | 93(31.6%) | 89(30.3%) | 36(12.2%) | 28(9.5%) | 294 |
| I participate in making important decisions on allocation and disbursement of funds to this project | 10(3.4%) | 8(2.7%) | 15(5.1%) | 155(52.7%) | 106(36.1%) | 294 |
| I participated in the project selection | 23(7.9%) | 53(18.2%) | 18(6.2%) | 106(36.3%) | 92(31.5%) | 292 |
| CDF meetings for this project are called regularly | 14(4.8%) | 50(17.1%) | 102(34.8%) | 91(31.1%) | 36(12.3%) | 293 |
| I attend most of the CDF meetings | 18(6.1%) | 36(12.1%) | 12(4.0) | 143(48.1%) | 88(29.6%) | 297 |

4.8 Conclusion

In this chapter we have presented a detailed analysis and interpretation of the research findings. We have examined the respondents' perceptions of the needs of the communities. We conclude that CDF projects were geared towards addressing the communities' needs for education, security, health and water among others and the existing projects were in line with the objectives of the CDF. The study however found that there was lack of needs assessments before CDF projects were started making it difficult for communities to participate in identification of projects. On respondents' awareness and knowledge, though respondents conceptualized CDF as funds meant to enhance development at the constituency level, there were misconceptions about CDF among the beneficiaries which were likely to affect its performance and ability to improve the well-being of the communities. Importantly communities had good knowledge of factors considered in CDF allocation and progress of the projects. However, they rarely raised issues when discontented with progress of projects which was likely to affect the performance of CDF. The accelerators of CDF were found to be community participation, leadership in the project management committees, attendance of meetings by beneficiaries, technical support of projects and training of project management committees. Factors that slowed down CDF included interference by the politicians and failure to monitor the CDF projects. On CDF design and intervention, there were limited number of staff working in the CDF projects and selection of project committee members was not transparent and their role was not clear and this affected the performance of projects. Equally, the criteria used by management committees and MPs to identify projects was not transparent and community participation was limited thereby affecting project performance. This was made worse by the fact that MPs played influential role in CDF allocations contrary to the CDF Act.

CHAPTER FIVE

PERFORMANCE AND IMPACT OF CDF PROJECTS ON WELL-BEING OF COMMUNITIES

5.0 Introduction

This chapter examines the performance of the CDF projects and the impact the projects had on the well-being of communities.

5.1 The Performance of CDF Projects

The fourth objective of this study was to examine the performance of CDF projects. The study examined commencement of CDF projects; community based planning for the CDF projects including strategic plans; CDF project proposals; work plans for CDF; budgeting for CDF; record keeping in CDF projects; auditing of CDF projects; payment of allowances to project management committee members; corruption in CDF projects; quality of facilities; value for money and workmanship in CDF projects; and sustainability of CDF projects. Project committee members were asked whether these existed in their projects. Table 5.1 shows the committee members responses on these aspects.

Table 5.1 Committee Members Responses on Performance Indicators of the CDF Projects

| Performance Indicators | Gatanga | | Kitui Central | | Total | |
|---|---------|------|---------------|------|-------|------|
| | No. | % | No. | % | No. | % |
| Projects with Strategic Plans | 99 | 64.3 | 109 | 72.2 | 208 | 68.2 |
| Projects with Proposal Documents | 113 | 73.4 | 131 | 86.8 | 244 | 80.0 |
| Projects with Work Plans | 128 | 83.1 | 125 | 82.8 | 253 | 83.0 |
| Projects with Budgets | 130 | 84.4 | 131 | 86.8 | 261 | 85.6 |
| Projects Keeping Records | 110 | 71.4 | 129 | 85.4 | 239 | 78.4 |
| Audited Projects | 50 | 32.5 | 44 | 29.1 | 94 | 30.8 |
| Payment of Allowances | 35 | 22.7 | 49 | 32.5 | 84 | 27.5 |
| Corruption in Projects | 28 | 18.2 | 16 | 10.6 | 44 | 14.4 |
| Satisfaction With Quality of Facilities | 124 | 80.5 | 108 | 71.5 | 232 | 76.1 |
| Quality Workmanship | 121 | 78.6 | 115 | 76.2 | 236 | 77.4 |

5.1.1 Commencement of CDF Projects

To understand the performance of CDF projects the researcher investigated whether projects commenced on time as planned. The study found that overall 67.9% of the projects started on time while 29.5% of projects did not start on time as planned (Table 5.2). In Gatanga 68.2% of the projects started on time compared to 67.5% of the projects in Kitui Central. When the committee members were asked why projects did not start on time, 73.6% of them said that commencement of projects delayed because of lack of funds while 26.4% said projects delayed because of poor management.

Table 5.2 Project Committee Members Responses on Timely Commencement of CDF Projects

| Commencement of CDF Projects | Gatanga | | Kitui Central | | Total | |
|-------------------------------|------------|--------------|---------------|--------------|------------|--------------|
| | No. | % | No. | % | No. | % |
| Project commenced on time | 105 | 68.2 | 102 | 67.5 | 207 | 67.9 |
| Project did not start on time | 47 | 30.5 | 43 | 28.5 | 90 | 29.5 |
| Does not know | 2 | 1.3 | 6 | 4.0 | 8 | 2.6 |
| Total | 154 | 100.0 | 151 | 100.0 | 305 | 100.0 |

5.1.2 Community-Based Planning For the CDF Projects

Community based planning helps the community to identify problems that stand in the way of meeting community goals and to understand the capacity of the community to implement a project. It also identifies the benefits that are likely to be achieved by the project's implementation. Through planning it is easy to determine the resources necessary to implement a CDF project. Performance of CDF projects can only be good if the projects are well planned. Good planning requires a strategic plan, preparation of project proposal, a work plan, a budget, record keeping and auditing. In addition the personnel should be well remunerated. Hence, the researcher sought to find out whether these planning tools were used in CDF projects.

5.1.2.1 Strategic Plan

Strategic planning is a means of administering the formulation and implementation of a strategy. Strategic planning also refers to control mechanisms used to implement the strategy once it is determined (Mintzberg *et al*, 1996). A strategic plan would be necessary for effectiveness of administering CDF funds. The researcher sought to know whether CDF projects had a strategic plan. The findings were that although CDF projects did not have their own strategic plans, they were based on the plans of their institutions. For instance, a classroom project would not have a strategic plan but would be guided by the plan of the school. In Gatanga 64.3% of the projects were guided by such strategic plans compared to 72.2% of the projects in Kitui Central (Table 5.1). Only 9.1% of the respondents said that they did not know whether CDF projects had strategic plans. Without a strategic plan, it was difficult to implement a community development project. Lack of strategic planning was also likely to open room for corruption in the CDF projects.

5.1.2.2 CDF Project Proposal

A project proposal is an important tool for organizing the resources and time to complete a project and ensure that the project realizes the set goals and objectives. A CDF project proposal should ensure that the goals that are set are mutually acceptable by the community and the project committee members. A CDF project proposal should explain what community members want to do, how they plan to do the project, the expected results, and the benefit that will accrue to the community. The project must be one that meets the needs of the community and this should be taken into account when developing the project proposal. The CDF Act of 2013 requires proposals for the CDF projects to be submitted. The Act states that:

“The list of proposed constituency based projects to be covered under this Act shall be submitted by the chairman of the Constituency Development Fund Committee to the Board after approval by the Constituency Development Fund Committee for that constituency”.

The researcher sought to find out whether there was preparation of project proposals before CDF projects were funded. The findings as shown in Table 5.1 were that in Gatanga 73.4% of the projects had project proposals while in Kitui 86.8% had proposals and on average 80% of the

project committee members said there was a preparation of project proposals before projects were funded. Only 5.7 percent of the committee members did not know whether there was preparation of proposals. Thus, most CDF projects had proposals before they were funded. This is good because a project proposal can help in management of resources and time and in the pursuit of the objectives of the CDF projects. However, the CDF proposals they referred to were simple forms that were filled and submitted with little involvement of the project management committees.

5.1.2.3 Work plans for CDF

CDF projects should have a work plan. Work plan gives additional assurance to achieving the project objectives. A work plan serves as a control vehicle during execution. If CDF projects were to have work plans project managers would be able to compare the current status of a project with the expected performance of that project.

Of the projects sampled, in Gatanga responses from the project committee members indicated 83.1% had work plans compared to Kitui's 82.8% and on average 83% of the CDF projects had work plans (Table 5.1). Only 2.7 percent the respondents said that they did not know whether their projects had a work plan. Thus given that majority of the projects had a work plan it was good for the realization of the objectives of CDF projects. It meant that the managers of the projects were able to compare the actual and the expected outcome of the CDF projects.

5.1.2.4 Budgeting for CDF

A budget is a key management tool for planning, monitoring and controlling finances of a project. It estimates the expenditures for a set period of time. Furthermore in a CDF project, budgeting would provide a basis for accountability and transparency. Thus the researcher wanted to know if there was preparation of budget for the CDF projects. As shown in Table 5.1 the study findings were that in Gatanga 84.4% of committee members reported that the projects had a budget compared to 86.8% in Kitui Central. An overwhelming majority (85.6%) of the committee members said they had a budget and only 3.0 percent did not know whether their projects had a budget. Budgeting of a CDF project would assist in monitoring the expenditures

over a project framework. It would also help the project managers to determine if adjustments are required. Given that most CDF projects had a budget it is good to encourage budgeting in all the CDF projects in order to improve their performance. It would be important also to involve the community in the budgeting process for them to feel that they are part of the projects.

5.1.2.5 Record keeping in CDF Projects

Keeping records in CDF projects is important to enable accountability and facilitate coordination of projects. Good records would also facilitate communication about the progress of projects to project committee members and to community members. Furthermore, record keeping can lead to improvement of project execution by helping the staff to be more organized. The researcher sought to find out whether the project committees engaged in record keeping. In Gatanga 71.4% of committee members said records were kept compared to 85.4% in Kitui Central. Overall an overwhelming majority (78.4%) of the respondents said the committees kept records while 16.5% did not keep records (Table 5.1). Only 5.1 percent of the respondents did not know whether CDF records were kept by the committees. When the respondents were asked whether the records were adequate, only 20.0% said the records were exceptionally adequate, 18.4% were more than adequate, 41.7% were adequate, 3.9 percent were barely adequate and 3.6 percent were inadequate (Table 5.3). Thus cumulatively, 84% of the committee members thought that the records were adequate.

Table 5.3 Project Committee Members Responses on Adequacy of Record Keeping

| Adequacy of Record Keeping | Gatanga | | Kitui Central | | Total | |
|----------------------------|------------|--------------|---------------|--------------|------------|--------------|
| | No. | % | No. | % | No. | % |
| Exceptionally Adequate | 39 | 25.3 | 22 | 14.6 | 61 | 20.0 |
| More Than Adequate | 23 | 14.9 | 33 | 21.9 | 56 | 18.4 |
| Adequate | 51 | 33.1 | 76 | 50.3 | 127 | 41.7 |
| Barely Adequate | 4 | 2.6 | 8 | 5.3 | 12 | 3.9 |
| Inadequate | 4 | 2.6 | 7 | 4.6 | 11 | 3.6 |
| Does not know | 33 | 21.4 | 5 | 3.3 | 38 | 12.4 |
| Total | 154 | 100.0 | 151 | 100.0 | 305 | 100.0 |

5.1.2.6 Auditing of CDF Projects

Auditing is a systematic examination of books of accounts, data, statements, records, operations and performances, documents and vouchers to ascertain whether the financial statements present a true and fair view of the concern. It also attempts to ensure that the books of accounts are properly maintained. In auditing, the auditor examines the records, collects evidence, evaluates the same and on this basis formulates the judgment which is communicated through the audit report (Ower, 1999). Auditing of CDF projects would be necessary to ensure transparency and accountability in the use of public resources. The researcher sought to know whether CDF projects were audited.

The study shows that in Gatanga only 32.5% of the CDF projects were audited while in Kitui 29.1% were audited. Majority (64.6% in Gatanga, 66.8% in Kitui Central) of the CDF projects were not audited (Table 5.1). Only a small percentage (2.9 percent in Gatanga, 4.1 percent in Kitui Central) of the project committee members did not know whether their projects were audited. The fact that majority of CDF projects were not audited gave room for embezzlement of CDF funds.

5.1.2.7 Payment of Allowances to Project Management Committee Members

The study sought to find out from the project committee members whether they were paid allowances. In Gatanga only 22.7% of the committee members said were paid allowances while majority comprising 77.3% were not paid allowances while in Kitui Central only 32.5% were paid allowances (Table 5.1). Only 4.0 percent of the respondents did not know whether they were paid allowances. Respondents who said that they were paid some allowances were asked to say how much money they were paid. The results were that of those who said they got the allowances, in Gatanga 64.7% of the respondents were paid 5,000 shillings and below compared to 81% in Kitui Central. In Gatanga, 5.9 percent got allowances of Ksh 5,001-10,000 compared to 14.3% in Kitui Central. In Gatanga those who got more than Ksh 10,000 comprised 29.4% compared to 4.7 percent in Kitui Central (Table 5.4). Thus, some committee members were paid allowances while others were not. There was no blueprint on how CDF projects were managed and hence there was lack of clarity on whether the project committee members were supposed to

be paid allowances. Lack of allowances was likely to have a negative impact on the enthusiasm by the project committee members to actively participate in management of CDF projects.

Table 5.4 Project Committee Members Responses on Amount of Allowances they were paid

| Allowances for Project Committee Members | Gatanga | | Kitui Central | |
|--|-----------|--------------|---------------|--------------|
| | Number | % | Number | % |
| 5,000 and below | 22 | 64.7 | 34 | 81.0 |
| 5,001 – 10,000 | 2 | 5.9 | 6 | 14.3 |
| 10,001 – 20,000 | 10 | 29.4 | 2 | 4.7 |
| Total | 34 | 100.0 | 42 | 100.0 |

When asked whether the allowances that they were paid were adequate, in Gatanga 3.8 percent of the respondents said the allowances were more than adequate, 23.1% was adequate, and 9.6 percent was barely adequate while majority (63.4%) said the allowances were inadequate. In Kitui Central, 14.3% of the respondents said the allowances were adequate, 13% was barely adequate while majority (72.7%) said the allowances were inadequate. The results are presented in Table 5.5. The CDF Act does not have provision for payment of allowances to the project committee members. This meant that the project committee members were paid allowances with money meant for implementation of development projects and this could have negative implications on the quality of workmanship and facilities.

Table 5.5 Allowances of Project Management Committee Members

| Allowances paid to Committee Members | Gatanga | | Kitui Central | |
|--------------------------------------|-----------|--------------|---------------|--------------|
| | Number | % | Number | % |
| More than adequate | 2 | 3.8 | 0 | 0.0 |
| Adequate | 12 | 23.1 | 11 | 14.3 |
| Barely adequate | 5 | 9.6 | 10 | 13.0 |
| Inadequate | 33 | 63.4 | 56 | 72.7 |
| Total | 52 | 100.0 | 77 | 100.0 |

5.1.2.8 Project Management Committees' Satisfaction with Performance of CDF Projects.

Project committee members were asked whether they were satisfied with the way their CDF projects were performing. Table 5.6 shows that in Gatanga 20.9% were very satisfied, 56.2% were satisfied, 3.9% uncertain, 10.5% were dissatisfied while 8.5% were very dissatisfied. In Kitui Central, 20.1% were very satisfied, 61.8% were satisfied, 4.6% uncertain, 5.6% were dissatisfied while 7.6% were very dissatisfied.

The Project committee members who said they were dissatisfied were asked the reasons for dissatisfaction with the management of CDF projects. The reasons given for dissatisfaction included poor management, lack of transparency and corruption. The reasons cited for being satisfied with management of CDF projects were good management, transparent utilization of funds and improvement of facilities. When the committee members were asked whether they would say that their projects were managed transparently 72.8% said the projects were transparently managed, while 19.8% said they were not, with a small percentage (7.4 percent) of respondents saying they did not know whether management was transparent. Those who said that management of CDF projects was transparent cited that management was inclusive and that there was no corruption. Those who were said management was not transparent cited the lack of project plans, lack of enough funds, failure to involve committee members in CDF decisions and poor methods of accountability.

Table 5.6. Project Committee Members Satisfaction with Performance of CDF Projects

| Satisfaction with Performance of CDF Projects | Gatanga | | Kitui Central | |
|---|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Very Satisfied | 32 | 20.9 | 29 | 20.1 |
| Satisfied | 86 | 56.2 | 89 | 61.8 |
| Uncertain | 6 | 3.9 | 7 | 4.6 |
| Dissatisfied | 16 | 10.5 | 8 | 5.6 |
| Very Dissatisfied | 13 | 8.5 | 11 | 7.6 |
| Total | 153 | 100.0 | 144 | 100.0 |

5.1.2.9 Corruption in CDF Projects

Corruption has been cited as one of the biggest weaknesses of CDF (Kiria, 2009). The researcher asked the projects committee members whether there were cases of corruption in the CDF projects. Only 18.2% of the respondents in Gatanga and 10.6% in Kitui Central said there were cases of corruption while a majority 69.9% said there were no cases of corruption. Only 15.7% of the project committee members said they did not know whether there was corruption (Table 5.1).

The committee members further explained that there were cases of embezzlement of funds, failure to involve community as the major beneficiary and stakeholder in CDF projects, failure to keep records well for auditing and poor management of the fund. The study findings concur with the findings of the National Anti-Corruption Campaign Steering Committee which reported that:

“The general lack of transparency in CDF matters is well manifested in lack of open discussion on allocation and use of the fund. Many CDF project implementers were reported to be unwilling to discuss pertinent issues freely with the target beneficiaries. The mystery surrounding CDF in many parts of the country leads to suspicion of underhand activities and deals by grassroots communities. This is compounded by lack of audit arrangements for CDF expenditures. This in turn abets misuse of the fund and funding of non-priority projects that do not benefit the poor” (NACCSC, 2008)

5.1.2.10 Quality of Facilities, Value for Money and Workmanship in CDF Projects

The researcher sought to find out whether the committee members were satisfied or dissatisfied with the quality of Facilities, the Value for money spent in the project and the quality of Workmanship in the projects. The findings are presented in Table 5.7.

