



**THIRD PARTY MONITORING OF THE**  
**CONSTITUENCY DEVELOPMENT**  
**FUND IN ZAMBIA:**

**A Process Evaluation Approach.**

**STUDY REPORT**

**January 2024**

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# 1.0 INTRODUCTION

## 1.1 BACKGROUND AND LEGAL FRAMEWORK

In its original formulation in 1995, the Constituency Development Fund (CDF) was an empowerment programme aimed at creating an enabling environment for holistic development at Constituency level.[1] The Members of Parliament (MPs) were the custodian of the Fund, and in collaboration with the Community, the MPs made choices and implemented projects in order to improve the wellbeing of the people in the respective constituencies.[1] The first appropriation and CDF disbursement was in 1995, and from 1995 to 2016, Section 45 of the Local Government Act Cap 281 of the Laws of Zambia[2] was the only legislation providing for the existence of the Fund.[1]

For the first three years following the establishment of the CDF, the funds were largely at the discretion of Members of Parliament.[3] Therefore, as government developed legislation and guidelines for the management of the Fund, the MPs lost some of their power and influence. Following the development of the 1998 initial guidelines and successive revisions in 2003 and 2006, new players emerged in the management of the Fund. These include the CDF Committee (CDFC) tasked with overseeing the utilization of the Fund and the Council or Local Authority responsible for administering the Fund.[3]

In its administrative role, the Council was responsible for advertising and inviting proposals for CDF projects as well as providing technical support in the evaluation of projects. Although the authority to approve projects remained with the CDFC, the Council wielded significant power due to its technical and administrative capacity. In 2016, Zambia amended its Constitution and it was at this point that the CDF was formally established.[1] Article 162 (2) of the Constitution of Zambia (Amendment) Act No. 2 of 2016[4] further provided for development of substantive legislation to prescribe the appropriation of monies to the CDF, and the management, disbursement, utilization and accountability of the Fund. Consequently, the Zambian government enacted the Constituency Development Fund Act No. 11 of 2018[5] in order to actualize this Constitutional provision.

According to Section 6 of the Constituency Development Fund Act No. 11 of 2018[5], the CDF Committee is responsible for ensuring the compilation of proper records, returns and reports from the constituency, receiving and discussing annual reports and returns and receiving project proposals.

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[1] Ministry of Local Government and Rural Development (2022) Constituency Development Fund Guidelines, <https://www.mlgrd.gov.zm/wp-content/uploads/2022/04/CDF-GUIDELINES-2.pdf>, accessed on 29th November 2023.

[2] Local Government Act Cap 281 of the Laws of Zambia, <https://www.parliament.gov.zm/sites/default/files/documents/acts/Local%20Government%20Act.pdf>.

[3] Policy Monitoring And Research Centre (2014) PMRC Constituency Development Fund (CDF) Policy Analysis: Working towards a More Effective Decentralized System of National Development, <https://www.pmrzambia.com/wp-content/uploads/2017/08/CDF-Policy-Analysis.pdf>, accessed on 29th November 2023.

[4] Constitution of Zambia (Amendment) Act No. 2 of 2016, [https://www.parliament.gov.zm/sites/default/files/documents/amendment\\_act/Constitution%20of%20Zambia%20%20\(Amendment\),%202016-Act%20No.%202\\_0.pdf](https://www.parliament.gov.zm/sites/default/files/documents/amendment_act/Constitution%20of%20Zambia%20%20(Amendment),%202016-Act%20No.%202_0.pdf)

[5] The Constituency Development Fund Act No. 11 of 2018, <https://www.parliament.gov.zm/sites/default/files/documents/acts/The%20Constituency%20Development%20Fund%20Act%20No.%2011%20of%202018.pdf>

According to Section 4, the Directorates of Planning, and Finance in the local authority (Council) in a district are to provide the necessary secretarial and accounting services to the CDF Committee as it performs its functions. This means that the Councils play an administrative role in the CDF programme and are working under the guidance of the CDF Committee. The main function of the CDF Committee is the receiving of project lists from the Ward Development Committee (WDC) within the constituency or proposals for joint projects with other constituencies. After receiving these proposals, the CDF Committee deliberates and develops a project list for onward transmission to the Minister of Local Government and Rural Development.

According to the 2022 CDF Guidelines[6], the Minister of Local Government and Rural Development is responsible for the implementation of the CDF Act; ensuring prudent management of the Fund; and receipt, review and approval of project lists from CDF Committees, among others. The Member of Parliament (MP) is a member of the CDF Committee and responsible for nominating members of the CDF Committee to be appointed by the Minister; receiving quarterly reports and returns from the Local Authority; and undertaking Joint Spot Monitoring (JSM) of CDF projects; among others. **Table 1** presents a summary of the roles and responsibilities of some of these key stakeholders in the CDF programme.

*Table 1: Summary of Roles and Functions*

STAKEHOLDER	ROLES/RESPONSIBILITIES/FUNCTIONS
Minister of Local Government and Rural Development	<ul style="list-style-type: none"> <li>a) Implementation of the Constituency Development Fund Act;</li> <li>b) Ensuring prudent management of the Fund;</li> <li>c) Receipt, review and approval of project lists from CDFC;</li> <li>d) Ensuring the compilation of proper records, returns and reports from the Constituencies;</li> <li>e) Receiving and reviewing annual reports and returns from the Local Authority.</li> </ul>
CDF Committee	<ul style="list-style-type: none"> <li>a) Ensure the compilation of proper records, returns and reports from the Constituency;</li> <li>b) Receive and discuss annual reports and returns from the Constituency;</li> <li>c) Receive a project list from the Ward Development Committee within the Constituency or proposals for joint projects with other Constituencies;</li> <li>d) Deliberate on project proposals from the Wards; and</li> <li>e) Develop and submit a project list to the Local Authority for onward transmission to the Minister.</li> </ul>
Local Authority (Council)	<ul style="list-style-type: none"> <li>a) Planning and budgeting;</li> <li>b) Accounting and Pre-Auditing;</li> <li>c) Procurement; and</li> <li>d) Project implementation, management, monitoring and evaluation.</li> </ul>

[6] Ministry of Local Government and Rural Development (2022) Constituency Development Fund Guidelines, <https://www.mlgrd.gov.zm/wp-content/uploads/2022/04/CDF-GUIDELINES-2.pdf>, accessed on 29th November 2023.

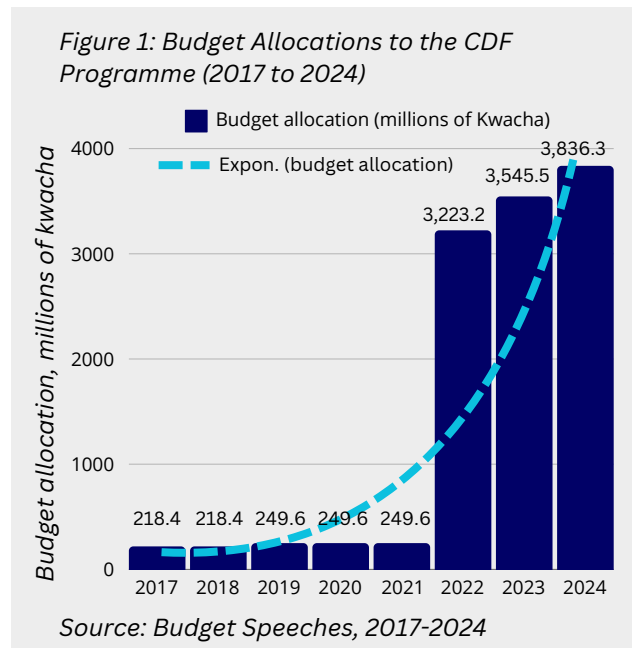
STAKEHOLDER	ROLES/RESPONSIBILITIES/FUNCTIONS
Member of Parliament	a) Nominate members of the CDFC to be appointed by the Minister; b) Receive quarterly reports and returns from the Local Authority; c) Undertake Joint Spot Monitoring (JSM) of CDF projects; d) Attend CDFC meetings; and e) In the absence of the MP, the Professional Assistant from the Parliamentary Constituency Office shall represent the MP.
Ward Development Committee	a) Providing a forum for dialogue & coordination on Ward Development issues; b) Submitting to the CDFC, applications for Projects, Secondary Boarding Schools and Skills Development Bursaries and Empowerment Projects; c) Identifying areas for capacity building within the Ward; d) Preparing quarterly reports on developmental activities within the Ward to the appropriate Committee of the Local Authority; e) Developing and maintaining a Ward based database as guided by the Local Authority; and f) Project implementation, management and monitoring.

Source: Constituency Development Fund Guidelines (2022) [7]

## 1.2 IMPLEMENTATION CHALLENGES AND CORRUPTION RISKS

**A: Increased Budget Allocation:** In 2021, the Zambian government expanded the scope of the CDF Programme. The CDF now covers three (3) specific areas namely; Community Projects; Youth, Women and Community Empowerment and Secondary Boarding School and Skills Development Bursaries[7] and comes with a huge budget increase. Since Zambia experienced a rise in corruption, following the increase in budget allocations towards infrastructure projects, it is evident that high budget allocations provided avenues for corruption.[8] Therefore, the increase in funding has increased the risk of corruption in the CDF programme.

This is because there has not been any corresponding improvement in the institutional capacity of local authorities in terms of human resource, skills and financial management systems.