On whether they were satisfied with the quality of facilities, the findings were that in Gatanga 24% of the committee members were very satisfied, 56.5% were satisfied, 3.9 percent were uncertain, 9.1 percent were dissatisfied and 5.8 percent were very dissatisfied. In Kitui 11.3% of the respondents were very satisfied, 60.3% were satisfied, 2.6 percent were uncertain, 6.6 percent

were dissatisfied and 4.6 percent were very dissatisfied. Overall, a big percentage of the project management committee members were satisfied with the quality of facilities in the CDF projects.

Committee members were also asked whether they were satisfied with the value for money spent in the CDF projects. In Gatanga only 20.8% were very satisfied, 53.9% were satisfied, 7.8 percent were uncertain, 11.7% were dissatisfied, and those very dissatisfied were 5.2 percent. In Kitui 13.9% were very satisfied, 54.9% were satisfied, 3.9 percent were uncertain, 13.2% were dissatisfied, and those very dissatisfied were 5.9 percent. The total percentage of those that were very satisfied and those satisfied was cumulatively 71.8% while the total of those dissatisfied and very dissatisfied were 18%. Therefore, majority were satisfied with the value for money spent in CDF. This is an indicator that despite the challenges facing the implementation and management of CDF project committee members felt that their money was spent well on the CDF projects.

Poor quality of construction is a common phenomenon in CDF projects in Kenya (TISA, 2011). Poor workmanship results into defective buildings that have a short life and require constant renovations. Low quality construction can occur due to corruption or due to incompetent contractors. The contractor may lack the experience or the competence to undertake good quality construction. The researcher asked the committee members about their satisfaction with the quality of workmanship in the CDF projects. In Gatanga those who were very satisfied comprised 22.7%, those satisfied were 55.8%, 5.2 percent were uncertain, 10.4% were dissatisfied while only 5.2 percent were very dissatisfied. In Kitui those who were very satisfied comprised 15.2%, those satisfied were 60.9%, 5.3 percent were uncertain, 5.9 percent were dissatisfied while only 4.6 percent were very dissatisfied. In total those who were very satisfied and those satisfied consisted of 77.3% of the respondents. Therefore, we can generally say that there was high level of satisfaction with the quality of work done in the CDF projects.

Those who were not satisfied with quality of workmanship, value for the money spent and quality of facilities cited poor construction, inadequate funds allocation, poor initiation of the project and failure to involve the project committee members. The quality of construction can still be improved if there was a better way of designing the structures and better manpower management. As pointed out by Mapesa (2006), there should be a proper and stronger linkage of

the CDF projects and government technical officers to ensure that there is efficiency in designs, project preparation, evaluation and supervision.

Table 5.7 Committee Members’ Satisfaction with Facilities, Value for Money and Workmanship

| Satisfaction | Gatanga | | | | | Kitui Central | | | | |
|-----------------------------------|---------|------|-----|------|-----|---------------|------|-----|------|-----|
| | VS | S | U | D | VD | VS | S | U | D | VD |
| | % | % | % | % | % | % | % | % | % | % |
| Quality of facilities projects | 24.0 | 56.5 | 3.9 | 9.1 | 5.8 | 11.3 | 60.3 | 2.6 | 6.6 | 4.6 |
| Value for money spent in projects | 20.8 | 53.9 | 7.8 | 11.7 | 5.2 | 13.9 | 54.9 | 3.9 | 13.2 | 5.9 |
| Quality of workmanship projects | 22.7 | 55.8 | 5.2 | 10.4 | 5.2 | 15.2 | 60.9 | 5.3 | 5.9 | 4.6 |

Key %= Percentage VS=Very Satisfied S=Satisfied U=Uncertain D= Dissatisfied
VD=Very Dissatisfied

5.1.2.11 Sustainability of CDF Projects

It has been pointed out by Baskin (2010) that:

“The sustainability of CDFs as tools of decentralized and effective development rests both on the efficiency and the effectiveness of its implementation and on its political acceptability to stakeholders throughout the political system”.

Baskin (2010) further contends that:

“The current popularity of CDFs appears to rest mainly on the generally held political calculus in which centrally placed politicians bring home development resources to local communities and groups in exchange for political support.At the same time, many MPs believe that CDFs have contributed to a system of political competition where candidates are measured, in part, on their effective employment of CDF allocations”.

Issues have been raised about the constitutionality of the CDF implementation framework in Kenya. The argument has been that the Kenya's new constitution of 2010 set the county governments as the epicenter of development in Kenya, and not the constituencies. The argument goes that the CDF should not be controlled or be implemented by MPs because that is the work of the county governments and CDF constituted violates the principle of separation of powers. It was for this reason that a high court judge in Kenya in the year 2015 declared CDF to be unconstitutional and asked the MPs to revise the CDF act of 2013 within one year to align it with the new constitution. In addition, as a political fund, other politicians in Kenya have been demanding a similar fund for themselves. In particular MCAs have been demanding a Ward Development Fund which they can also take control of so that they are able to control development projects at the ward level. On the other hand Women Representatives are also demanding a special fund which they can be in charge of. Thus, it was important to gauge the views of the people on the continuity of CDF.

When the project committee members were asked whether the government should continue disbursing CDF or it should be abolished, an overwhelming majority (91% in Gatanga and 96% in Kitui Central) said the government should continue with the disbursement. Only 8.4 percent in Gatanga and 4 percent in Kitui Central said that CDF should be abolished by the government while only 0.6 percent in Gatanga did not know whether the disbursement should continue (Table 5.10). Those who said that CDF should continue being disbursed pointed out that the fund had achieved some development objectives, that some Projects had been initiated, CDF had availed the much needed funds for development easing the burden of harambee and some of the needs of the community such as education, health and water were met through the CDF. Those against the continuity of the fund cited corruption as the problem with the CDF.

To know whether project beneficiaries wanted CDF to continue driving community development projects despite some of the challenges it faced, they were asked whether the Government should continue disbursing CDF or it should be abolished. Their responses are shown in Table 5.8. Majority (84.6% in Gatanga and 88.7% in Kitui Central) of the beneficiaries supported the continued disbursement of CDF. A smaller percentage (13.4% in Gatanga and 7.3 percent in Kitui Central) said that CDF should be abolished while only 2.0 percent in Gatanga and 4 percent in Kitui Central said they did not know whether CDF should continue to be disbursed or it should

be abolished. The beneficiaries were asked to give reasons for their response. They said disbursement of CDF should be continued because it carried out development projects that were beneficial to the poorest people at the grassroots; CDF funded projects that were pro-people and therefore it enhanced community development. The reasons cited by those who said CDF should not continue were that there was poor management of the fund and CDF was a conduit for corruption.

Table 5.8 Project Beneficiaries Responses on Continued Disbursement of CDF

| Continuity of CDF Disbursement | Gatanga | | Kitui Central | |
|--------------------------------|--------------------|----------------|--------------------|----------------|
| | Committee Members. | Beneficiaries. | Committee Members. | Beneficiaries. |
| | % | % | % | % |
| Continue Disbursement of CDF | 91.0 | 84.6 | 96.0 | 88.7 |
| Abolish CDF | 8.4 | 13.4 | 4.0 | 7.3 |
| Does not know | 0.6 | 2.0 | 0.0 | 4.0 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

Findings from key informants and focus group discussions indicated that the constituents would want CDF to continue being disbursed. In Kitui Central Constituency it was reported in a focus group discussion that they would prefer the disbursement of CDF to continue but the fund should be handled by the county government; that CDF should work with the county government and MPs should only be patrons of the fund. They said:

“CDF money should be channeled to the county government which is in the 2010 constitution”

CDF should work together with the county government to prevent duplication or supremacy wars between the two”

“There should be a complete overhaul of CDF management”

“There should be mechanisms to ensure that the MP follows the CDF Act to the letter and act as a patron only”

In yet another focus group discussion in Kitui Central Constituency they supported the continued disbursement of CDF:

“Definitely, it’s the best thing that has ever happened to local communities”

“It should continue because it brings equality and development to the formerly marginalized areas.”

A key informant in Kitui Central Constituency supported the continued disbursement of CDF as a way of attaining development:

“CDF should continue. How else are we going to develop? We have no money for development projects that are carried out by CDF. We still have a lot that needs to be done to make our standards of living better”

Another key informant in Kitui Central said that CDF should not continue and development projects should be handled by the county government:

“There is duplication of duties and separation of power is not clear. The MP is at the legislature and cannot get time to come and manage the CDF. Let the money be pooled together under county government or even be given a new name. When will the MP go to the parliament and legislate and concentrate on developing projects at the constituency level? It cannot happen at all! CDF should not exist. The county government can do better on development issues.”

Another key informant in Kitui Central constituency supported the idea of CDF being handled by the county government.

“Money should be devolved to the county government as there is more transparency at that level.”

This view was supported by yet another key informant in Kitui central:

“CDF should continue under the county government system. In the national government, funds are usually allocated to specific areas; CDF should come in to supplement areas not targeted by the national government.”

In Gatanga Constituency they also supported the continued disbursement of CDF. A key informant said:

“It should continue but of course measures ought to be put in place to ensure that CDF money is used appropriately. Money from central government cannot reach the grassroots the way CDF does. Money from national government only reaches people in the big towns. But the MP knows the needs of his people so CDF should continue.”

Another key informant in Gatanga constituency supported the continuity of CDF because of its ability to reach people at the grassroots:

“In my opinion it is one of the best ways of attaining development. I mean before CDF it was very rare to hear of any projects done by the government for the people in the grassroots, now everyone knows of CDF and has benefited in one way or another.”

In a focus group discussion in Gatanga Constituency the continued disbursement of CDF was supported:

“CDF should continue because it helps the community with those projects we cannot carry out on our own because we do not have resources.”

“It has really helped to bring development here. We are no longer where we were before CDF, it has really uplifted us”

Qualitative findings from the key informants and focus group discussions indicated that CDF had reached people at the grassroots and communities were therefore for its continuity. The CDF had an impact on the development so communities could not contemplate development without the fund. Some expressed the inability of MPs to handle the fund and recommended that while the fund should continue, it could be handled better by the county government. Thus the idea of CDF

where it targeted the grassroots projects was largely supported by communities. The challenges lay in the process of implementation of community development projects funded by CDF.

In Kitui Central when the key informants and participants in focus group discussions were asked whether CDF was in line with the Kenyan constitution, there were mixed reactions. In a focus group discussion people who said it was in line with the constitution said:

- *“I hear it is in line with the constitution, I am not sure”*
- *“I imagine it is, but much has to be done to align it”*
- *“Yes, since it is in line with the constitution, it involves the members of the public by participating in projects which is constitutional.”*
- *“Yes, I think it is. It is close to consumers which allows planning at their level as well as consumption of goods and services”*
- *“Yes, it is allowed by the constitution, the way it is structured and the fact that there are ward representatives and project committees is according to the law.”*

In the focus group discussions in Kitui Central those who thought that CDF was not in line with the constitution said:

- *CDF is not in line with constitution of Kenya. It is just an arrangement by the National Assembly. It is like a standing order which guides you on what needs to be done. ”*
- *“CDF and Constitution of Kenya are not aligned. It is just an act of parliament to suit politicians’ interests.”*
- *“CDF is not in line with the constitution because there should be clear separation of power which does not exist. For example MPs are legislators who should not be involved in managing CDF money. The money should go to the county government and their ministries to implement the projects.”*
- *“No, no, no! It is unconstitutional. It was just an Act of parliament passed in 2003, but the 2010 constitution does not provide for CDF but only the county funds.”*

Yet in Kitui Central constituency some people participating in the focus group discussions did not know whether CDF was in line with the constitution as they said:

- *“I don’t know if it is in the Constitution because it is a development fund”*
- *I think so but I am not too sure. It was passed by the MPs so I assume it is in the constitution”*

In Gatanga constituency it was the same mixed feelings about the constitutionality of CDF. Those who said it was constitutional responded as follows:

- *“Definitely it follows the constitution. If not, they would not give that money. Our constitution talks of devolution of resources.”*
- *“Yes it is in line with Kenyan constitution. It is in a chapter on devolution since it is more of distribution of resources.”*
- *“It is constitutional. It is the avenue used to distribute resources from the national government to the counties.”*
- *“CDF is in line with the Constitution due to devolution. It trickles down development to the people at the grassroots level. It is part of the devolution process.”*
- *“Yes because I think one major thing in the constitution is to reduce marginalization, empower and bring services closer to the local mwananchi. CDF is doing that because it is funds given to every constituency”*
- *I would think it is in line with the Constitution of Kenya because before receiving money it must follow some set regulations.”*

Those in Gatanga who said CDF was not constitutional said:

- *This constitution is not known by many people. But personally I do not see it going well with the constitution.”*
- *It is not in line with the constitution of Kenya as there are now two sources of power and money. The idea was noble in the beginning but there needs to be one central body in line with the constitution”*

Others in Gatanga Constituency were not sure whether it was constitutional and they said:

- *“I really cannot recall very well if CDF is in the constitution”*

- *I am not sure whether CDF is in the constitution. I hear some saying that CDF is in the constitution; others say it is not, I need to confirm whether it is constitutional.*

Thus the constitutionality of CDF is unclear as attested by the responses of the key informants and focus group discussants in Kitui and Gatanga constituencies. It is therefore important that we have a clear interpretation about the constitutionality of CDF so that people can clearly know whether it is aligned to the 2010 constitution. The confusion about its constitutionality has come because with the devolved governments, some of the developmental functions that were performed by the national government via CDF are now performed by the county governments bringing confusion to the stakeholders.

The researcher also obtained qualitative data from key informants and through focus group discussions on what they thought was the future of CDF in the face of county funding. In Kitui Central some participants in a focus group discussion thought that CDF had no future given that there are devolved now governments in the new constitutional dispensation:

“CDF has no future if we are to follow the constitution. It is not provided for and only the county governments are legal”

“Given that CDF comes from national government and considering that county governments also fund projects, the two should be harmonized to complement one another.”

In another focus group discussion in Kitui Central some of the participants thought that CDF will soon go to the governor’s office. They expressed themselves differently as follows:

“CDF will be given to county government headed by governor.”

“CDF will continue because of devolution. They can decide which projects to go to CDF and the projects to go to county governments.”

“CDF should now be taken to the governor’s office because MPs cannot manage public funds.”

A key informant in Kitui Central said that even with county governments CDF will function properly because it has its own structures that operate independently of the county governments:

“CDF should continue because it can function independently from the county government. It came before the county governments so it already has its own systems.”

Another key informant in Kitui Central thought that CDF had no future with the county funding of development projects:

“CDF has no future. It should be abolished and money devolved to county governments to prevent duplication of county projects and claiming them as their own.”

Another key informant in Kitui Central saw CDF and county funding to be complementary:

“CDF has to be there forever because it supplements the county government. If the CDF is building classes and roads the county government will not repeat the same projects. Eventually, we are assisting the same people to provide them services. This is good because CDF and county governments are saying ‘do it before I do it’.”

Another key informant in Kitui Central said the CDF and county governments can work together to ensure there is no duplication:

“CDF has a future because when they sit with county governments there will be no duplication and they can share information on how projects are managed.”

In Gatanga Constituency, a key participant was of the opinion that the CDF should be taken to the county government. He said:

“I would suggest the CDF fund be exhausted and then all developmental money should be devolved from one source of power which is the county government.”

In opposing the idea of CDF projects being handled by the county government, a key informant in Gatanga constituency thought that CDF should not be taken to the county government because there was more corruption:

“County governments are worse thieves, let CDF remain separate so that projects are manageable and the money is not squandered by county government. When they are separate we may fail to attain development from one but get it from the CDF who may feel mercy for us.”

Another key informant in Gatanga thought the CDF and county governments should continue with their development projects separately:

“I think CDF ought to continue because when we have CDF and county funding, the two bodies will be united in attaining development of this area. For example if CDF takes care of feeder roads, county funding can take care of the bigger roads, CDF will take care of dispensaries and county funding will cater for level four hospitals. But the two should complement each other so that there is no duplication of projects since that is how corruption happens. But with consultation and working together, it can be a very good way of getting development.”

Thus, though the constituents were of different opinions there was a general feeling that the county governments should work together with the CDF managers to improve implementation of CDF projects. While some people thought that CDF should be taken to the county governments, there were fears that corruption was more endemic at the county governments than with CDF, a factor that could end up undermining grassroots community development projects.

5.2 The Impact of CDF on the Well-Being of Communities.

The fifth objective of this study was to examine the impact of CDF on the well-being of communities. To meet this objective the researcher gathered data on ability of CDF to meet the local needs, completion and use of CDF projects, whether CDF projects were serving people fully or partially, achievements of CDF, benefits of CDF projects.

5.2.1 Ability of CDF Projects to Meet Local Needs

Project beneficiaries were asked whether the CDF projects had met the needs for which they were started. Table 5.9 shows that majority (85.2% in Gatanga and 82.7% in Kitui Central) of the respondents said the CDF projects met the needs of the people. Only 14.8% in Gatanga and

17.3% in Kitui Central said CDF projects did not meet the needs for which they were started. Thus, to most of the respondents, CDF projects were beneficial to the people. The projects brought services closer to the local people and improved service delivery without having to conduct harambee which had become stressful to MPs before CDF was enacted.