[7] Ministry of Local Government and Rural Development (2022) Constituency Development Fund Guidelines, <https://www.mlgrd.gov.zm/wp-content/uploads/2022/04/CDF-GUIDELINES-2.pdf>, accessed on 29th November 2023.

[8] REUTERS (January 10, 2023), IMF says corruption has inflated costs of high-profile projects in Zambia, <https://www.reuters.com/world/africa/imf-says-corruption-has-inflated-costs-high-profile-projects-zambia-2023-01-10/>, accessed on 18th December 2023.

Figure 1 indicates that the budget allocation to the CDF Programme increased from K249.6million in 2021 to K3.2billion in the 2022 national budget. The Zambian government further increased the CDF allocation to K 3.5billion in 2023 and to K3.8billion in the 2024 national budget. Although this is largely progressive, as the CDF Programme provides an avenue to deliver the fiscal decentralization agenda[9], this increase in funding is also for political expediency.

**B: Political Influence:** Following the change of regime in 2021, the United Party for National Development (UPND) administration stopped its political supporters from collecting revenues in the bus stations and markets, a practice that was endemic during the Patriot Front (PF) administration.[10] Consequently, in the minds of many UPND supported, as evidenced by numerous attempts to politicise the CDF programme[11], the CDF is the new avenue for clientelism and nepotism. [12] Further, the CDF programme is a powerful campaign tool for the ruling UPND, as it demonstrates a strong prioritization for citi-

zen driven rural development. This is evident by the sentiments issued by the UPND political elites on the rationale and potential benefits of the programme. President Hakainde Hichilema has on repeated occasions called on rural communities and youths to take advantage of the CDF programme[13], as it is moving money from “thieves” in the capital, Lusaka, to the Constituencies[14].

Further, the CDF finances are highly exposed to risks of elite capture, political manipulation, and misuse. In accordance with the CDF Act, MPs and local Councillors sitting on the CDF committees select over half of the CDF committees’ members, including representatives of civil society and religious organizations. This has the potential to impair the Committee's independence and removes the ability of the community to influence its composition.[15]

**C: Procurement Corruption Risks:** Public procurement is associated with high corruption risks due to the large amounts of funds involved in procurement transactions and space for discretionary decisions.[16]

[9] The National Decentralisation Policy (2023), [www.decentralisation.gov.zm/wp-content/uploads/2023/09/THE-NATIONAL-DECENTRALISATION-POLICY.pdf](http://www.decentralisation.gov.zm/wp-content/uploads/2023/09/THE-NATIONAL-DECENTRALISATION-POLICY.pdf), accessed on 10th December 2023.

[10] News Diggers (18th August 2021), LCC Takes Back Control of Intercity Bus Station, <https://diggers.news/local/2021/08/18/lcc-takes-back-control-of-intercity-bus-station/>, accessed on 18th November 2023.

[11] News Diggers (18th July 2023), Imenda Should Stop Politicising CDF Programme through his Tours-TIZ, <https://diggers.news/local/2023/07/18/imenda-should-stop-politicising-cdf-programme-through-his-tours-tiz/>, accessed on 18th November 2023.

[12] News Diggers (14th December 2023), Sinda Youths close council offices over CDF disputes, as UPND SG Condemns act, <https://diggers.news/local/2023/12/14/sinda-youths-close-council-offices-over-cdf-dispute-as-upnd-sg-condemns-act/>, accessed on 18th November 2023.

[13] News Diggers (31st October 2021), HH urges youths to position themselves for Constituency Contracts, <https://diggers.news/local/2021/10/31/hh-urges-youths-to-position-themselves-for-constituency-contracts/>, accessed on 11th December 2023.

[14] News Diggers (27th October 2021), We’re taking money away from some big thieves in Lsk, bringing it to Constituencies –HH, <https://diggers.news/local/2021/10/27/were-taking-money-away-from-some-big-thieves-in-lsk-bringing-it-to-constituencies-hh/>, accessed on 10th December 2023.

[15] Casey, K., Felipe Rodriguez, A., Sacchetto, C. and Wani, S. (2021), Zambia’s Constituency Development Fund: Policy Considerations, Policy Paper, London: International Growth Centre.

[16] IMF (2023), Zambia: Technical Assistance Report-Diagnostic Report on Governance and Corruption, <https://www.elibrary.imf.org/view/journals/002/2023/003/article-A001-en.xml>, accessed 19th December 2023.

The increase in the CDF budget therefore translates into a greater public procurement corruption risk. In the Zambian case, this risk is particularly significant in public procurements related to health, education, roads and agriculture.[15] Considering that the expanded scope of the CDF programme includes construction projects and skills development, there is a high risk of procurement corruption.[17] Further, over the past decade, an overlap of public positions and private business interests slowly became a common feature in Zambia. This has been associated with the dominance of informal political processes of patronage and corruption.[15] It is no doubt that such a landscape provides a conducive environment for public procurement corruption.