Table 5.9 Projects Beneficiaries Responses on Ability of CDF Projects to Meet Local Needs

| Ability of Projects to Meet Local Needs | Gatanga | | Kitui Central | | Total | |
|---|------------|--------------|---------------|--------------|------------|--------------|
| | Number | % | Number | % | Number | % |
| Yes | 127 | 85.2 | 124 | 82.7 | 251 | 83.9 |
| No | 22 | 14.8 | 26 | 17.3 | 48 | 16.1 |
| Total | 149 | 100.0 | 150 | 100.0 | 299 | 100.0 |

5.2.2 Completion and Use of the CDF Projects

Under the CDF Act projects do not have end dates. This means that if a project is incomplete from money allocated in one financial year it is allowed to continue getting funds in the successive years. In addition, the CDF Act does not require that incumbent MPs complete projects that were started by former MPs. To understand the level of implementation the CDF projects had gone to, the researcher asked the projects committee members and the projects beneficiaries how far the projects were from completion. The findings are presented in Table 5.10 which shows that according to the project committee members, in Gatanga 76% of the projects were completed and were being used, 7.1 percent were completed and not used, 11% were incomplete and in use, with 3.9 percent incomplete and not in use and only 1.3 percent of the projects were missing. In Kitui Central, 63.6% of the projects were completed and were being used, 4 percent were completed and not used, 3.3 percent were incomplete and in use, with 25.2% incomplete and not in use and 3.3 percent of the projects were missing.

Findings from the project beneficiaries shows that majority (79.9% in Gatanga and 69.3% in Kitui Central) of the CDF projects were completed and in use, 6 percent of projects in Gatanga and 5.3 percent in Kitui Central were completed but not in use, 8.7 percent in Gatanga and 8 percent in Kitui Central were incomplete but in use, 4 percent in Gatanga and 17.3% in Kitui

Central were incomplete and not in use and 0.7 percent were ghost projects (projects that did not exist at all). Thus, the level of completion and use of CDF projects was high. The study found the number of ghost projects to be minimal.

For the incomplete projects, respondents were asked what remained to be done. Overall in both constituencies, majority (87.9%) of the respondents said there were some parts that remained to be finished while 12.1% said that there were some approvals that were not yet done by the management for the commencement of use of the projects. Those who said that the projects were already in use were asked whether the projects were serving the people fully or partially. Majority of the project committee members (80.5% in Gatanga, 64.2% in Kitui Central) said that the projects were serving the community fully while a smaller number of project committee members said that the projects were partially in use. Overall, in both constituencies respondents (60.6% of project committee members), said the projects served the people partially because they had not been completed meaning they had the capacity to serve more people when fully completed. When the projects beneficiaries were asked whether projects were serving them fully or partially, majority (90.4% in Gatanga and 70% in Kitui Central) of the respondents said the projects were serving the people fully while only 9.6 percent in Gatanga and 30% in Kitui Central said projects were serving the community partially.

Table 5.10 Respondents Responses on Completion and Use of CDF Projects

| Completion and Use of CDF Projects | Gatanga | | Kitui Central | |
|---|--------------------------|----------------------|--------------------------|----------------------|
| | Committee Members | Beneficiaries | Committee Members | Beneficiaries |
| | % | % | % | % |
| Completed and in use | 76.0 | 79.9 | 63.6 | 73.9 |
| Completed but not in use | 7.1 | 6.0 | 4.0 | 5.7 |
| Project incomplete and is in use | 11.0 | 8.7 | 3.3 | 7.7 |
| Project incomplete and not in use | 4.5 | 4.1 | 25.8 | 10.4 |
| Project is missing/does not exist | 1.4 | 1.3 | 3.3 | 2.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| N= | 154 | 149 | 151 | 150 |

5.2.3 Full or Partial Operation of CDF Projects

Concerning the incomplete projects, beneficiaries were asked to state the work that remained to be done. As shown in Table 5.11 most (57.9% in Gatanga and 77.5% in Kitui Central) of the projects remained with finishing parts of the project such as painting, roofing and plastering. In some (26.3% in Gatanga, 7.7 percent in Kitui Central) of the projects construction of the structures was remaining. Some (10.5% in Gatanga and 10% in Kitui Central) had no electricity connections. Some (5.3 percent in Gatanga and 5 percent in Kitui Central) had been finished but the roads leading to the projects sites were incomplete.

Table 5.11 Projects Beneficiaries Responses on Work Remaining on Incomplete CDF Projects

| Work Remaining to be Done | Gatanga | | Kitui Central | | Total | |
|---|-----------|--------------|---------------|--------------|-----------|--------------|
| | No. | % | No. | % | No. | % |
| Painting, roofing and plastering | 11 | 57.9 | 31 | 77.5 | 42 | 71.2 |
| Installation of Electricity | 2 | 10.5 | 4 | 10.0 | 6 | 10.2 |
| Improvement of road leading to project site | 1 | 5.3 | 2 | 5.0 | 3 | 5.1 |
| Construction | 5 | 26.3 | 3 | 7.7 | 8 | 13.6 |
| Total | 19 | 100.0 | 40 | 100.0 | 59 | 100.0 |

When the projects beneficiaries were asked why the CDF projects were serving the people partially, 23.1% of the respondents in Gatanga and 55.9% in Kitui Central said the projects required better facilities. Some (61.5% in Gatanga and 38.2% in Kitui Central) of the projects did not operate fully because of poor management while 15.4% of the respondents in Gatanga and 5.9 percent in Kitui Central felt that the projects were not fully operational because they did not offer enough job opportunities to the communities (Table 5.12).

Table 5.12 Project Beneficiaries Responses on Reasons for Partial Operation of CDF Projects

| Reasons for Partial Operation of CDF Projects | Gatanga | | Kitui Central | | Total | |
|---|-----------|--------------|---------------|--------------|-----------|--------------|
| | No. | % | No. | % | No. | % |
| Projects Offers Limited Job Opportunities | 2 | 15.4 | 2 | 5.9 | 4 | 8.5 |
| Projects Requires Better Facilities | 3 | 23.1 | 19 | 55.9 | 22 | 46.8 |
| Poor Management of the Projects | 8 | 61.5 | 13 | 38.2 | 21 | 44.7 |
| Total | 13 | 100.0 | 34 | 100.0 | 47 | 100.0 |

Committee members were asked whether there were some completed CDF projects that were managed by local CDF project committees. Only 29.5 % said there were completed CDF projects that were being managed by local CDF project committees. Majority (70.5%) of the Committee members said there were no such projects. The Committee members were further asked to name those projects. The completed projects managed by local project committee were water, construction of offices and houses, schools, market, health centers, roads, toilets and electricity.

The study shows that the project management committees faced a number of challenges in the management of the completed CDF projects. These challenges included poor management of projects (28.6% in Gatanga and 17.9% in Kitui Central) lack of funds (14.9% in Gatanga and 12.6% in Kitui Central), poor remuneration of committee members (5.8 percent in Gatanga, 2 percent in Kitui Central), lack of necessary facilities and political interference. The findings are shown in table 5.13.

Table 5.13 Responses by Project Committee Members on Challenges of Managing Completed CDF Projects

| Challenges of Managing Completed CDF Projects | Gatanga | | Kitui Central | |
|--|------------|--------------|---------------|--------------|
| | No. | % | No. | % |
| Poor communication | 1 | 0.6 | 6 | 4.0 |
| Lack of funds | 23 | 14.9 | 19 | 12.6 |
| Poor management | 44 | 28.6 | 27 | 17.9 |
| Poor remuneration of committee members | 9 | 5.8 | 3 | 2.0 |
| Lack of an independent committee to oversee projects | 17 | 11.0 | 6 | 4.0 |
| Lack of necessary facilities | 0 | 0.0 | 11 | 7.3 |
| Political interference | 0 | 0.0 | 6 | 4.0 |
| Lack of skills | 0 | 0.0 | 5 | 3.3 |
| Non-Availability of Committee Members | 0 | 0.0 | 1 | 0.7 |
| No challenges | 60 | 39.0 | 67 | 44.4 |
| Total | 154 | 100.0 | 151 | 100.0 |

5.2.4 Achievements of CDF

Project beneficiaries were asked to state the main achievements of the CDF project. The responses were as shown in Table 5.14 which shows that CDF led to improvement of education, security, health facilities, water and improved transportation of agricultural produce. New development projects were initiated and living standards of the communities had improved. In addition, there was better planning for development projects, poverty was alleviated through employment creation and money for development projects was available. In addition the burden of harambee was reduced.

Table 5.14 Project Beneficiaries Responses on Achievements of CDF

| Achievements of CDF Projects | Gatanga | | Kitui Central | | Total | |
|--|------------|--------------|---------------|--------------|------------|--------------|
| | No. | % | No. | % | No. | % |
| Better planning for development | 13 | 5.6 | 9 | 5.8 | 22 | 5.7 |
| Boosted security/reduced crime | 41 | 17.6 | 12 | 7.7 | 53 | 13.6 |
| Improved Living standards | 21 | 9.0 | 10 | 6.4 | 31 | 8.0 |
| Initiation of New development projects | 29 | 12.4 | 10 | 6.4 | 39 | 10.0 |
| Availability of money for development | 11 | 4.7 | 12 | 7.7 | 23 | 5.9 |
| Enhancement of Education | 33 | 14.2 | 32 | 20.5 | 65 | 16.7 |
| Availability of Water | 5 | 2.1 | 13 | 8.3 | 18 | 4.6 |
| Improved Health facilities | 25 | 10.7 | 21 | 13.5 | 46 | 11.8 |
| Improvement of local market/stalls | 0 | 0.0 | 9 | 5.8 | 9 | 2.3 |
| Increased Awareness on development | 8 | 3.4 | 6 | 3.8 | 14 | 3.6 |
| Reduced need for Harambee | 13 | 5.6 | 8 | 5.1 | 21 | 5.4 |
| Alleviation of Poverty through employment creation | 13 | 5.6 | 9 | 5.8 | 22 | 5.7 |
| Improved transportation of agricultural produce | 21 | 9.0 | 5 | 3.2 | 26 | 6.7 |
| Total | 233 | 100.0 | 156 | 100.0 | 389 | 100.0 |

Qualitative data from key informants and focus group discussions indicated the achievements that CDF had attained. A key informant in Kitui Central said:

“CDF has been able to address the needs of the people, raise the awareness of the people to know that they can get back their taxes in terms of development projects. At every Baraza MPs ensure bursaries are received by all the people”

Another key informant said the CDF supported education:

“One of the successes is that CDF has been able to support education in poor families through education bursaries, classrooms and offices.”

A key informant in Kitui Central noted that CDF brought health facilities closer to the people and supported establishment of schools:

“Establishments such as hospitals are now in every sub-location which is closer to the people. It has led to establishment of schools and it has supported children to get bursaries on completing primary school.”

Another key informant in Kitui central said CDF reduced poverty and boosted the standards of living, improved health and security.

“There has been improvement of living standards, level of poverty has reduced, security levels have improved with construction of the chief’s offices, and health has improved due to the health facilities built by CDF allocation.”

Another key informant in Kitui summed up the achievements of CDF as follows:

“It has been able to educate the needy students, constructed classes thereby increasing enrollment of students in public schools. Levels of health in the community have improved; living standards have improved and CDF has sensitized the community on ways of sustaining themselves. It has a great impact to the society in terms of schools, hospitals, better roads, electricity and availability of water, but it can be better.”

In the focus group discussions in Kitui Central people were categorical that CDF had brought some positive changes. When asked what CDF had attained they said:

“We get water but it is not enough”

“Classes have been built”

“Street lights have been installed but most of the times they do not function; but they have boosted security and reduced road accidents. “

“Local market stalls built by CDF are being used”

In another focus group discussion in Kitui central they highlighted the achievements of CDF as follows:

“It has brought development at the grassroots such as building dispensaries, schools and roads”

“Thanks to CDF, at least we can see projects that could not have been possible before, people cannot use their own money for example to distill a dam or improve a road”

“Before CDF roads were terrible, nowadays even though the road is not tarmac it can be used by vehicles and transport is easier”

The same sentiments were expressed by the people in praise of CDF in another FGD in Kitui central:

“It has built a toilet and now ladies have very good sanitary places”

“School enrolment has increased drastically through bursaries.”

“The students’ morale is boosted as they are now learning in new classes.”

“There has been massive face-lifting of many schools in the area.”

“Health facilities are now easily accessible for all people.”

“CDF has managed to reach most of the grassroots population.”

In Gatanga constituency a key informant noted the achievements of CDF:

“CDF has improved security, dispensaries, roads and classroom projects. So, of course the achievements of CDF are that people are safer as there is less crime, people travel for shorter distances to get medical attention, goods can be moved from one place to another with ease and the level of education in the constituency has gone up as a result of CDF.”

Another key informant in Gatanga constituency concurred that CDF had led to improvement in education and security:

“Parents are appreciating renovations of schools. I have never heard before of renovations of all primary schools in the constituency. Bursaries for secondary schools and colleges are given very well. Also security has improved because AP posts have been built.”

Another key informant in Gatanga said CDF had some achievements but it performed better during the time of the former MP than during the current MP:

“The only successes I can mention are that dispensaries were built. Many offices were also built using CDF money. Roads were built and completed but not by the current MP. The previous MP was active in ensuring development took place.”

Yet another key informant in Gatanga summed up the achievements of CDF as:

“CDF has achieved in improving the standards of living since the former MP did a lot of projects. Secondly, the roads are accessible since feeder roads help people to transport goods. They have improved health by building dispensaries in different areas reducing walking distance for the sick to get medical services; when Peter Kenneth was the MP he constructed more than 10 AP posts in the constituency hence improving security. Bursaries have helped the poor to get education lifting the education levels in the constituency.”

In a focus group discussion in Gatanga constituency it was evident that performance of CDF depended on the incumbent MP. A participant in the discussion said:

“Initially during the former MP CDF had many successes such as building this office and other administrative offices. It also sponsored needy children for bursaries. It should continue doing this and even more.”

Thus the achievements of CDF were clearly spelt out by the constituents. Since its initiation CDF has made many facilities available. Some of its greatest achievements in Gatanga and Kitui constituencies were in education, security, improved health, improved roads, uplifting the standards of living, employment creation and easing the burden of harambee that existed before the initiation of CDF.

Project, beneficiaries were further asked to state the main problems of the CDF projects. As shown in Table 5.15 the main challenges facing CDF projects were politicization of the CDF (13.4%), poor quality of work (12.4%), corruption (12.0%), lack of training on CDF management (9.3 percent), low community participation (7.9 percent), lack of facilities in the CDF projects (10.6%) and incomplete projects that were left by former MPs (6.5 percent).

Table 5.15 Project Beneficiaries Responses on Problems Facing CDF Projects

| Problems Facing CDF Projects | Gatanga | | Kitui Central | | Total | |
|---|------------|--------------|------------------|--------------|------------|--------------|
| | No. | % | No. | % | No. | % |
| Lack of funds/Allocation not enough | 9 | 6.3 | 14 | 9.5 | 23 | 7.9 |
| Lack of training on CDF management | 15 | 10.4 | 12 | 8.2 | 27 | 9.3 |
| Poor infrastructure/lack of facilities | 14 | 9.7 | 17 | 11.6 | 31 | 10.6 |
| Poor planning for projects | 5 | 3.5 | 8 | 5.4 | 13 | 4.5 |
| Lack of water | 1 | 0.7 | 5 | 3.4 | 6 | 2.1 |
| Lack of electricity | 5 | 3.5 | 1 | 0.7 | 6 | 2.1 |
| Project too small in size to serve people | 5 | 3.5 | 4 | 2.7 | 9 | 3.1 |
| Corruption | 20 | 13.9 | 15 | 10.2 | 35 | 12.0 |
| Project not a priority to this community | 3 | 2.1 | 2 | 1.4 | 5 | 1.7 |
| Lack of/low community participation | 12 | 8.3 | 11 | 7.5 | 23 | 7.9 |
| Poor quality work | 20 | 13.9 | 16 | 10.9 | 36 | 12.4 |
| Politicization of projects by MPs | 17 | 11.8 | 22 | 14.9 | 39 | 13.4 |
| Biased selection of projects | 6 | 4.2 | 8 | 5.4 | 14 | 4.8 |
| Incomplete projects started by former MP | 8 | 5.6 | 11 | 7.5 | 19 | 6.5 |
| Overlap of CDF and other funds | 4 | 2.8 | 1 | 0.7 | 5 | 1.7 |
| Total | 144 | 100.0 | 147 | 100.0 | 291 | 100.0 |

To get more information about problems in the implementation of CDF the researcher asked the key informants and the participants in the focus group discussion about the challenges that faced

the CDF projects. To demonstrate the problems of implementation a key informant in Gatanga said:

“There is a lot of corruption in CDF projects in the tendering process. Those who win tenders are allies of the MP. There is no training on how to manage these projects. Most of the builders have no experience. They do poor quality work. For example this road to Gatanga the contractor did it poorly in order to make more money, they buy poor quality materials at exorbitant prices so that they squander money meant for materials, they don’t care about the project so long as they are making money. Projects are being built but of poor quality.”

Another key informant in Gatanga summarized the problems as follows:

“The selection of areas where CDF projects are to be initiated is a challenge since in every ward they need hospitals. There is lack of enough allocation of money since a lot of projects still need to be done. In some places it is schools while in others it is roads, yet there are no enough funds to do all of them. Public participation is crucial yet the people are not involved. While sometimes projects committees are chosen to represent the people, they do not know the needs of the people. The MP favours his region and neglects other parts of the constituency where he did not get votes. His role should be oversight but funding should be left to the committee.”

Another key informant was very clear on the politicization of CDF and how it is a challenge to the implementation of CDF. The problem is particularly when a new MP is elected and does not want to continue with projects that were started by the former MP as a respondent in a focus group discussion in Gatanga observed:

“Generally CDF in Gatanga has a lot of problems. Starting with the fact that some of the projects that were started by the former MP have never been completed by the new MP. Without completing these projects CDF has lost meaning. The current MP is not serious, he is joking with us and we shall vote him out.”

It was clear that apart from lack of funds the biggest challenge of CDF was politicization. In Gatanga constituency in a focus group discussion, it was said by a participant:

“One major challenge is lack of transparency and accountability, corruption, lack of community involvement and initiating most projects without proper consultation.”