**D: Incentives for Rent Seeking:** The programme distributes considerable power to the local authority, CDF Committee and WDCs, while providing limited financial and logistical support and compensation. Despite the significant role of the WDCs Members, in project selection and identification of beneficiaries for the empowerment compo-

nents of the CDF programme, they are not entitled to any allowances or salaries.[18] According to section 4 of the CDF Act,[19] only CDF Committee member are entitled to sitting allowances. These allowances are however not commensurate with the amount of funds under the programme.[20] Many Councils, across the country, are also prone to periodic failures to meeting salary obligations.[21] This situation creates incentives for rent seeking, through the solicitation of bribes or facilitation payments. The WDCs Members, CDF Committee Members and staff from the Councils have incentives to benefit from CDF programmes through increased rent seeking.

**E: Limited Public Participation:** Despite the increased emphasis on enhanced community-participation in determining local development priorities[22], there has been low public participation due to various challenges. These include limited information dissemination, perceptions of political manipulation, ineffective consultative mechanisms, inaccessibility of CDF Committees and political interference.[23]

[17] Ministry of Local Government and Rural Development (2022) Constituency Development Fund Guidelines, <https://www.mlgrd.gov.zm/wp-content/uploads/2022/04/CDF-GUIDELINES-2.pdf> , accessed on 29th November 2023.

[18] National Assembly of Zambia (Wednesday 28th June, 2023), MOTIONS: FACILITATE AMENDMENT OF THE LOCAL GOVERNMENT ACT, <https://www.parliament.gov.zm/node/11148>, accessed on 30th December 2023.

[19] The Constituency Development Fund Act No. 11 of 2018, <https://www.parliament.gov.zm/sites/default/files/documents/acts/The%20Constituency%20Development%20Fund%20Act%20No.%2011%20of%20202018.pdf>

[20] Alliance for Community Action (2017), CDF GUIDELINES-2017, <https://acazambia.org/wp-content/uploads/2017/05/CDF-GUIDELINES-2017.docx#:~:text=In%20carrying%20out%20their%20duties,000.00%20for%20urban%20constituencies%20respectively> , accessed on 30th December 2023.

[21] News Diggers (5th July 2023), Local Authorities' Failure to meet Salary Obligations worries govt, <https://diggers.news/local/2023/07/05/local-authorities-failure-to-meet-salary-obligations-worries-govt/>, accessed on 30th December 2023.

[22] JESUIT CENTRE FOR THEOLOGICAL REFLECTION (30th September 2023), INCREASING CDF ALLOCATION IS NOT AN END IN ITSELF, [https://repository.jctr.org.zm/bitstream/handle/20.500.14274/1807/20230930-JCTR\\_press\\_release\\_on\\_increasing\\_cdf\\_budgetary\\_allocation-V2-0.pdf?sequence=1&isAllowed=y](https://repository.jctr.org.zm/bitstream/handle/20.500.14274/1807/20230930-JCTR_press_release_on_increasing_cdf_budgetary_allocation-V2-0.pdf?sequence=1&isAllowed=y), accessed on 30th December 2023.

[23] Ibrahim Kamara (4th September 2023), Enhancing Community Participation and Consultation for an Effective Constituency Development Fund (CDF), <https://diggers.news/guest-diggers/2023/09/04/enhancing-community-participation-and-consultation-for-an-effective-constituency-development-fund-cdf/>, accessed on 20th December 2023.

Since public participation is a necessary condition to ensuring accountability and integrity in the utilization of resources[24], there has also been low accountability in the implementation of CDF in Zambia as there has been low information sharing, especially monitoring reports.[25]

## 2.0 PURPOSE & OBJECTIVES

The purpose of process-evaluation based pilot study was to develop an approach for accessing the level of transparency, accountability and public participation in the implementation of the CDF programme in Zambia.

The following principle objectives guided the study:

- To assess the level of transparency and public participation in the CDF programme in selected constituencies in Zambia.
- To assess the level of adherence to accountability mechanisms in the CDF programme among selected constituencies in Zambia.
- To generate a transparency, participation and accountability index for selected constituencies with respect to the CDF programme in Zambia.

## 3.0 STUDY DESIGN & METHODOLOGY

### 3.1 STUDY PHASES

We organized the Study in three phases:

#### Phase 1: Study preparation

This encompassed the development of the study design, and the analysis of the Constituency Development Fund Act[26] and Guidelines.[27] This informed the development of data collection tools as it provided a deeper understanding the processes within the CDF programme. The desk study also included the development of a four-pronged framework which indicated the appropriate standards in the following areas:

1. Participatory framework on how all the stakeholders supposed to participate in the programme.
2. Information framework on which information the CDF committees and Local Authorities are obligated to share at each stage.
3. Planning or operational framework indicating the plans that CDF committees and Local Authorities are expected to formulate and the procedures to be followed in the implementation of the programme.