“Nowadays CDF managers do what they want without considering the priority needs of the community at that particular time. You also find that there is a lot of favouritism to the area where the MP comes from and towards those who supported him.”

“With the previous MP there were some challenges but not many like we have now. Peter Kenneth used to involve local people in the tendering process a lot more than the current MP who only involves his friends.”

In Kitui Central, challenges ranged from poor quality work to politicization of CDF projects. Respondents in a focus group discussion reported:

“There is no way to ensure and control the quality of work done. Sometimes the funds allocated to this project are not enough which leave many projects incomplete, also some projects take too long to complete. There is a lot of politicization of projects because when regimes change and projects are halfway done by then, they will remain that way as no follow up is done.”

Still in Kitui Central Constituency in another focus group discussion it was reported by some members of the group:

“Management of water points is a big challenge, there are very many water kiosks in this area, but none has water as they run down after a few months and no one is managing them.”

“We have misplaced priorities by CDF, leading to non beneficial projects in the area. The problem of water would have disappeared if they brought water from Masinga dam instead of us relying on water from boreholes that are dry”.

“Project funding is overlapping-CDF and county are seen funding the same project”

Thus it was evident that implementation of CDF projects was facing several challenges in both constituencies. This calls for an urgent need to address these challenges if CDF is to become more efficient and effective in order to meet the intended objectives.

The study sought the views of the project beneficiaries on the persons they thought were most responsible for the problems that faced CDF projects. The respondents (29.5%) cited the MPs as the persons most responsible for the problems facing CDF projects (Table 5.16). CDF managers were also highly mentioned (21.2%) as having contributed to the problems that CDF projects encountered. Others who contributed to CDF problems were opinion leader (9.8 percent), all elected leaders (8.3 percent), community members (6.1 percent), projects contractors (7.6 percent) and all competing politicians in the constituencies (9.1 percent).

Table 5.16 Project Beneficiaries Responses on Persons Most Responsible for CDF Problems

| Persons Most Responsible for CDF Problems | Gatanga | | Kitui Central | | Total | |
|--|-----------|--------------|---------------|--------------|------------|--------------|
| | No. | % | No. | % | No. | % |
| Opinion leaders | 1 | 2.4 | 12 | 13.3 | 13 | 9.8 |
| Community members | 1 | 2.4 | 7 | 7.8 | 8 | 6.1 |
| Elected leaders | 1 | 2.4 | 10 | 11.1 | 11 | 8.3 |
| Project contractors | 1 | 2.4 | 9 | 10.0 | 10 | 7.6 |
| Lack of Money is the problem not individuals | 0 | 0.0 | 4 | 4.4 | 4 | 3.0 |
| Area MP | 21 | 50.0 | 18 | 20.0 | 39 | 29.5 |
| All area politicians | 1 | 2.4 | 11 | 12.2 | 12 | 9.1 |
| Chief | 0 | 0.0 | 2 | 2.2 | 2 | 1.5 |
| MCAs | 0 | 0.0 | 5 | 5.6 | 5 | 3.8 |
| CDF Managers | 16 | 38.1 | 12 | 13.3 | 28 | 21.2 |
| Total | 42 | 100.0 | 90 | 100.0 | 132 | 100.0 |

Beneficiaries were asked why they thought the persons mentioned were the most responsible for the problems that faced CDF projects. As shown in Table 5.17 some respondents (30.6%) said that these were the persons who embezzled funds, while 23.1% said these were the people who failed to consider implementation of projects that were a priority to the community. Other reasons given were failure to do their work professionally (20.4%), failure to address problems

that were faced by communities (10.2%), failure to give community time to listen to their issues (5.6 percent), failure to educate people about CDF projects (5.6 percent) and failure to ensure that there was community participation in CDF projects execution (4.6 percent).

Table 5.17 Beneficiaries Responses on Reasons That Made Some People Most Responsible For Problems Facing CDF Projects

| Why Some Persons are Most Responsible for Problems Facing CDF Projects | Gatanga | | Kitui Central | | Total | |
|--|-----------|--------------|---------------|--------------|------------|--------------|
| | No. | % | No. | % | No. | % |
| Embezzled funds | 11 | 27.5 | 22 | 32.4 | 33 | 30.6 |
| Does not address issues facing the community | 1 | 2.5 | 5 | 7.4 | 6 | 5.6 |
| They are not professional in their job | 3 | 7.5 | 19 | 27.9 | 22 | 20.4 |
| Don't consider priorities/needs of people | 14 | 35.0 | 11 | 16.2 | 25 | 23.1 |
| They don't educate community about projects | 1 | 2.5 | 5 | 7.4 | 6 | 5.6 |
| Don't address problems encountered by the people | 5 | 12.5 | 6 | 8.8 | 11 | 10.2 |
| Don't ensure community participation | 5 | 12.5 | 0 | 0.0 | 5 | 4.6 |
| Total | 40 | 100.0 | 68 | 100.0 | 108 | 100.0 |

Beneficiaries were asked whether they or any other member of the community had taken action about the problems facing the CDF projects. The responses were as shown in Table 5.18. The study found that only 10.7% of the respondents took action in regard to the problems facing the CDF projects. Majority (89.3%) of the respondents did not take any action. Respondents were further asked about the action they took about the problems facing the project. All the persons who said they had taken action said that they raised the problems to the concerned parties. However they could not specify the action(s) they took and whether those actions helped to improve the CDF projects. This confirms the low participation by the community in CDF projects.

Thus it was evident that while CDF faced various challenges, communities rarely took action to address those problems. Hence the need for community education to sensitize them on what form of action to take when CDF projects do not progress as expected.

Table 5.18 Project Beneficiaries Responses on whether they Took Action in Regard to Problems Facing CDF

| Taken Action About Problems Facing CDF Projects | Gatanga | | Kitui Central | | Total | |
|---|------------|--------------|---------------|--------------|------------|--------------|
| | Number | % | Number | % | Number | % |
| Yes | 18 | 12.1 | 14 | 9.3 | 32 | 10.7 |
| No | 131 | 87.1 | 136 | 90.7 | 267 | 89.3 |
| Total | 149 | 100.0 | 150 | 100.0 | 299 | 100.0 |

The researcher went further to find out why communities did not take action to address the challenges that faced the CDF projects. As shown in Table 5.19 respondents cited ignorance as the biggest problem (53.5%), lack of opportunities for asking questions or airing out their grievances (35.8%) and 10.7% of the respondents said they were not aware of any problem that needed to be addressed.

Table 5.19 Beneficiaries Responses on Reasons for not Taking Action on Problems of CDF.

| Taken Action About Problems Facing CDF Projects | Gatanga | | Kitui Central | | Total | |
|---|------------|--------------|---------------|--------------|------------|--------------|
| | Number | % | Number | % | Number | % |
| Ignorance | 89 | 59.7 | 71 | 47.3 | 160 | 53.5 |
| Lack of opportunity to ask questions or give inputs | 47 | 31.6 | 60 | 40.0 | 107 | 35.8 |
| Not aware of any problem | 13 | 8.7 | 19 | 12.7 | 32 | 10.7 |
| Total | 149 | 100.0 | 150 | 100.0 | 299 | 100.0 |

5.2.5 Benefits Derived From the CDF Projects

Project beneficiaries were asked to state the ways in which they had benefitted from the CDF projects. Most (18.9% in Gatanga, 20.2% in Kitui Central) of the respondents had benefitted from education, followed by health (17.4% in Gatanga, 15% in Kitui Central), security (23.4% in Gatanga, 5.8 percent in Kitui Central) and roads (15.4% in Gatanga and 14.5% in Kitui Central).

Other ways included financial support (7.5 percent in Gatanga, 11.6% in Kitui Central), provision of water (2.5 percent in Gatanga, 15% in Kitui Central), employment opportunities (5.5 percent in Gatanga, 6.9 percent in Kitui Central) and enhancement of discipline among the youth as they were more engaged in productive activities (Table 5.20). Those respondents who did not benefit from CDF projects attributed it to corruption, embezzlement of funds and implementation of CDF projects that were not beneficial to the people.

Table 5.20 Project Beneficiaries Responses on Benefits Derived from CDF

| Benefits Derived from CDF | Gatanga | | Kitui Central | |
|------------------------------|------------|--------------|---------------|--------------|
| | Number | % | Number | % |
| Security | 47 | 23.4 | 10 | 5.8 |
| Money for Development Aailed | 11 | 5.5 | 12 | 6.9 |
| Received Financial Support | 15 | 7.5 | 20 | 11.6 |
| Education | 38 | 18.9 | 35 | 20.2 |
| Water | 5 | 2.5 | 26 | 15.0 |
| Employment Opportunities | 11 | 5.5 | 12 | 6.9 |
| Discipline Among the Youth | 8 | 4.0 | 7 | 4.0 |
| Health | 35 | 17.4 | 26 | 15.0 |
| Roads | 31 | 15.4 | 25 | 14.5 |
| Total | 201 | 100.0 | 173 | 100.0 |

Qualitative data was gathered from the key informants and the focus group discussions to find out whether they thought that CDF was beneficial to communities as a way of attaining development. In Kitui Central constituency a key informant said that CDF used to be a good method of attaining development before the coming of the county governments:

“It used to be good before the county government came into place. The national government should give a percentage of money to MPs and others to the county government. MPs should connect with governors to know which projects are done and together with MCAs they should be involved in oversight only.”

Another key informant in Kitui Central said that CDF is not a good method for attaining development. He said:

“CDF is not good for achieving development because money is not used for the intended purposes. A big chunk of the money is used to feed the egos of the MP and his cronies thus beating the purpose.”

Yet another key informant in Kitui Central said CDF was a good way of attaining development and a way enabling the national government to come closer to the people:

“It is one way of attaining community development. It is one way of bringing people closer to the government, if it was not for CDF the national government would not come closer to the people.”

Through CDF, people were able to choose projects that were their priority as attested by another key informant who said:

“CDF is good for attaining development because people are able to use funds to meet their priority projects in the area by carrying out projects that benefits the community in many ways.”

In Gatanga constituency, a key informant argued that CDF is a good way of evaluating the performance of the MP. He said:

“CDF is the best way of attaining development since people sometimes initiate projects to be done in their areas. We are now having different projects of health and education and even roads. An MP can be judged on the development projects undertaken with the CDF. For instance, the performance of our current MP is below our expectations.”

Another respondent in Gatanga concurred that CDF is a good way of attaining development if the local people can participate in projects identification:

“It is good if only the locals could be in the forefront of giving their priority needs, if they are involved they would bring a lot of development through CDF.”

Another key informant in Gatanga said that CDF is a good way of attaining development if only management of the fund was improved. He said:

“It is the best for attaining community development according to what we have seen but only when we have good managers. When it is an open process it is good for community development but we cannot achieve much without openness.”

Even those who saw various weaknesses in CDF still believed that CDF could be improved as attested by another key informant in Gatanga Constituency:

“CDF is not a good way for community development but it can be improved.”

Another key informant in Gatanga constituency was categorical that the intentions of CDF were good:

“The intention was good, it was intended for use at the grassroots level and if people’s priorities are met it might be a good method of attaining development. People should choose their own leaders rather than the leaders getting picked for them based on political connections.”

It was quite clear that CDF was beneficial to the communities in Gatanga and Kitui Central in very tangible ways. In the two constituencies, the researcher found schools that were built using CDF, new classrooms were added, some boreholes were providing people with water, feeder roads were improved, new police posts were built thereby improving security and some of the children got bursaries.

From the study findings it was evident that despite its weaknesses, CDF was a popular vehicle for community development projects. Given its popularity at the grassroots, and the political mileage that CDF gave to the incumbent MPs, it is expected that MPs will fight very hard for the retention of CDF kitty.

Project committee members were asked what they thought should be done to improve the implementation of the CDF. The findings are shown in Table 5.21. The most mentioned way of improving the implementation of CDF was that more funds should be availed to support CDF projects. Other respondents said that management of CDF should be improved. They also said that there was need to depoliticize community development projects, have a timely disbursement of CDF funds, involve community in the project identification and implementation, and have an independent committee to run the CDF affairs because the Constituency Development Fund Committee was politically established.

Table 5.21 Suggestions by Projects Committee Members on Improvement of Implementation of CDF projects

| Improvement of implementation of CDF projects | Gatanga | | Kitui Central | |
|---|----------------|----------|----------------------|----------|
| | Number | % | Number | % |
| More funds should be Availed | 33 | 21.4 | 66 | 43.7 |
| Improved Management | 49 | 31.8 | 30 | 19.9 |
| Depoliticize CDF | 55 | 35.7 | 18 | 11.9 |
| Timely disbursement of Funds | 17 | 11.0 | 9 | 5.9 |
| Involve Community in Projects Identification and Implementation | 11 | 7.1 | 38 | 25.2 |
| Establish an Independent Committee to Run CDF | 0 | 0.0 | 13 | 8.6 |

When project beneficiaries were asked to give recommendations on how implementation of CDF projects could be improved various suggestions came from the respondents. The most cited way of making CDF more effective was to improve the management of CDF (23.2%). This was followed by the recommendation that there should be more participation by the community in CDF decisions (18.5%). Some recommended that more funds should be availed (14.4%), yet others said there should be timely disbursement of the funds (5.0 percent). Some (10.0%) of the community members said issues of corruption should be addressed. It was suggested that powers of MPs should be reduced (7.9 percent) and others said CDF should be depoliticized (6.1 percent). It was also recommended that there should be community education and sensitization

on CDF (7.6 percent). Finally, it was suggested that there should be an independent body to run CDF. The findings are presented in Table 5.22.

Table 5.22 Projects Beneficiaries Responses on Improvement of Implementation of CDF Projects

| Recommendations To Improve CDF Implementation | Gatanga | | Kitui Central | | Total | |
|--|----------------|--------------|----------------------|--------------|--------------|--------------|
| | No. | % | No. | % | No. | % |
| Avail More Funds to Support CDF Projects | 21 | 11.4 | 28 | 17.9 | 49 | 14.4 |
| Improve Management of CDF | 33 | 17.8 | 46 | 29.5 | 79 | 23.2 |
| Address the Problem of Corruption | 14 | 7.6 | 20 | 12.8 | 34 | 10.0 |
| Establish an Independent Body to Run CDF | 20 | 10.8 | 5 | 3.2 | 25 | 7.3 |
| Involve Community in CDF Management | 40 | 21.6 | 23 | 14.7 | 63 | 18.5 |
| Depoliticize CDF | 13 | 7.0 | 8 | 5.1 | 21 | 6.1 |
| Timely Disbursement of CDF | 11 | 5.9 | 6 | 3.8 | 17 | 5.0 |
| Reduce Powers of Mps | 17 | 9.2 | 10 | 6.4 | 27 | 7.9 |
| Community Education | 16 | 8.6 | 10 | 6.4 | 26 | 7.6 |
| Total | 185 | 100.0 | 156 | 100.0 | 341 | 100.0 |

The researcher collected qualitative data from key informants and focus group discussions to find out what they would want to see changed to make CDF more effective. Different ideas came from the respondents.

In a focus group discussion in Kitui Central Constituency, people said:

“CDF money should be channeled to the county government which is in the 2010 constitution.”

“CDF should work together with the county government to prevent duplication or supremacy wars between the two.”

“There should be a complete overhaul of CDF management.”

“There should be mechanisms to ensure that the MP follows the CDF Act and he becomes only a patron of the CDF money.”

In another focus group discussion in Kitui Central more suggestions came from different participants on how to make CDF more effective:

“Let them involve us in choosing project committee members so that it is more transparent.”

“Civic education of community on CDF should be introduced; all chiefs should call all of us and explain to us about development projects, we only see projects going on with no explanations”.

“If CDF was in the hands of MCAs it would reach us better.”

“They should give contracts to qualified professionals not to people who know nothing if the CDF projects are to meet the required standards.”

“People should be educated on their role in CDF”

“The idea of CDF is good but its implementation is poor. Politics should not be brought into CDF. It should be handled by people who are not political. We should be called to choose our representatives.”

In Kitui Central constituency key informants gave different suggestions to improve the implementation of CDF. A key informant said:

“I think if more money is given to this constituency, we will be able to accomplish a lot. If money allocated was more CDF projects would also be more and more people would benefit. I also think that there should be more monitoring of allocated funds because some MPs just enrich themselves with CDF money. National CDF officials should also be more involved to make CDF more effective.”

Another key informant in Kitui Central suggested that there would be more accountability if CDF was not handled by politicians:

“It should be independent and pulled away from the MPs jurisdiction and should be managed by a non politician, someone you can take to court in case of any misappropriation of funds. It will lead to greater accountability of persons responsible for corruption and reduce misuse of funds. Try taking an MP to the court and you will suffer before you succeed.”

In Gatanga constituency in a focus group discussion some of the participants said CDF should not be under the hands of MPs:

“The MP is a big thief. We only hear of CDF and we have not seen it in our area three years since the new MP came in. It would be better if we dealt with corruption. CDF should not be controlled by the MP but by the governor.”

“If management was changed it would be better. But it should be brought near the people not being managed in the county offices in towns. Every location should have a CDF office so that we can easily know how CDF is been managed.”

A key informant in Gatanga Constituency also suggested the need for better coordination in the management of CDF projects:

“CDF needs more funds and should also be aligned with the constitution of Kenya. I would also wish to see consultation among the CDF committees and the MCAs to ensure coordination of projects so as to both work to complement each other and not to compete.”

Another key informant in Gatanga suggested that project committees be run by people who are politically neutral and not sycophants of MPs:

“For effectiveness, people elected in the committees should not be campaigning for MPs. Neutral people can challenge the MP to ensure objectives are met. If the committee can be run by government employees then the fund can be managed well as they have a performance contract which must be evaluated every 5 years.”

Another key informant in Gatanga constituency emphasized the need for more community participation:

“The MPs when choosing committee members should involve the public in every committee in charge of projects; people should give their priority needs to the MP through their interactions.”

There should be more involvement of the public and also the chief should be in every CDF project committee.”

The importance of more information to the constituents and public participation was emphasized by another key informant in Gatanga Constituency:

“There should be integrity and more information should be given to the public, more public participation, focused decisions on how resources are being utilized by having plans of how money is going to be used through good channels by CDF.”

People had diverse ideas on how the CDF could be made more effective. The suggestions revolved around the need to depoliticize CDF by reducing the powers of MPs in the control and management of CDF. There was a call for more community participation in the CDF projects and in CDF decisions. For instance communities felt that they should be actively involved in the choice of project committee members. There were suggestions that there should be community education to sensitize people on the operations of CDF projects. In addition, the managers of CDF should work with the county governments for smooth operations of development programmes and to avoid duplication of development projects.

5.3 Conclusion

In this chapter we have examined the CDF performance and the impact of CDF on the well-being of communities. The study data revealed that projects performance was affected by availability of strategic plans, project proposals, work plans, budgeting, record keeping, auditing, and corruption. Finally, the study found that in spite of the challenges experienced in CDF implementation and management of completed projects most of the CDF projects met the needs of communities and led to improvement of the well-being of communities. In the next chapter, we provide a summary, conclusion and recommendations of the study.

CHAPTER SIX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 Summary

6.1.1 Perceptions of the Needs of the Communities and how far they were being met

The study found that the first three priority needs of the people in Gatanga were education, security and health, while in Kitui Central they were education, water and health. This finding concurs with the County Development Profiles of the two constituencies (GOK 1, 2013), GOK 2, (2013). Findings from respondents shows CDF projects were mostly started to meet the needs of the people and this was in line with the objectives of the CDF (NTA 1 and 2, 2012). However, there were few cases where projects were not in tandem with the priority needs of community members.

The study findings indicated that CDF presented an opportunity for people to participate in identifying their needs contrary to the common view of CDF projects as politically driven development projects that did not spur locally based needs ((Baskin, 2010). The study found that CDF gave the constituents an opportunity to articulate their needs by identifying their preferred projects and it therefore presents a shift in community development towards the community empowerment to become active agents in their own development following the failure of the post independence centralized big projects development models (Drydyk, 2005). As argued by Mansuri and Rao (2003) and Narayan (2002), CDF programmes have the explicit objective of reversing existing power relations in a manner that creates voice for the poor allowing them to have more control over development programmes. However, as recommended by the NTA reports of Gatanga and Kitui Central, citizens should be more involved in selection and implementation of CDF projects in order to enhance ownership of the projects by community and to align them to the spirit of the new constitution 2010 that encourages citizen participation as provided in articles 201(a), 118(b), 174(c) and 196(1) b.

Thus, contrary to the common view of CDF projects as emanating from politicians, this thesis shows that sometimes CDF focuses on the community as the subject of development and that as pointed by Max Weber (1991) in the social action theory, communities were able to take goal oriented rational action, to improve their well-being through participation in identification of the CDF projects.

6.1.2 Awareness of Community Members about CDF.

The study found that there was high level of communities' awareness about CDF and its objectives particularly in Gatanga constituency. However, there were also a lot of misconceptions about CDF particularly among the project beneficiaries. For instance in Kitui Central a number of respondents thought CDF was for assisting people to start small businesses. In addition, most of the beneficiaries were not aware of the amounts allocated to the CDF projects in their areas. There were concerns among the respondents that political considerations were taken into account in the CDF allocations. More respondents knew about the progress of the CDF projects in Gatanga compared to respondents in Kitui Central constituency. In both constituencies, although respondents were aware of and unhappy about mismanagement, misplaced priorities and failure to involve communities in CDF management, they rarely raised issues.

The study shows that even when citizens were aware of corruption in utilization of CDF money, they did not necessarily participate in raising issues about it. This arose out of ignorance of CDF and apathy. This was more evident in Kitui Central where beneficiaries did not show much interest in how CDF money was used compared to Gatanga constituency. This finding concurs with Oyugi (2007) who pointed out that even when constituents were aware of the CDF, they did not understand that it was a tax payer funded programme and not MPs' money. The fact that more people in Gatanga raised issues about CDF was an indicator that they were more informed about CDF and this was presumably related to their exposure to various sources of information compared to respondents in Kitui Central. This thesis shows that contrary to the proposition of social action theory (Max Weber, 1991) poverty and deprivation does not always make communities to take social action to deal with their problems. As pointed out by Kimenyi (2005), when funds are coming from the government to finance development projects, communities may

not be motivated to monitor their utilization. When project beneficiaries consider funds as ‘free’, they are not motivated to monitor their utilization since they do not take into account the cost of the projects (NACCSC, 2008). Apathy and ignorance was however not universal as the study found that sometimes communities raised issues about CDF to the project managers, fellow community members, area chief, MPs, chairpersons of CDF and to the head teachers in the case of school projects. More knowledge about CDF by the projects committee members and the project beneficiaries was necessary for effective management of CDF projects.

6.1.3 Accelerators of CDF Implementation.

One of the objectives of this study was to find out the accelerators of CDF as a development strategy. The accelerators of CDF implementation were community participation in CDF projects, technical support for the projects, and CDF design and intervention.

The study looked at participation by project management committees and project beneficiaries in various aspects of CDF. Participation was through attending CDF meetings, identification of CDF projects, preparation of project proposals and in making decisions about CDF money. Attendance of meetings to discuss CDF projects among the project beneficiaries was higher in Gatanga constituency than in Kitui Central. Participation by the communities in CDF was not only minimal but was highly politicized and depended on the leadership provided by the incumbent MPs. This study concurs with the report by the National Anti-corruption Campaign Steering Committee which has pointed out that low community participation in project identification and prioritization, together with deliberate exclusion of some constituents for political reasons was responsible for the low project ownership that characterize many CDF projects in some constituencies (NACCSC, 2008). Furthermore, the study concurs with the findings of OSIEA (2011) that lack of community participation was likely to lead to lack of transparency in the management of CDF money.

MPs were found to play an active role in CDF decisions, in the project identification, prioritization, disbursement and management of CDF. The role of MCAs was however unclear to the community members as MCAs were mostly seen accompanying the MPs during the issuing of cheques for CDF projects but communities did not know their role in CDF disbursement and management. Project committee members preferred MPs to continue to be in charge of CDF

disbursement even though they had no way of holding the MPs accountable for the utilization of the CDF money and they acknowledged that MPs control of CDF promoted corruption. The project committee members reported that MPs provided leadership that was necessary in CDF management. In the social systems theory, Talcott Parson(1961) says that power is a mechanism of controlling resources and in the case of CDF, MPs used power to influence allocation of CDF by rewarding regions that offered them political support through votes.

Technical support for CDF projects by the CDF managers and the training of the constituents on CDF management were minimal. Monitoring of CDF projects by various stakeholders in the two constituencies was also minimal. This led to misallocation of resources, poor workmanship and exaggerated project costs. The personnel working in the CDF projects were found to be very few. In Gatanga, only 6 percent of the projects had employed personnel to work in the CDF projects compared to 21.7% in Kitui Central and therefore most projects relied on volunteers.

CDF projects were managed and implemented by project committee members who were appointees of MPs. Committee members selected projects, oversaw the use of allocated funds, procured materials, educated members of the communities on CDF projects and supervised projects. The criteria used by project committees to identify CDF projects were not always transparent and participatory. For instance, some of the committee members had little knowledge of how constructors of CDF projects were identified because sometimes identification was done by MPs without participation by committee members. Contrary to the sentiments expressed by committee members, information from focus group discussions and key informants indicated that appointments to the project committees were highly political and rarely involved participation by the community members. However, in Gatanga project beneficiaries contributed more in the selection of project committees compared to Kitui Central constituency.

On procurement of materials, while project committee members were largely of the view that procurement was transparent, information from project beneficiaries, focus group discussions and key informants indicated that transparency was not adhered to in the procurement of materials and cases of corruption were cited especially in Kitui Central. This finding was in agreement with the NACCSC (2008) that found there were no clear tendering and procurement

procedures and tenders were not advertised which invited corruption through irregular award of tenders and procurements.

Adequacy of funds was likely to affect the success of CDF projects. The study found that the Funds availed for CDF projects targeted small projects that did not require heavy capital investments. This led to starting of many but small projects that did not benefit most people in the constituencies. Generally, respondents were comfortable with the amounts allocated to the CDF. Lack of funds was not a good reason for failure to complete projects in the constituencies. Community members rarely contributed their own resources since CDF was from the government. The CDF could be suppressing local fiscal effort which has hitherto been through voluntary contributions of community development. Such displacement effect could be counterproductive and may actually weaken community participation in development projects. Ideally CDF should not discourage local mobilization of development resources but should instead be complementary (NACCSC, 2008).

Committee members had mixed reactions on disbursement of finance with some saying the money was disbursed on schedule while others disagreed. The CDF projects received funding from other sources and this had implications on auditing or accounting of CDF funds. Project beneficiaries reported that disbursement of funds was unfair and community representation in the CDF management was weak and rarely transparent as most of the decisions were made by the MPs. Findings from the key informants indicated that in many cases the allocation was often not transparent. CDF money was allocated to the politically correct regions where the incumbent MPs got more votes and this left some parts of the constituencies disadvantaged and marginalized.

6.1.4 Performance of the CDF Projects.

Several factors influenced the performance of CDF projects. First, Commencement of projects on time was necessary for the success of CDF projects. Commencement of projects delayed because of lack of funds or due to poor management. Second, a strategic plan is essential for effectiveness of administering CDF funds. The findings were that 68.2% of the projects had strategic plans while 22.7% did not. Third, a project proposal is essential to the success of projects. The findings

from committee members were that 14.3% of the projects did not prepare proposals. Fourth, a work plan is important so that management could monitor whether projects proceeded on schedule. The study found that 83% of the CDF projects had a work plan while 14.3% did not have a work plan. Fifth, budgeting of a CDF project would assist in monitoring the expenditures over a project framework. In terms of budgeting, an overwhelming majority (85.6%) of the respondents said they had a budget. Sixth, record keeping is important yet it was found that some of the CDF projects did not keep records making projects evaluation difficult. Seventh, auditing of projects indicated that only 30.8% of the CDF projects were audited. This meant that corruption was difficult to detect in the CDF projects. Eighth, the allowances paid to projects committee members were very low with 73.7% of the respondents receiving less than Ksh 5,000 per month. Low allowances were likely to encourage corruption and lower the morale of the project committee members. Ninth, the study found that corruption was a big problem that obstructed the success of CDF. Although corruption was reported to be rampant in the CDF projects during the focus group discussions and by the key informants, only 14.4% of the project committee members reported that there were cases of corruption. This was clearly an indicator that as part of the management of CDF the committee members were not willing to disclose about corruption. As reported by NACCSC (2008) accounting for CDF funds is currently difficult as there is no mechanism of tracking the amount released to the project committees by both District Accountants and DDOs. Tenth, the quality of facilities was also said to be a factor influencing the performance of CDF projects. Also, the quality of workmanship in some of the CDF projects was poor. Finally, sustainability of CDF projects largely depended on continued disbursement of funds by the national government.

Qualitative findings from the key informants and focus group discussions indicated that CDF had reached people at the grassroots and communities were therefore for its continuity. The CDF had an impact on the development and therefore communities could not contemplate development without the fund. Some expressed the inability of MPs to handle the fund and recommended that while the fund should continue, it could be handled better by the county government. Thus, the idea of CDF where it targeted the grassroots projects was totally supported by communities. However, the continued disbursement of CDF was likely to influence local mobilization of resources for community development (Kimenyi, 2005; NACCSC, 2008). Although the Kenya government has continued disbursing CDF, the continued disbursement of CDF is uncertain

given that the fund was recently declared unconstitutional until the CDF Act is aligned to the 2010 constitution. The continued disbursement of CDF will depend on political acceptability to stakeholders throughout the political system (Baskin 2010)

6.1.5 The Impact of CDF Projects on the Well-Being of Communities

The study found that some CDF projects had been completed though more projects (79.9%) had been completed in Gatanga constituency compared to Kitui Central where 69.3 % of the projects were completed. In the two constituencies, the researcher found schools that were built using CDF, new classrooms were added, some boreholes were providing people with water, feeder roads were improved, new police posts were built thereby improving security and some of the children got bursaries. For some of the incomplete projects what remained to be completed were plastering, roofing, painting work, and electricity connections. However, even for the completed projects, some did not serve people fully due to poor facilities and poor management of projects. The findings concur with the audit reports on CDF that shows that there were some CDF projects that were incomplete or poorly constructed, incomplete and not funded in the subsequent years and ghost projects where funds were allocated but projects did not exist (TISA, 2011).

The respondents pointed out that CDF had met some of their needs in that there was improvement of education, security, health, roads, agriculture and access to water. In addition there was better planning for community development projects and alleviation of poverty through employment creation. Furthermore, CDF had availed the much needed funds for community projects, brought services closer to the local people and improved service delivery without having to conduct harambee which had become stressful to MPs before CDF was enacted. Indeed decentralization theory argues the case for bringing services closer to the people and citizens having more opportunities to participate in the decision making process of policies and activities (Saito, 2001). Through CDF, communities were able to participate in making development decisions and in identification of projects that they needed most.

However the achievements of CDF faced various challenges including politicization of CDF projects by MPs, poor quality of workmanship, corruption, lack of training on CDF management, low community participation and incomplete projects that were started by former MPs. Starting

new projects before completion of old ones led to too many incomplete projects meaning the funds were spread too thin due to the multiplicity of small projects even when there was need to initiate bigger projects (NACCSC, 2008). The start of new projects before completion of new ones was a big challenge because when new MPs came they wanted to start new projects instead of following through on the implementation of existing ones in order to tie their names to the new projects and point to their impact (IBP, 2010).

6.2 Conclusions

Communities perceived CDF in different ways. While some perceived it as funds for community development at grassroots level, others perceived CDF as the MPs money. Through CDF constituents to an extent were able to participate in the process of identifying their priority needs and prioritize projects to be funded. There were many successes of CDF in improvement of community livelihoods particularly in education, health, security, roads, and water and employment opportunities and generally in encouraging community participation. Those who did not benefit from CDF projects attributed it to corruption, embezzlement of funds and implementation of CDF projects that were not beneficial to the communities.

The perceived biased allocation, disbursement and poor management of CDF were found to be an impediment to the ability of CDF to achieve its development objectives though it was difficult for the respondents to demonstrate that there was corruption in the CDF projects. Some of the CDF projects were not run transparently and sometimes members of the community did not participate in identifying their priority needs. Corruption was said to be common in the procurement of materials and in the award of tenders. MPs ensured that their supporters and relatives benefited more from the CDF projects. Given the influential role of the MPs, the successes of CDF to a large extent depended on the political leadership provided by the sitting MPs. There was no transparent and democratic representation into the project management committees.

Due to rampant corruption in the CDF some people thought CDF should be taken to the county government. However, there were fears that corruption was more at the county governments than with CDF, a factor that could end up undermining grassroots community projects. In spite of the

weaknesses of CDF there was a wide support for the continued disbursement of fund given the many projects that had been completed and were currently in use thanks to CDF.

The study concludes that CDF is a good way of enhancing community development at the grassroots level if only management of the fund was to be improved so that CDF projects are implemented transparently and professionally. The fund is currently implemented without establishment of proper design and management structures and with no monitoring and evaluation procedures. This makes the fund susceptible to corruption. With the devolved governments, the CDF does not have a strong legal foundation and therefore its future as the driver of community development is uncertain unless the CDF act is aligned to the Kenyan constitution as was recently directed by the high court on 20th February 2015.

6.3 Recommendations

The continued disbursement of CDF for grassroots community development projects was overwhelmingly supported by communities. However, it was apparent that the challenges lay in the process of implementation of community development projects using CDF. Therefore, the study recommends the following in order to improve CDF performance and increase the impact of CDF on community livelihoods.

6.3.1 Conduct Community Education and Awareness Campaigns

The study found that some of the community members who were the target beneficiaries of CDF were ignorant about the existence of the fund and its intended objectives. There were some misconceptions about CDF. For instance, some people perceived it as fund that was meant to assist them start small business. Some even perceived it as the MPs money. Equally ignorant were some of the CDF project committee members. The Project committee members need to be sensitized on CDF allocations, the role of MPs in CDF, budgeting, record keeping, proposal writing and budgeting and the importance of attending CDF meetings. The study found that CDF meetings are sometimes not made public and only a few people were sometimes informed about the meetings. The study recommends that there is need to improve communication of

information about CDF projects to the community members because they are the key beneficiaries of CDF.

Community awareness campaigns should be carried out by the local administration particularly the chiefs, CBOs, FBOs, civil society and the media. These agencies can effectively facilitate public awareness campaigns and help to clarify the misconceptions that people have about CDF. They should also sensitize them on the importance of community participation in CDF projects. For instance, there should be radio programmes in the vernacular FM radio stations to educate people about their role in CDF. When educated about CDF, communities will be empowered so that they are capable of questioning CDF decisions.

6.3.2 Enhancement of Community Participation

The constitution of Kenya provides the objectives of devolution. One of the objectives is to promote social and economic development and to bring services closer to the people. The Article 174(c) says that the objective of devolution is to "*enhance the participation of people in the exercise of the powers of the State and in making decisions affecting them.*" In line with the constitution, people should actively participate in the process of CDF projects identification. The CDF projects are supposed to address the priority needs of the local people. Thus, the participation of people in prioritization of projects is mandatory. CDF should be geared towards addressing the priority needs of the communities. There should be a stakeholders analysis where stakeholders particularly the community participates at different levels to engage in their creative capacities in planning, problem solving and evaluation. This will enable community members to give out divergent views on development projects.