[24] Transparency International (2023), OPEN GOVERNANCE: HELPING CITIZENS ENGAGE WITH GOVERNMENT, <https://www.transparency.org/en/projects/open-governance-helping-citizens-engage-with-government>, accessed on 30th December 2023.

[25] JESUIT CENTRE FOR THEOLOGICAL REFLECTION (30th September 2023), INCREASING CDF ALLOCATION IS NOT AN END IN ITSELF, [https://repository.jctr.org.zm/bitstream/handle/20.500.14274/1807/20230930-JCTR\\_press\\_release\\_on\\_increasing\\_cdf\\_budgetary\\_allocation-V2-0.pdf?sequence=1&isAllowed=y](https://repository.jctr.org.zm/bitstream/handle/20.500.14274/1807/20230930-JCTR_press_release_on_increasing_cdf_budgetary_allocation-V2-0.pdf?sequence=1&isAllowed=y), accessed on 30th December 2023.

[26] The Constituency Development Fund Act No. 11 of 2018, <https://www.parliament.gov.zm/sites/default/files/documents/acts/The%20Constituency%20Development%20Fund%20Act%20No.%2011%20of%20%202018.pdf>

[27] Ministry of Local Government and Rural Development (2022) Constituency Development Fund Guidelines, <https://www.mlgrd.gov.zm/wp-content/uploads/2022/04/CDF-GUIDELINES-2.pdf>, accessed on 29th November 2023.

4. Accountability mechanisms for the CDF committees and Local Authorities in terms of the structures, platforms, systems aimed at protecting public funds for corruption and misappropriation.

**Phase 2: Data Collection**

This covered the period, October to November 2023, when the researchers traveled to the 10 sample constituencies to collect data through face-to-face interviews with CDF Committee members and WDC members. The team also paid curtesy calls on Local Authorities to further understand the implementation of the programme.

**Phase 3: Analysis and reporting** included the data entry and analysis using STATA and SPSS to generate descriptive summaries such as tables and figures.

**3.2 RESEARCH DESIGN**

The pilot survey employed a quantitative research methodology, involving the administering of structured questionnaires with specific questions under each of the four-aspects in the framework. The face-to-face interviews were then conducted at constituency and ward levels. Other aspects of the research design included the following:

**a) Sampling Strategy:** The study employed purposive sampling of the districts in accordance with the TI Zambia’s focus areas under the public resource management programme and the GIZ project. Further, within the selected 10 districts, the 10 constituencies were conveniently sampled due to proximity. The selected districts included Choma, Livingstone, Chipata, Kabwe, Katete, Ndola, Petauke, Mansa, Mongu and Solwezi. Further, within these districts, the following constituencies were selected:





Choma Central, Livingstone, Chipata Central, Kabwe Central, Mkaika, Ndola Central, Petauke Central, Mansa Central, Mongu Central, and Solwezi Central constituencies, respectively. In each constituency all the CDF committee members were targeted using the CDFC questionnaire while 2 Wards were randomly selected from a list of all the Wards in the Constituency. After which all the WDC members from a selected Ward were targeted using the WDCs questionnaire.

**b) Data Collection Methods:** The primary data collection method was the Structured questionnaires. The questionnaires were embedded in a web-based digital platform which was used to administer them and to collect the required information.

**4.0 KEY FINDINGS**

This section presents the main findings following the pilot study on the CDF Programme. Data was collected from **10 constituencies**, namely; Solwezi Central, Kabwe Central, Choma Central, Ndola Central, Petauke Central, Mongu Central, Livingstone, Chipata Central, Mkaika and Mansa Central.

*Table 2: Sample Characteristics*

 CONSTITUENCY	 CDFC RESPONDENTS	 WDC RESPONDENTS	 TOTAL
Solwezi Central	4	15	<b>19</b>
Kabwe Central	1	2	<b>3</b>
Choma Central	2	8	<b>10</b>
Ndola Central	4	8	<b>12</b>
Petauke Central	4	6	<b>10</b>
Mongu Central	1	2	<b>3</b>
Livingstone	5	9	<b>14</b>
Chipata Central	4	20	<b>24</b>
Mkaika	4	14	<b>18</b>
Mansa Central	4	14	<b>18</b>
<b>Total</b>	<b>33</b>	<b>98</b>	<b>131</b>

A total of **33** CDF Committee members and **98** Ward Development Committee members were interviewed within the sampled Constituencies. **Table 2** presents the distribution of the respondents across the 10 Constituencies.