The study recommends that since CDF projects are meant to serve communities they can only be effectively implemented when the public is actively involved in all the CDF decisions. For instance people must participate in questioning the utilization of the allocated funds in order to enhance efficiency and transparency in utilization of funds. CDF decisions should be made in a democratic manner and with more involvement of the community as the key stakeholder. Similarly, communities should participate in implementation, monitoring and evaluation. This should include communities monitoring and evaluating CDF projects performance based on

selected indicators. In addition, communities should be encouraged to be vigilant to ensure that CDF funds are used prudently. There should also be forums to discuss openly the integrity of people in the Projects management committees and ensure that they are not proxies of politicians. In addition, CDF managers should encourage participation of the people in the making of budgets for CDF projects. Participatory budgeting will make communities feel that they are part of the planning process and ensure transparency in the use of CDF. Money spent on a CDF project can be made public and posted on the notice boards for members of community to see. This will promote openness in the CDF operations.

6.3.3 Clarification of Sources of Projects Funding

The study found that although some of the projects were labeled as CDF projects, in reality they were funded from multiple sources. The study found apart from CDF some projects benefitted either in cash or kind from the parents (for the schools), the government, LATF, community, church, World Bank, *harambee* by politicians and NGOs such as Community Development Trust Fund. Multiple sources of funding for the same project increased the opportunities for corruption. The study recommends that community development projects should not benefit from multiple sources of funds without making it public as this is likely to open room for corruption. If the Project has benefitted from multiple sources of funds, it should be publicized and the information should be put on the bill-board, rather than presenting the project as if it was solely funded by CDF.

6.3.4 Openness in Composition of Project Management Committees

The study findings indicated that some of the projects committee members were chosen as rewards for the support they gave the incumbent MPs during the elections, yet the choice of projects committee members is supposed to be an open forum for community members to participate. Members of the public expressed their concerns that though sometimes meetings were held to choose project committee members, the people who were preferred were known before the meetings were called. Thus, it was apparently clear that choice of the projects committee members was political and was not transparent. The study recommends that we should have a fair selection of CDF committee members. Membership into the projects

management committees should be made open and transparent. We recommend that selection of people into the CDF committees be depoliticized and be made as participatory as possible. PMCs membership should be on basis of willingness to serve the people and not on the basis of political patronage or the attractiveness of allowances given to members.

The study found that there was an overrepresentation of men in the projects management committees. The study also found an underrepresentation of the youth in CDF Project management committees. The study recommends that there should be efforts to encourage and support more women to take part in project management committees. There is also need to incorporate more young people in projects management committees because they may be able to inject fresh ideas into community development projects.

6.3.5 Build Capacity of Project Management Committees.

The study found that there were some project committee members who did not know clearly the roles they were expected to play in CDF project management. The study recommends that it should be clarified to the communities and to the project committee members the role they are supposed to play in CDF projects. This can be done through community seminars and projects management committees' sensitization workshops. In addition, the projects committee members should be offered more training on record keeping, funds management, projects management, proposal writing, CDF management, CDF Accounts and on tendering. This will improve the management of CDF projects. Training projects committee members is essential because it could equip them with adequate managerial skills and knowledge on community development project design, implementation and evaluation.

6.3.6 Support by National CDF Office

The support of the national CDF office is crucial for the success of CDF projects. The findings of this study were that majority of the CDF projects were never visited by the national CDF managers. Only a small percentage of projects had been visited by the national CDF officers. The national CDF managers offered little support to CDF projects and they had not been seen in the projects sites. The study recommends that the National CDF managers should be the more

proactive to ensure CDF money benefitted communities. Some of the projects had not been visited by Constituency CDF Managers, Department of social development staff or the Ministry of devolution staff. The study also found that technical staffs such as county water officer, county engineer and ministry of health officers very rarely visited the CDF projects. Thus, the findings were that CDF projects were not frequently inspected by the various stakeholders. Only the MPs and MCAs were actively involved in inspection of the projects. The study recommends that for the effectiveness of CDF, the national office should give more support to constituency CDF office. The study also recommends hiring of qualified staff to manage CDF projects.

6.3.7 Depoliticize CDF

The study found that the allocation of CDF was highly political and MPs were very influential in the CDF decisions. Politicians rewarded their political supporters with CDF. The powerful role of MPs meant that the MPs strongholds were allocated more CDF projects. Constituents also put more pressure on MPs and MCAs to start projects nearer their home areas. The MPs inspected CDF projects and awarded cheques to the projects located in areas where they had more political support. The study found that there was confusion about the role of MPs and MCAs in CDF management. It was not clear to the people whether MCAs were part of the CDF management and exactly what their role was in CDF. Confusion came because MCAs were also starting to become active in the CDF and some aspired to become MPs so that they could be fully in charge of CDF decisions. The study recommends that there should be Fairness and transparency in the distribution of the CDF money and powers of MPs in CDF management should be reduced. The new CDF Act that reduced the powers of MPs in the control of CDF should be followed. For instance, MPs should not choose the people who become members of the CDF projects committees. According to the Act, the MP is not supposed to be in charge of CDF but should only be a patron. The study also recommends that the work of MCAs in CDF management should be clearly spelt out in order to avoid the confusion that is currently evident in CDF decisions.

6.3.8 Improve Transparency and Accountability

The study found that procurement of materials and tendering were not done with the full knowledge and participation of the communities. In addition, disbursement of funds was not done on schedule. This study recommends that procurement of materials should be done openly and transparently. There should also be an improvement in the disbursement of funds so that funds are disbursed on schedule according to the expectations of project committees. Tendering should be done openly and transparently with the full knowledge of community members. Tenders should not be awarded to the supporters of politicians. CDF should not be a channel for MPs and their supporters to benefit from public resources.

6.3.9 Better CDF Design and Management

The study found glaring weaknesses in the design and management of CDF projects. For instance, some of the CDF projects did not have strategic plans. Lack of strategic planning was also likely to open room for corruption in the CDF projects. Some projects did not have work plans; others did not have prepared proposals. Some projects did not have a budget which made it difficult to monitor the expenditures of the projects. Others did not keep records of their expenditures. Majority of the projects were not audited. The quality of workmanship in some of the CDF projects was very poor.

The study recommends that to improve the performance of CDF, projects should have strategic plans and budgeting should be done in all the CDF projects. It is recommended that communities participate in the budgeting process for them to feel that they are part of the projects. Record keeping should be made compulsory in execution of CDF projects. Auditing of CDF projects will be necessary to ensure transparency and accountability in the use of public resources and to curtail the excesses found in the CDF management. Improved auditing of CDF projects would reduce corruption in the implementation of CDF projects. There is also need to address problems of poor workmanship, inadequate funds allocation and failure to involve the project management committee members in CDF decisions. In addition, there should be a proper coordination of development projects by CDF office and the county government. The CDF office should work

together with the county government for better coordination and to prevent confusion and duplication of development projects.

6.3.10 Sustainability of CDF

The future of CDF is uncertain given the concerns about its constitutionality. The confusion about its constitutionality has come because with the devolved governments, some of the developmental functions that were performed by the national government through CDF are now supposed to be performed by the county governments bringing confusion to the stakeholders. The study recommends CDF should be properly aligned to the 2010 constitution. In addition, the managers of CDF should work with the county governments for smooth operations of development programmes and to avoid duplication of development projects.

6.3.11 Policy Interventions

For effectiveness of CDF, the study recommends the following policy interventions:

- a) Reduce the powers of MPs in the management of CDF and in the selection of projects committee members;
- b) Projects committee members should be democratically constituted through elections by the target beneficiaries of the CDF projects. This will make CDF less political and increase community participation;
- c) Develop a devolution policy for the country that harmonizes the work of the CDF and that of the county governments;
- d) Revise the CDF Act 2013 in order to align it to the Kenya's 2010 constitution.

6.3.12 Areas for Further Research

This study recommends that comprehensive studies should be carried out on other aspects of CDF. In particular, the CDF implementation in Kenya would benefit from studies on:

- a) Harmonization of CDF and operations of the county governments,
- b) Impediments to community participation in CDF decision making,
- c) Barriers to effectiveness of monitoring and evaluation of CDF projects,
- d) Gender issues in the CDF design and management.

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APPENDIX 1

RESEARCH INSTRUMENTS

INTERVIEW SCHEDULE FOR THE CDF PROJECT COMMITTEE MEMBERS.

Hallo, my name is James Kariuki, a researcher who is a student of the University of Nairobi. I am carrying out a research on **‘The Constituency Development Fund in Kenya: Its Formulation and Practice.’** I am visiting CDF project committee members in this area and asking them questions related to Constituency Development Fund (CDF). After completion of the field work, we will analyze the information you give us to make feasible recommendations on how CDF can be made more effective. This information will be useful to the Government, development agencies and communities in Kenya as they will know how CDF can be used more effectively. Kindly provide honest responses to the questions. Your cooperation is highly valued. All the information given will be treated as confidential.

1. Date of interview_____ Time_____ interviewer_____
 2. Name of the constituency_____
 3. Type of CDF project_____
- Water project (1) Road/bridge (2) Education/classroom (3) Housing (4) Health (5) Security (6) Electricity (7) Social Hall/ Multi-purpose Hall (8) Other (9) (specify)_____

4. Name of CDF project -----

1.0 PERSONAL DETAILS OF THE RESPONDENT.

5. Gender Male (1) Female (2)
6. Age: How old are you? _____ years
7. What is your marital status?
 - Single (1)
 - Married (2)
 - Separated (3)
 - Divorced (4)
 - Widowed (5)
8. What is the highest level of education you have attained?
 - Not attended school at all (1)
 - Adult literacy classes (2)
 - Standard 1-4 (3)
 - Standard 5-8 (4)
 - Secondary school (Form 1-6) (5)
 - College/university (6)
9. What is your religion?
 - Catholic (1)
 - Protestant (2)
 - Muslim (3)
 - Traditionalist (4)
 - Other (5) (Specify)_____

10. What is your main occupation?
- Government employee (1)
 - Business Owner (2)
 - Farmer (3)
 - Labourer/housekeeper (4)
 - Private sector Employee (5)
 - Other (specify) (6)

11. What is the major source of your income?
- Government employee (1)
 - Business Owner (2)
 - Farmer (3)
 - Labourer/housekeeper (4)
 - Private sector Employee (5)
 - Other (specify) (6)

12. What is your total monthly income? Ksh. _____
13. For how long have you been resident in this community? _____ years

2.0 PERCEPTIONS OF COMMUNITY NEEDS.

14. What would you say are the **three** priority needs for this community?

i. _____

ii. _____

iii. _____

15. Is this project meeting one of these priority needs?

Yes (1)

No (2)

16. If yes, which need _____

17. If no why was it chosen for CDF funding? _____

3.0. AWARENESS AND KNOWLEDGE OF CDF

18. Are you aware of CDF?

Yes (1)

No (2)

19. If yes explain what CDF is

20. What are any **three** objectives of CDF?

i. _____

ii. _____

iii. _____

21. Are you a member of a CDF project committee?

Yes (1)

No (2)

22. If you are a member of a CDF project committee, what is the name of the project(s) which you are a committee member? _____

23. When was this project first funded by CDF? _____
24. How much assistance has it been given? (Ksh) _____
25. Why was the project chosen for CDF funding? _____
26. Apart from this project, which other **three** projects are funded by CDF?
- i. _____
- ii. _____
- iii. _____
27. Do you know how much money was allocated to this CDF project?
- Yes (1) No (2)
28. If yes, state the approximate amount allocated to this CDF project Ksh _____
29. What factors were considered in the allocation of funds to this CDF project?
- i. _____
- ii. _____
- iii. _____

30. In your opinion, are the CDF funds allocated to this project(s) adequate?

| CDF Funds Allocated to Project(s) | More than adequate | Adequate | Barely adequate | Inadequate |
|-----------------------------------|--------------------|----------|-----------------|------------|
| | 1 | 2 | 3 | 4 |

31. Explain the above response _____

3.0 COMMITTEE MEMBER PARTICIPATION IN CDF PROJECTS

32. Is this project managed by a self help group? Yes(1) No(2)
33. If yes name the self help group? _____
34. When did you join the group? _____ year
35. Did you pay some membership fee? Yes(1) No(2)
36. If yes how much? Ksh _____
37. What benefits have you derived from being a member of this self help group? _____
- _____
38. What position do you hold in this CDF project committee? _____
39. Which other position have you held in this committee in the past? _____
40. In which of the following ways have you participated in this project?

| Participation | Yes | No |
|---|-----|----|
| Identification /selection of CDF projects | | |

| | | |
|--|------------------------------------|--|
| Preparation of projects proposals | | |
| Making decision about use of CDF money | | |
| Attending project meetings | | |
| Contributed own labor | | |
| Contributed materials | Approx. Value Ksh..... | |
| Contributed own cash | Approx Ksh..... | |

4.0. TECHNICAL SUPPORT

41. Has this project received support from constituency CDF manager?

Yes (1)

No (2)

42. If yes indicate the type of support this project has received?
 vehicle(2) Other (3)(specify)_____

Cash(1)

43. How would you rate the CDF support?

| | | | | | |
|---|----------------------------|-----------------------|----------|--------------------|------------|
| CDF Support by Constituency CDF Manager | Exceptional ly Adequate | More than Adequate | Adequate | Barely Adequate | Inadequate |
| | 1 | 2 | 3 | 4 | 5 |

44. If inadequate how has the community closed the gap?

45. Apart from CDF has this project received support from other sources?

Yes (1)

No (2)

46. If yes, which sources?

Source

approx. Ksh

i. _____

ii. _____

47. As a CDF committee member have you been trained on management of CDF projects?

Yes (1)

No (2)

48. If yes, specify type of training and the year?

| Type of Training | Length | Year |
|------------------|--------|------|
| | | |
| | | |
| | | |

49. How do you rate the quality of the training on CDF that you received?

50.

| Quality of Training on CDF | Outstanding | Above Average | Average | Below Average | Unacceptable |
|----------------------------|-------------|---------------|---------|---------------|--------------|
| | 1 | 2 | 3 | 4 | 5 |

51. How satisfied were you with the training?

| Satisfaction with the training on CDF | Very Satisfied 1 | Satisfied 2 | Uncertain 3 | Dissatisfied 4 | Very Dissatisfied 5 |
|---------------------------------------|------------------|-------------|-------------|----------------|---------------------|
| | | | | | |

52. In the CDF project which you are a committee member have you ever been visited by national CDF managers? Yes (1) No (2)

53. Apart from the national CDF managers, how frequently is the project visited by:

| Visits | Very Rarely (once in five years) | Rarely (once per year) | Sometimes (after 6 months) | Most of the times (at least once in 3 months) | Always(Monthly) |
|--------|----------------------------------|------------------------|----------------------------|--|------------------|
| | 1 | 2 | 3 | 4 | 5 |

| | | | | | |
|---|--|--|--|--|--|
| Constituency CDF Managers | | | | | |
| Department of Social Development Staff | | | | | |
| Ministry of Devolution staff | | | | | |
| MP | | | | | |
| MCA's | | | | | |
| Other Technical Staff (Specify) | | | | | |

54. Does this project have staff or is managed by volunteer leaders?

Staff (1)

volunteer leaders (2)

55. How many committee members does this project have?

| | | | | | |
|---|------|-------|-------|-------|----------|
| Number of Committee Members in the Project | 1-10 | 11-20 | 21-30 | 31-40 | Above 40 |
| | 1 | 2 | 3 | 4 | 5 |

56. Are you a committee member of other CDF projects?

Yes (1)

No (2)

57. If yes, which projects?

58. Which staff has this CDF project employed?

Manager _____

Clerk(s) _____

Secretaries _____

Others (specify) _____

59. Are the personnel enough to support its implementation?

| | | | | | |
|--------------------------|--------------|----------|------------------|---------------------|-----------------|
| Personnel to Support CDF | Far too much | Too much | About right 3 | Slightly lower 4 | Much lower 5 |
| | 1 | 2 | | | |

60. If no, why?

6.0 COMMITTEE MEMBERS' PERCEPTION OF CDF MANAGEMENT

60. Would you say that in this project there was:

| | Extremely | Quit Abit | Somewhat | A little bit | Not at all |
|--|------------------|------------------|-----------------|---------------------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| Fair selection of CDF committee members | | | | | |
| Transparent procurement of materials | | | | | |
| Representativeness of all sections of the constituency in CDF management | | | | | |
| Active participation by the area MP in | | | | | |

| | | | | | |
|--|--|--|--|--|--|
| decisions | | | | | |
| Active participation by MCAs in CDF decisions | | | | | |
| CDF money is disbursed on schedule according to committee expectations | | | | | |

61. Is this CDF project solely dependent on CDF allocations or it has raised money from other sources?

Totally depend on CDF (1)

Fund-raised from other source(s) (2)

62. If it has fund raised from other sources, name those source(s)

63. Please tell me whether you strongly agree, agree, uncertain, disagree or strongly disagree with the following statements

| Statements | Strongly Agree | Agree | Uncertain | Disagree | Strongly Disagree |
|---|----------------|-------|-----------|----------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| The MP of this constituency play an influential role in the selection of CDF projects | | | | | |
| The MP of this constituency play an influential role in the disbursement of CDF | | | | | |

| | | | | | |
|--|--|--|--|--|--|
| monies | | | | | |
| The MP of this constituency play an influential role in the management of CDF projects | | | | | |
| CDF projects are skewed to favor the interests of the MP of this constituency | | | | | |
| The MP of this constituency ensures that more money is allocated to areas where he got more votes in the last election | | | | | |
| It is a good idea to have our MP being in charge of distribution of CDF | | | | | |
| As Project committee members we have no way of holding the MP accountable for the utilization of CDF | | | | | |

| | | | | | |
|--|--|--|--|--|--|
| Some of the CDF project Committee members are allies(followers, supporters, friends, cronies or relatives) of the area MP | | | | | |
|--|--|--|--|--|--|

64. What role does the MP of this area play in the disbursement of CDF? _____

65. What is the role of the MP in the management of CDF? (Explain) _____

66. What are the advantages of MPs being in charge of CDF? _____

67. What are the disadvantages of MPs being in charge of CDF? _____

68. If MPs were not in charge of distribution of CDF, who do you suggest should be in charge? _____

69. What are the roles of project management committees in CDF management? _____

70. Who would you say contributed most to your being selected into this CDF project committee?

- MP (1)
- MCA/formerly called councilor (2)
- Community (3)
- Government (4)
- Other (indicate) (5) _____

71. Do you strongly agree, agree, uncertain, disagree or strongly disagree with the following statements about CDF project committees:

| Statements | Strongly Agree | Agree | Uncertain | Disagree | Strongly Disagree |
|---|----------------|-------|-----------|----------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| CDF project management committees have the capacity to Manage CDF projects well | | | | | |
| CDF management committees are not managing CDF projects well | | | | | |
| Project committee members are chosen in a democratic manner | | | | | |
| The criteria used by project management committees to identify CDF projects are transparent and participatory | | | | | |
| CDF project committee members participate in making the important | | | | | |

| | | | | | |
|--|--|--|--|--|--|
| decisions on allocation and disbursement of funds | | | | | |
| As a member of CDF committee I know how the constructor of this CDF project was identified | | | | | |
| As member of the committee I know how materials for the project are acquired | | | | | |
| I participate in CDF project selection | | | | | |
| I attend most of the CDF meetings | | | | | |

72. What are the challenges facing CDF project management committees in overseeing the implementation of this CDF project? _____

73. Are there completed CDF projects that are being managed by local CDF project committees?
 Yes (1) No (2)

74. If yes, name those projects _____

75. What are the challenges facing these committees in managing the completed projects? _____

9.0 Performance of CDF Projects

76. Did this project start on time as planned? Yes (1) No (2)

77. If not give reasons _____

78. How far is this project from completion?

| Project completion | Completed and in use | Completed but not in use | Project incomplete and is in use | Project incomplete and not in use | Project is missing/does not exist |
|---------------------------|-----------------------------|---------------------------------|---|--|--|
| | 1 | 2 | 3 | 4 | 5 |

79. If not completed what remains to be done? _____

80. If the project is already serving the community, would you say it is doing so:

Fully? (1) Partially? (2)

81. If partially why? _____

82. Please respond to the following questions:

| Questions | Yes | No | Does Not know |
|--|------------|-----------|----------------------|
| | 1 | 2 | 3 |
| Does this CDF project have a strategic plan? | | | |
| Was there preparation of project proposal before this CDF projects was funded? | | | |
| Does this project have a work plan? | | | |
| Does this CDF projects has a budget? | | | |
| Does the project committee engage in record keeping? | | | |

| | | | |
|---|--|--|--|
| Has this project ever been audited? | | | |
| Are members of the CDF committee paid allowances? | | | |

83. If members of CDF committee are paid, how much are you paid? _____ ksh per Month

84. How adequate are the following?

| | Exceptionally adequate | More than adequate | Adequate | Barely adequate | Inadequate |
|--------------------------------------|-------------------------------|---------------------------|-----------------|------------------------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| Record keeping | | | | | |
| Allowances paid to committee members | | | | | |

85. Are you satisfied with the way this CDF project is managed?

| Satisfaction with management of this project | Very Satisfied | Satisfied | Uncertain | Dissatisfied | Very Dissatisfied |
|--|----------------|-----------|-----------|--------------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| | | | | | |

86. Explain your answer above _____

87. Would you say this CDF project is transparently managed?

Yes (1)

No (2)

Does not know (3).

88. Explain your answer above _____

89. Have there been cases of corruption in this project?

Yes (1)

No (2)

Does not know (3)

90. Explain your response above _____

91. Are you satisfied with the following?

| | Very Satisfied | Satisfied | Uncertain | Dissatisfied | Very dissatisfied |
|---|-----------------------|------------------|------------------|---------------------|--------------------------|
| | 1 | 2 | 3 | 4 | 5 |
| Quality of the facilities in this project | | | | | |
| Value for money spent in this project | | | | | |
| Quality of workmanship in this project | | | | | |

92. Explain your reasons for above responses

93. Do you think the Government should continue disbursing CDF or it should be abolished?

Continue Disbursement of CDF (1)

Abolish CDF (2)

Does not know (3)

Give reasons for your response _____

94. What do you recommend in order to improve implementation of CDF projects?

Time interview is ended _____

Thank you very much for your cooperation. I have finished the interview but you are free to make any comments related to CDF.

- Business Owner (2)
- Farmer (3)
- Labourer/housekeeper (4)
- Private sector Employee (5)
- Other (specify) (6)

12. What is your total monthly income? Ksh _____
 13. For how long have you been resident in this community? _____ years

2.0 Perceptions of Community Needs.

14. What would you say are the **three** priority needs for this community?

- i. _____
- ii. _____
- iii. _____

15. Is this project meeting one of these priority needs?

Yes (1) No (2)

16. If yes which ones? _____

17. If no why? _____

3.0. Awareness and Knowledge of CDF

18. Are you aware of CDF?

Yes (1) No (2)

19. If yes, explain what CDF is

20. What are any **three** objectives of CDF

- i. _____
- ii. _____
- iii. _____

21. Which CDF project(s) have you been involved in?

- i. _____
- ii. _____
- iii. _____

22. Are you a member of the project's management committee?

Yes (1) No (2)

23. If yes, which position do you hold? _____

24. If no, do you know anyone in this area who is a member of the project's management committee? Yes

(1) No(2)

25. Do you know of the existence of the constituency monitoring committee in this area? Yes (1)

No(2)

26. If yes do you know some of the members?

(1) No(2)

Yes

27. Are you aware of any CDF meeting ever called in this area? Yes (1)

No(2)

28. If yes who called the meeting?_____

29. Do you know how much money was allocated to this CDF project?

Yes (1)

No (2)

30. If yes, state the approximate amount allocated to this CDF project Ksh_____

31. What factors are considered in the allocation of funds to CDF projects in this constituency_____

32. Is this CDF project solely dependent on CDF allocations or it has raised money from other sources?

Yes, it depends on CDF only (1)

No, it has other sources (2)

33. If it has fund raised from other sources, name those source(s)

i)_____

ii)_____

4.0 Community Member Participation in CDF Projects

34. Have you attended any meeting of the above CDF project?

Yes (1)

No (2)

35. If no, why?_____

36. Have you in this community held a meeting(s) to discuss the progress of this CDF project? Yes (1)

No(2)

37. If yes who called the meeting?_____

38. Have you ever been asked to contribute for this project

Yes (1)

No (2)

39. If yes, what did you contribute?

Money (1)

Labour (2)

Other (3) (specify).....

40. If you have not contributed, why?_____

41. In which of the following ways have you participated in this CDF project?

| Participation | Yes | No |
|---------------|-----|----|
|---------------|-----|----|

| | | |
|---|--|--|
| Identification /selection of CDF projects | | |
| Preparation of projects proposals | | |
| Making decision about use of CDF money | | |
| Attending project meetings | | |
| Contributed own labor | Type_____ | |
| Contributed materials | Type_____ Approx.Value Ksh_____ _____ | |
| Contributed own cash | Approx Ksh_____ _____ | |

5.0 Membership in Self Help Groups

42. Is this project managed by a self help group? Yes(1) No(2)
43. If yes name the self help group?_____
44. If managed by the group, are you a member of the group
Yes (1) No(2)
45. When did you join the group?_____year
46. Why did you join the group?_____ -
47. Did you pay some membership fee? Yes(1) No(2)
48. If yes how much? Ksh_____
49. What benefits have you received as a member of this self help group?

6.0 Community Members' Perception of CDF Management

50. Would you say that in this project there has been?

| | Extremely | Quite Abit | Somewhat | A little bit | Not at all |
|--|------------------|-------------------|-----------------|---------------------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| Fair and transparent disbursement of CDF money | | | | | |

| | | | | | |
|--|--|--|--|--|--|
| Fair selection of CDF committee members | | | | | |
| Representativeness of all sections of the constituency in CDF management | | | | | |
| Active participation by the area MP in CDF decisions | | | | | |
| Active participation by MCAs in CDF decisions | | | | | |
| CDF money is used according to your expectations | | | | | |

7.0. CDF Design and Intervention.

51. Please tell me whether you strongly agree, agree, uncertain, disagree or strongly disagree with the following statements

| Statements | Strongly Agree | Agree | Uncertain | Disagree | Strongly Disagree |
|--|----------------|-------|-----------|----------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| The MP of this constituency played an influential role in the selection of this CDF projects | | | | | |
| The MP of this constituency play an influential role in the disbursement of CDF monies | | | | | |
| The MP of this constituency play an influential role in the management of this CDF project | | | | | |
| CDF projects are skewed to favor the interests of the MP of this constituency | | | | | |
| The MP of this constituency ensures that more money is allocated to areas where he got more votes in the last election | | | | | |
| It is a good idea to have our MP being in charge of | | | | | |

| | | | | | |
|--|--|--|--|--|--|
| distribution of CDF | | | | | |
| Some of the CDF project Committee members are allies(followers, supporters, friends, cronies or relatives) of the area MP | | | | | |

52. What role does the MP of this area play in the disbursement of CDF?

i) _____

ii) _____

53. If MPs were not in charge of distribution of CDF, who do you suggest should be in charge? _____

54. Do you strongly agree, agree, uncertain, disagree or strongly disagree with the following statements about this CDF project?

| Statements | Strongly Agree | Agree | Uncertain | Disagree | Strongly Disagree |
|---|----------------|-------|-----------|----------|-------------------|
| | 1 | 2 | 3 | 4 | 5 |
| This CDF project is well managed | | | | | |
| Project committee members were chosen in a democratic manner | | | | | |
| The criteria used to identify this CDF project was transparent and participatory | | | | | |
| I participate in making important decisions on allocation and disbursement of funds to this project | | | | | |
| I participated in the project selection | | | | | |
| CDF meetings for this project are called regularly | | | | | |
| I attend most of the CDF meetings | | | | | |

55. Are you happy with the progress of the CDF project?

Yes (1)

No (2)

56. If No, why? _____

57. Have you ever raised any issues about the progress of this project?

Yes(1)

To who? _____ -

No(2)

58. If yes, about which issue(s)? i.) _____

ii) _____

59. In your opinion, who do you think is most responsible for the problem(s) facing the project above?

i) _____

ii) _____

60. Why? _____

61. Have you and/or other members of this community taken any action about the problem(s) facing this project?

Yes (1)

No (2)

62. If yes, what action(s) have members of this community taken?

i) _____

ii) _____

63. If no why? _____

8.0 Performance of CDF Projects

64. Why was this project started? _____

65. Would you say that the reason for starting the project has been met? _____

66. How far is this project from completion?

| Project completion | Completed and in use | Completed but not in use | Project incomplete and is in use | Project incomplete and not in use | Project missing/ Does not exist |
|---------------------------|-----------------------------|---------------------------------|---|--|--|
| | 1 | 2 | 3 | 4 | 5 |

67. If not completed what remains to be done? _____

68. If the project already serving the community, would you say it is doing so:

Fully? (1)

Partially? (2)

69. If partially why? _____

70. What are the main achievements of this CDF project?

i _____

ii _____

iii _____

71. What are the main problems of this project?

i _____

ii _____

iii _____

72. How satisfied are you with the way in which this CDF project is meeting your needs?

| Satisfaction of your needs | Verysatisfied | Satisfied | Just satisfied | Not satisfied | Not satisfied at all |
|-----------------------------------|----------------------|------------------|-----------------------|----------------------|-----------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 |

9.0. Benefits From The CDF Project

73. In which way have you benefitted from this CDF project?

i _____

ii _____

iii _____

74. If you have not benefitted, why?

i _____

ii _____

iii _____

75. Do you know other CDF projects? Yes (1) No (2)

76. If yes which ones? i _____

ii _____

iii _____

77. Have you benefitted from them? Yes (1) No (2)

78. If yes how? i _____

ii _____

iii _____

79. If no why? i _____

ii _____

10.0 Sustainability of CDF

80. Do you think the Government should continue disbursing CDF or it should be abolished?

- 1. Continue Disbursement of CDF
- 2. Abolish CDF
- 3. Does not know

Give reasons for your response _____

81. What do you recommend in order to improve implementation of CDF projects in this area? _____

Time interview is ended _____

Thank you very much for your cooperation. I have finished the interview but you are free to make any comments related to CDF.

INTERVIEW GUIDE FOR KEY INFORMANTS

Hallo, my name is James Kariuki, a researcher who is a student of the University of Nairobi. I am carrying out a research on **‘The Constituency Development Fund in Kenya: Its Formulation and Practice.’** I am visiting stakeholders and asking them questions related to Constituency Development Fund (CDF). After completion of the field work, we will analyze the information you give us to make feasible recommendations on how CDF can be made more effective. This information will be useful to the Government, development agencies and communities in Kenya as they will know how CDF can be used more effectively. Kindly provide honest responses to the questions. Your cooperation is highly valued. All the information given will be treated as confidential.

A. Personal Details

14. Date of interview_____ Time_____ Interviewer_____
15. Name of the constituency.....
16. Designation.....
17. Gender

B. Perceptions of Community Needs

18. What are the priority needs of people in this constituency?
 6. Is CDF meeting these needs?

B. Awareness

7. What is CDF?
8. What are its objectives?
9. What factors are considered in the allocation of CDF to a constituency?
10. What types of projects are implemented with CDF in this constituency?
11. Are there CDF projects that have been completed in this constituency?

C. Community Participation in CDF

12. How do the local people participate in CDF projects?

D. CDF Management

13. What is the role of CDF project committees and how are people chosen into those committees?
14. What is the role of MPs and MCAs in CDF projects?
15. What is the role of the constituency CDF office and manager?

16. What is the role of national CDF managers and do they ever go to the project sites?

E. Finance

17. Once money is allocated to constituencies, is there fair and transparent disbursement to all parts of the constituency?

18. Are the CDF projects solely dependent on CDF allocations or there are other sources of finance?

19. Is the money allocated enough to complete projects?

F. CDF Performance

20. Comment about CDF projects' procurement of materials etc.

21. What have been the achievements of CDF projects?

22. What are the challenges of this CDF project?

23. What are the successes of CDF?

24. Has CDF been able to achieve its objectives?

G. CDF Sustainability

25. Is the CDF in line with the Kenyan constitution?

26. Do you think CDF is a good method of attaining development?

27. Would you want constituencies to continue receiving CDF as a way of carrying community development projects?

28. What would you want to see changed to make CDF more effective?

29. What is the future of CDF given that there is now county funding?

Thank you very much for your participation in this interview. I have finished the interview but you are free to make any comments related to CDF.

Time interview is ended.....

FOCUS GROUP DISCUSSION GUIDE/FACILITATORS GUIDE

Hallo, my name is James Kariuki, a researcher who is a student of the University of Nairobi. I am carrying out a research on **‘The Constituency Development Fund in Kenya: Its Formulation and Practice.’** I am holding Focus Group Discussions with various stakeholders on Constituency Development Fund (CDF). After completion of the field work, we will analyze the information you give us to make feasible recommendations on how CDF can be made more effective. This information will be useful to the Government, development agencies and communities in Kenya as they will know how CDF can be used more effectively. Kindly provide as much information as possible. Your participation in this discussion is highly valued.

1. FGD NO _____
2. Name of the area where the FGD is held _____ Date _____
3. Constituency _____
4. Ward _____ Time started _____

C. Perceptions of Community Needs

5. What are the priority needs of people in this constituency?
6. Is CDF meeting these needs?

B. Awareness

7. What is CDF?
8. What are its objectives?
9. What factors are considered in the allocation of CDF to a constituency?
10. What types of projects are implemented with CDF in this constituency?
11. Are there CDF projects that have been completed in this constituency?

C. Community Participation in CDF

12. How do the local people participate in CDF projects?

D. CDF Management

13. What is the role of CDF project committees and how are people chosen into those committees?
14. What is the role of MPs and MCAs in CDF projects?
15. What is the role of the constituency CDF office and manager?
16. What is the role of national CDF managers and do they ever go to the project sites?

E. Finance

- 17. Once money is allocated to constituencies, is there fair and transparent disbursement to all parts of the constituency?
- 18. Are the CDF projects solely dependent on CDF allocations or there are other sources of finance?
- 19. Is the money allocated enough to complete projects?

F. CDF Performance

- 20. Comment about CDF projects' procurement of materials etc.
- 21. What have been the achievements of CDF projects?
- 22. What are the challenges of this CDF project?
- 23. What are the successes of CDF?
- 24. Has CDF been able to achieve its objectives?

G. CDF Sustainability

- 25. Is the CDF in line with the Kenyan constitution?
- 26. Do you think CDF is a good method of attaining development?
- 27. Would you want constituencies to continue receiving CDF as a way of carrying community development projects?
- 28. What would you want to see changed to make CDF more effective?
- 29. What is the future of CDF given that there is now county funding?

Thank you very much for your participation in this interview. I have finished the interview but you are free to make any comments related to CDF.