#### 4.1. PROFILE OF PROJECTS IMPLEMENTED

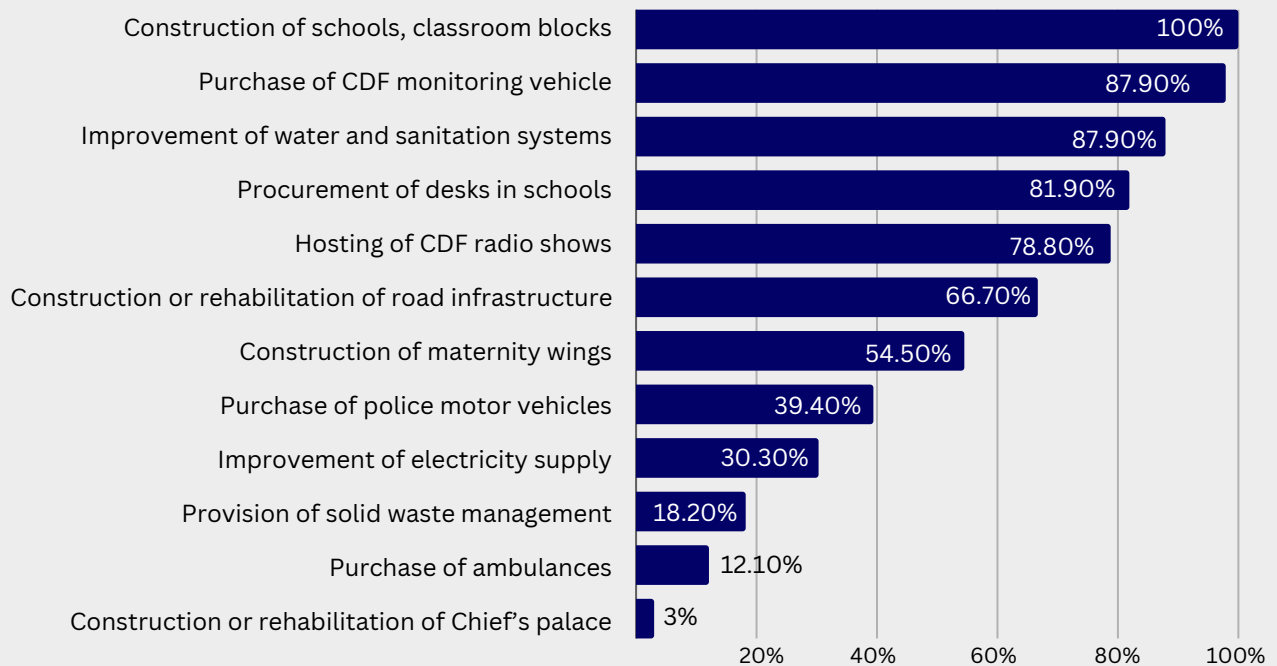
All the CDF Committee respondents (**100%**), from the 10 sampled constituencies, submitted that their constituencies had constructed schools or classroom blocks. This is compared to **87.9%** who noted that their constituencies had purchased CDF monitoring vehicles and another **87.9%** who submitted that they had improved the water and sanitation systems in their constituencies. **Figure 2** presents the profile of projects implemented in the **10** sampled constituencies during the 2022 CDF cycle.

#### 4.2 LEVEL OF PARTICIPATION

##### Limited Participation in Project Monitoring:

The results indicate that WDC members were not fully participating in all aspects of the CDF programme. Despite the Guidelines[28] assigning the roles of project implementation, management and monitoring to WDCs, their participation in the implementation and monitoring of the programme was limited. Out of the **98** WDC respondents, only **58.2%** indicated that they participated in monitoring the implementation of CDF Projects and **63.3%** indicated that they participated in project implementation. However, the majority of the WDC members indicated that they participated in identifying community needs (**94.9%**) and submission of proposals (**83.7%**).

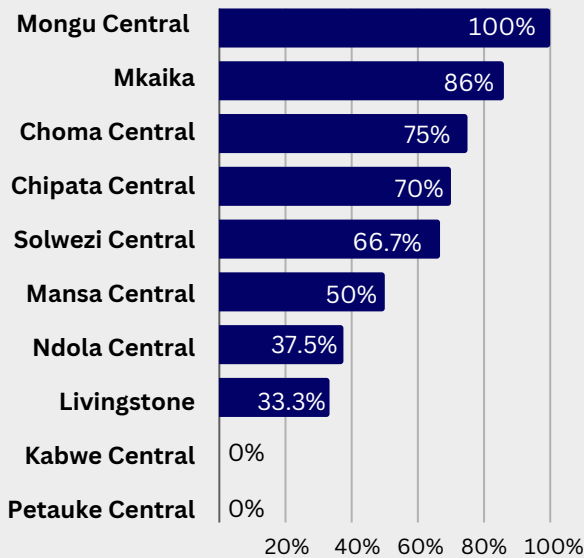
Figure 2: Which of the following projects were implemented in 2022 by your Constituency?



Source: Generated by Author using CDF survey

[28] Ministry of Local Government and Rural Development (2022) Constituency Development Fund Guidelines, <https://www.mlgrd.gov.zm/wp-content/uploads/2022/04/CDF-GUIDELINES-2.pdf> , accessed on 29th November 2023.




Figure 3: Participation of WDC Members in CDF Monitoring



Given that **87.9%** of the CDFC members indicated that their respective constituencies had already purchased CDF monitoring vehicles, the exclusion of WDC members from monitoring trips was unjustifiable and can potentially limit accountability and the delivery of projects that meet community expectations. Participation was lowest in Kabwe Central and Petauke Central Constituencies, where none of the sampled respondents participated in monitoring of CDF projects.

**Table 3** presents a summary of the level of participation of selected relevant stakeholders in the CDF programme. The results indicate that while MPs are actively participating in the CDF Programme, there has been limited participation by Traditional leaders.

Table 3: Status of Community Participation

 STAKEHOLDER	 ACTIVITY	 PARTICIPATION
WDCs	Monitoring projects	58.2%
	Project implementation	63.3%
	Identify community needs	94.9%
	Submission of proposals	83.7%
	Community meetings	92.9%
Traditional leaders	Community mobilization	57.1%
Member of Parliament	Nominated CDFC members	100%
	Received quarterly reports	78.8%
	Undertook joint spot project monitoring	78.8%
	Attended CDFC meetings	78.8%
	Was represented by Professional Assistant in some CDFC meetings	87.9%