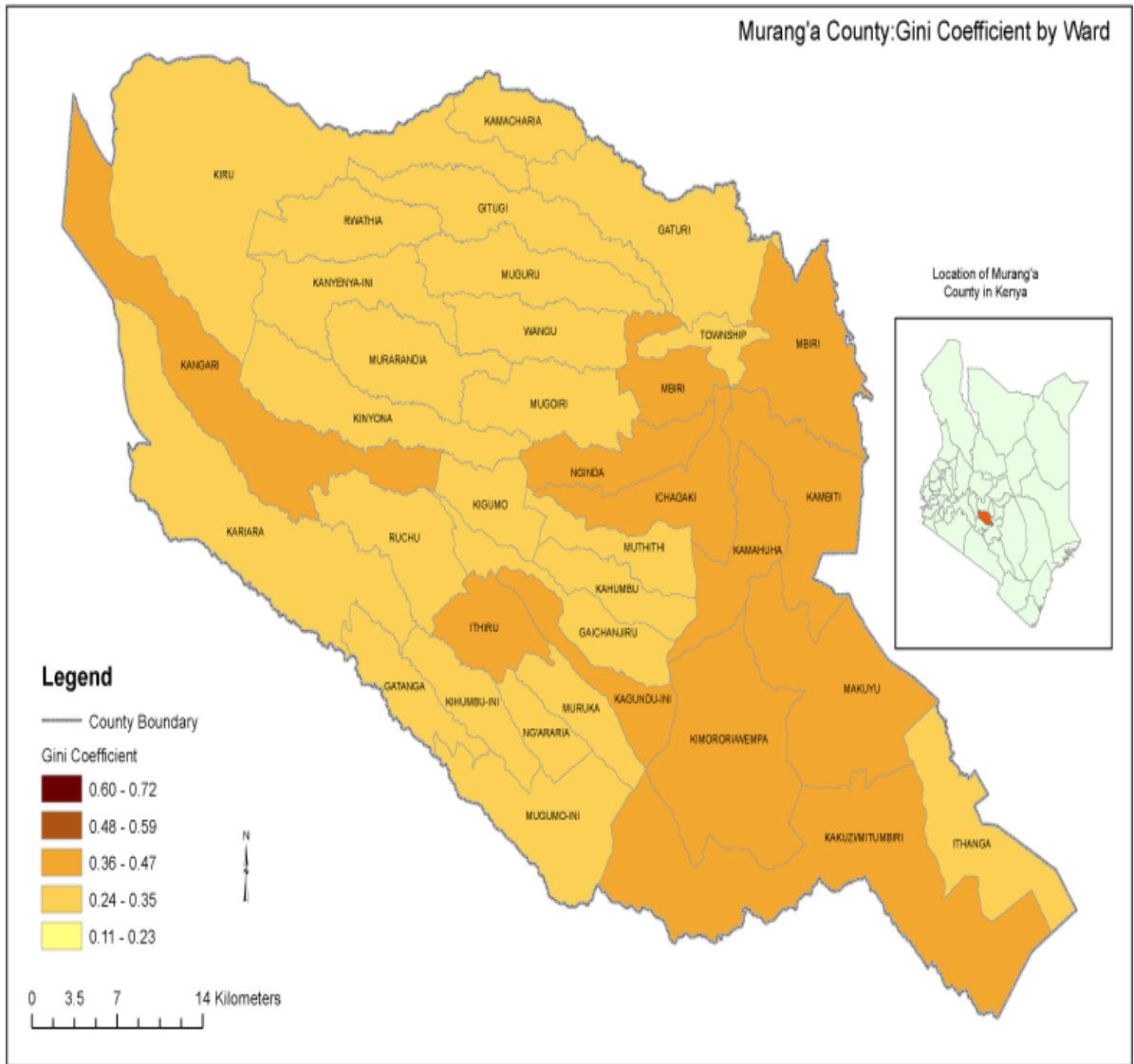
Time interview is ended.....

Location of Murang'a County in Kenya



Source: KNBS: 2013

Murang'a County Administrative and Political Units



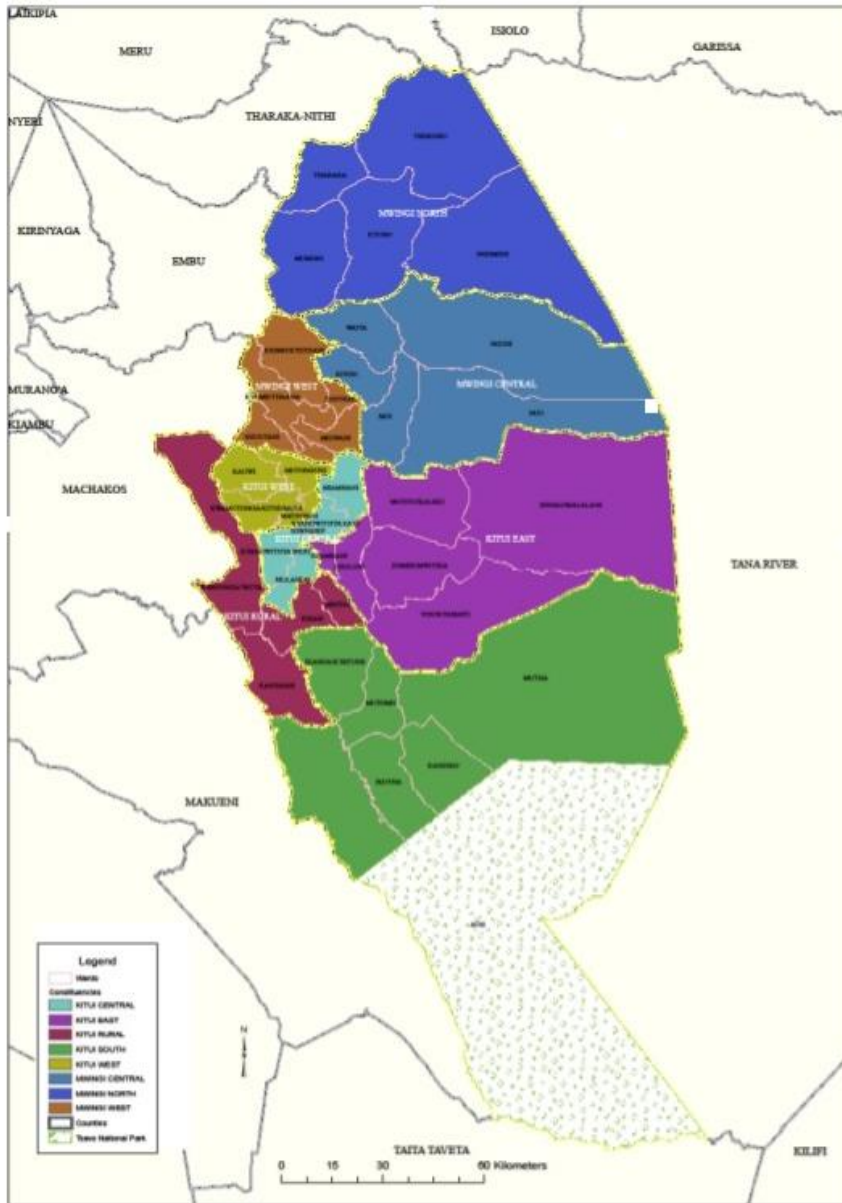
Source: KNBS: 2013

Location of Kitui County in Kenya



Source: KNBS: 2013

Kitui County Administrative and Political Units



Source: KNBS: 2010

THIS IS TO CERTIFY THAT:

**MR. JAMES GICHURU KARIUKI
of UNIVERSITY OF NAIROBI, 30197-100
Nairobi, has been permitted to conduct**

research in Kitui County & Muranga County

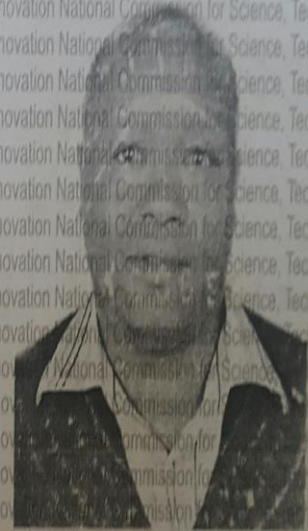
**on the topic: CONSTITUENCY
DEVELOPMENT FUND IN KENYA: ITS
FORMULATION AND PRACTICE**

**for the period ending:
30th June, 2015**

Permit No : NACOSTI/P/14/4046/2071

Date Of Issue : 26th June, 2014

Fee Received : Ksh 2,000



**Applicant's
Signature**

Secretary

**National Commission for Science,
Technology & Innovation**

CONDITIONS

1. You must report to the County Commissioner and the County Education Officer of the area before embarking on your research. Failure to do that may lead to the cancellation of your permit

2. Government Officers will not be interviewed without prior appointment.

3. No questionnaire will be used unless it has been approved.

4. Excavation, filming and collection of biological specimens are subject to further permission from the relevant Government Ministries.

5. You are required to submit at least two (2) hard copies and one (1) soft copy of your final report.

6. The Government of Kenya reserves the right to modify the conditions of this permit including its cancellation without notice.



REPUBLIC OF KENYA



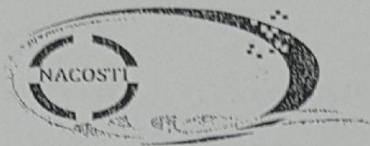
**National Commission for Science,
Technology and Innovation**

**RESEARCH CLEARANCE
PERMIT**

Serial No. A

2008

CONDITIONS: see back page



**NATIONAL COMMISSION FOR SCIENCE,
TECHNOLOGY AND INNOVATION**

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When replying please quote

9th Floor, Utalii House
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NAIROBI-KENYA

Ref: No.

Date:

26th June, 2014

NACOSTI/P/14/4046/2071

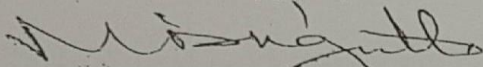
James Gichuru Kariuki
University of Nairobi
P.O. Box-30197-00100
NAIROBI.

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on "*Constituency Development Fund in Kenya: Its Formulation and Practice*," I am pleased to inform you that you have been authorized to undertake research in **Kitui County** for a period ending **30th June, 2015**.

You are advised to report to the **Managers, Constituency Development Fund, the County Commissioners and the County Directors of Education, Kitui and Murang'a Counties** before embarking on the research project.

On completion of the research, you are expected to submit **two hard copies and one soft copy in pdf** of the research report/thesis to our office.


DR. M. K. RUGUTII, PhD, IISC.
Ag. SECRETARY/CEO

Copy to:

The Managers
Constituency Development Fund.

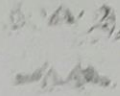
The County Commissioner
The County Director of Education
Kitui County.

The County Commissioner
The County Director of Education
Murang'a County.

National Commission for Science, Technology and Innovation is ISO 9001: 2008 Certified

MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY

Telegrams "SCHOOLING" Murang'a
Telephone Murang'a 060-2030, 21
When replying, please quote



COUNTY DIRECTOR OF EDUCATION
MURANG'A COUNTY
P.O. BOX 118-10200
MURANG'A

REF: M'GA/CTY/GEN/64/VOL. I/130

10th November, 2014

James Gichuru Kariuki
University of Nairobi,
P.O. Box 30197-00100,
NAIROBI.

RE: RESEARCH AUTHORIZATION

The County Education office is in receipt of your request and authority letter from the National Commission for Science, Technology and Innovation, reference no. NACOSTI/P/14/4046/2071 dated 26th June, 2014 to carry research on "**Constituency Development Fund in Kenya: Its Formulation and Practice.**"

Authority is granted to carry out research in **Gatanga Sub-County -Murang'a County** for a period ending 28th November, 2014.

MARY W. GATURU
COUNTY DIRECTOR OF EDUCATION
MURANG'A COUNTY





THE PRESIDENCY
MINISTRY OF INTERIOR AND CO-ORDINATION
OF NATIONAL GOVERNMENT

DEPUTY COUNTY COMMISSIONER
GATANGA SUB-COUNTY
P. O Box 916-01000
THIKA

Email:dcgatanga@gmail.com

When replying please quote

Date: 11th November, 2014

Ref:GAT/CORR3/4/VOL.11/36

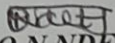
To The Manager
Constituency Development Fund
Gatanga Sub- County.

RE: RESEARCH AUTHORIZATION.

This is to inform you that **James Gichuru Kariuki** from University Of Nairobi has been given authority to conduct a research on "*Constituency Development Fund in Kenya:Its formulation and practice*"; Within this Sub-County for a period ending 30th June 2015.

Please accord him necessary support in your area of jurisdiction.

DEPUTY COUNTY COMMISSIONER
GATANGA


O.N.NDETI
For: Deputy County Commissioner
Gatanga Sub-County.
Copy to:

- *All assistant County commissioners.*
- *James Gichuru Kariuki.*

MINISTRY OF HEALTH



Telephone: (060) 30244,
Fax: (060) 30244,
When replying please quote,

Ref: MRG/VOL.1/68/20

COUNTY DIRECTOR OF HEALTH,
MURANG'A COUNTY,
P. O. BOX 69,
MURANG'A

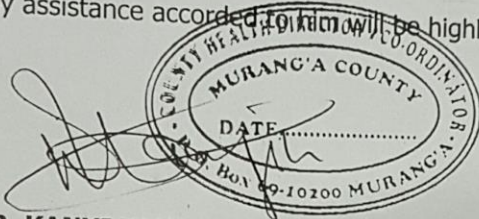
Date: 12th November 2014

TO WHOM IT MAY CONCERN

**RE: PERMISSION TO CONDUCT RESEARCH FOR
JAMES GICHURU KARIUKI**

The above mentioned who is a student at University of Nairobi has been permitted to undertake a research on 'Constituency Development Fund in Kenya: Its Formulation and Practice' in Murang'a County.

Any assistance accorded to him will be highly appreciated.



**DR. KANYI W.W.
COUNTY DIRECTOR OF HEALTH
MURANG'A COUNTY**

forwarded:
JOHN M. KAMOH.

**ASSISTANT CHIEF
NDAKAINI SUB-LOCATION**



THE PRESIDENCY
MINISTRY OF INTERIOR AND COORDINATION OF NATIONAL GOVERNMENT

Telegrams "DC" Kitui
Fax – 04444 23260
Email – dckitui@yahoo.com

COUNTY COMMISSIONER
P. O. BOX 1,
KITUI

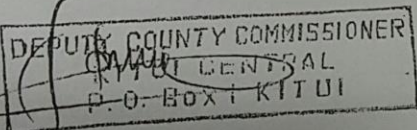
Ref. K.1526/121

15th October 2014

RESEARCH AUTHORIZATION
JAMES GICHURU KARIUKI

The above named is studying at the University of Nairobi. He is authorized by this office to carry out a research on "*Constituency Development Fund in Kenya: Its Formulations and Practice*" in Kitui County.

Any assistance accorded to him in data collection will be highly appreciated.



E.N. MWACHIRO,
For: COUNTY COMMISSIONER,
KITUI.

MINISTRY OF EDUCATION, SCIENCE & TECHNOLOGY
State Department for Education

Telegrams "EDUCATION" Kitui
Telephone: Kitui 22759
Fax :04444-22103
E-Mail : cde.kitui@gmail.com



COUNTY EDUCATION OFFICE
KITUI COUNTY
P.O BOX 1557-90200
KITUI

When replying please quote;

Ref. No: KTIC/ED/RES/22/39

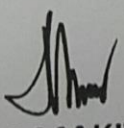
Date.15/10/2014

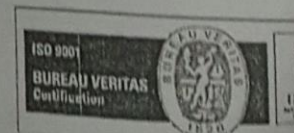
JAMES GITHURU KARIUKI
UNIVERSITY OF NAIROBI
P.O BOX 30197 - 00100
NAIROBI.

RE:RESEARCH AUTHORIZATION

Following your application for authority to carry out research on
"Constituency Development Fund in Kenya: Its Formulation and
Practice" I am pleased to inform you that authority has been granted.

You are advised to liaise with respective DEOs before embarking on the
research project.


COUNTY DIRECTOR OF EDUCATION
KITUI
P. O. Box 1557, KITUI.
P.M.MAKITE
COUNTY DIRECTOR OF EDUCATION
KITUI COUNTY





UNIVERSITY OF NAIROBI
DEPARTMENT OF SOCIOLOGY & SOCIAL WORK

Fax 254-2-245566
Telex 22095 Varsity Nairobi Kenya
Tel. 318262/5 Ext. 28167

P.O. Box 30197
Nairobi
Kenya

May 30, 2014

The Director,
The National Commission for Science, Technology and Innovation (NACOSTI),
P.O. Box 30623-00100,
Nairobi.

Dear Sir/ Madam,

RE: RESEARCH PERMIT FOR MR. JAMES GICHURU KARIUKI

I am kindly writing to introduce Mr. James Gichuru Kariuki, a lecturer on staff development at the Department of Sociology and Social Work, University of Nairobi. His research topic is: *The Constituency Development Fund in Kenya: Its Formulation and Practice.*

Currently, Mr. Kariuki is ready to proceed for the Field Work phase of his study in **Kitui Central** and **Gatanga** constituencies. He would therefore be most obliged if you could kindly issue him with a research permit so as to facilitate this assignment. Looking forward for your timely facilitation.

Thank you.

Sincerely,

Dr. Mike.K. Chepkong'o
Ag. Chairman,
Department of Sociology and Social Work.





UNIVERSITY OF NAIROBI
DEPARTMENT OF SOCIOLOGY & SOCIAL WORK

Fax 254-2-245566
Telex 22095 Varsity Nairobi Kenya
Tel. 318262/5 Ext. 28167

P.O. Box 30197
Nairobi
Kenya

16/12/2014

The CEO,
Constituency Development Fund (CDF) Board
Harambee Sacco Building, Haile Selassie Avenue,
P.O. Box 46682-00100,
Nairobi.

Dear Sir/ Madam,

RE: REQUEST FOR A LIST OF CDF PROJECTS IN KITUI CENTRAL AND GATANGA
CONSTITUENCIES

My name is Mr. James Gichuru Kariuki, a lecturer on staff development at the Department of Sociology and Social Work, University of Nairobi. I am undertaking a PhD in sociology. My research topic is: *The Constituency Development Fund in Kenya: Its Formulation and Practice.*

Currently, I am in the Field Work phase of the study in **Kitui Central constituency in Kitui County** and **Gatanga constituency in Murang'a County**. I would appreciate if you could issue me with a list of the CDF projects (completed and ongoing) in the two constituencies in order to facilitate the sampling methodology.

Looking forward for your timely facilitation. Thank you.

Sincerely,

James Gichuru Kariuki
Department of Sociology and Social Work.