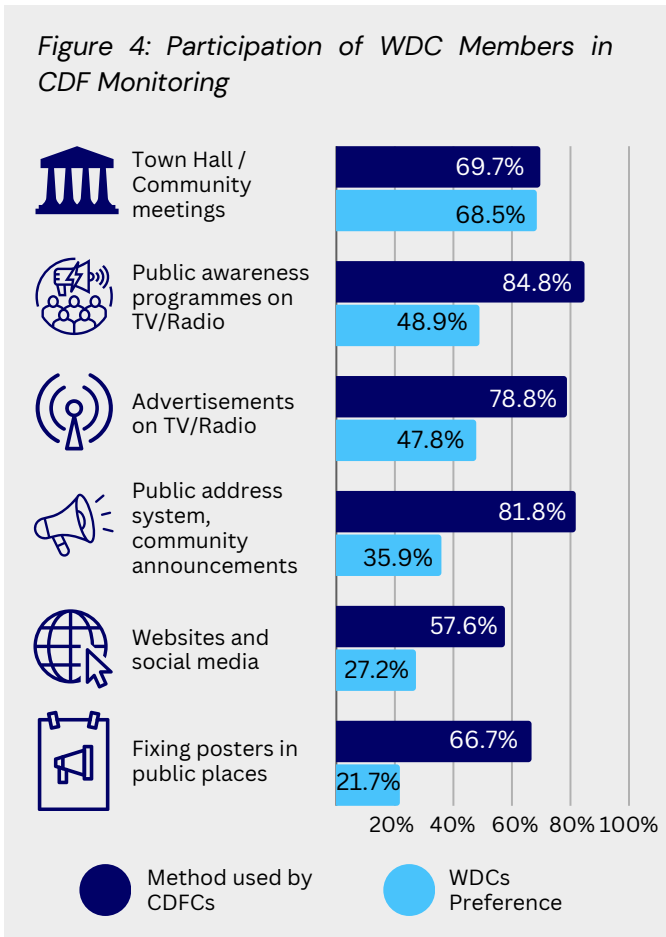
Source: WDC & CDFC Respondents

## 4.3 TRANSPARENCY AND AVAILABILITY OF INFORMATION

### Conflicted preference for Town Hall meetings:

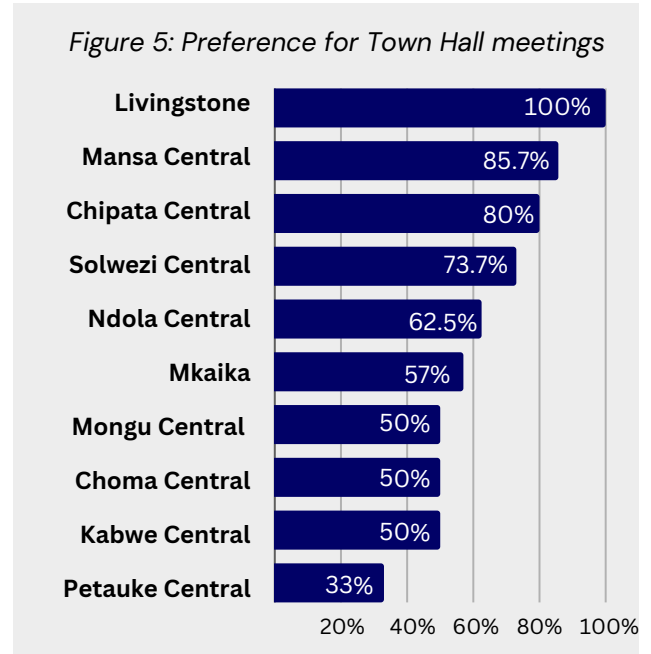
The most preferred mode of sharing information on the CDF programme among WDCs is the hosting of town hall or community meetings. This was preferred by **70.4%** of the WDCs as compared to **49.0%** preference for awareness programmes on Radio or Television, and **50.0%** preference for advertisement on Radio and Television. The fixing of posters in public places was the least preferred methods for disseminating CDF information, accounting for only **22.4%** of the sampled WDC respondents. Further, the preference for town hall or community meetings was more pronounced in Livingstone (**100%**), Mansa Central (**85.7%**) and Chipata Central (**80.0%**).

**Figure 4** presents the preferred methods of disseminating information on the CDF Programme as compared to the method used by the CDF Committee while **Figure 5** presents a distribution of the preference for town hall meetings across the sampled Constituencies.



**Figure 4** indicates that the top 3 methods used the CDF Committees to share information on the CDF Programme are not as preferred as Town Hall or Community Meetings. In other words, while as the CDF Committee has been sharing information on the CDF Programme through Public Awareness Programme on TV/Radio (84.8%), Public Address Systems/Community Announcements (81.8%), and Advertisement on TV/Radio (78.8%), the communities prefer a more engaging approach such as Town Hall meetings.

There is however consensus among WDC and CDF respondents concerning limited suitability of Websites and social media platforms in sharing CDF information.



**Failure to provide prompt feedback on proposals:** The survey also established that the CDF Committees did not provide timely feedback in the majority of cases where project proposals were rejected. The Majority of the WDC respondents (81.0%) submitted that the CDF Committee did not provide feedback within **14 days** after submission and **79.6%** noted that they did not receive written feedback on the list of rejected projects. Further, **30.6%** of the WDC members said that their community was not given chance to re-submit any of the 2022 rejected proposals. There is therefore limited transparency in the management of CDF projects across the sampled constituencies.

**Figure 6** presents the responses of WDC members regarding the level of transparency while **Figure 7** presents the distribution of prompt feedback across the 10 constituencies.

Figure 6: Did the Committee provide feedback within 14 days following submission of proposals?

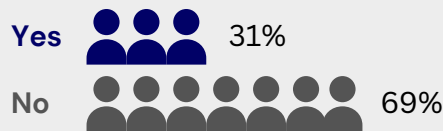


Figure 7: Provision of Prompt (Within 14 Days) Feedback by Constituency

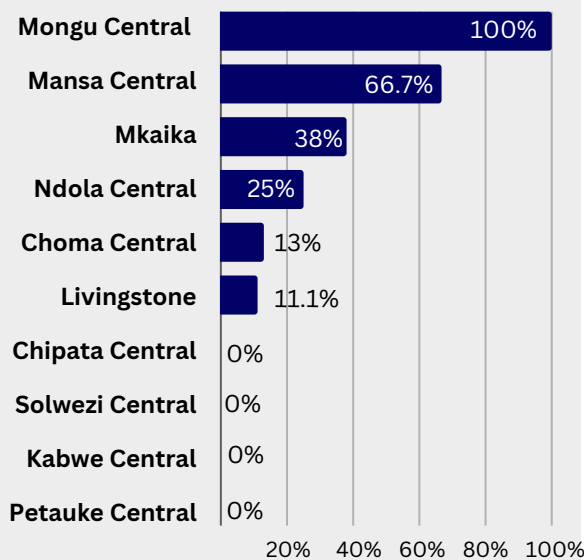
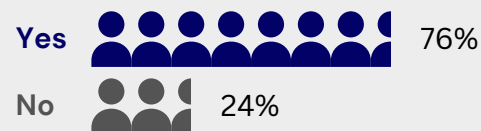


Figure 7 indicated that provision of feedback within **14 days** was highest in Mongu Central Constituency where all the respondents indicated that the CDF Committee provided prompt feedback. This was followed by **66.7%** in Mansa Central Constituency, **38%** in Mkaika Constituency and **25%** in Ndola Central Constituency. Four of the sampled constituencies, namely; Chipata Central, Solwezi Central, Kabwe Central and Petauke Central, all failed to provide timely feedback on submitted proposals.

### Development of procurement plans: Figure 8

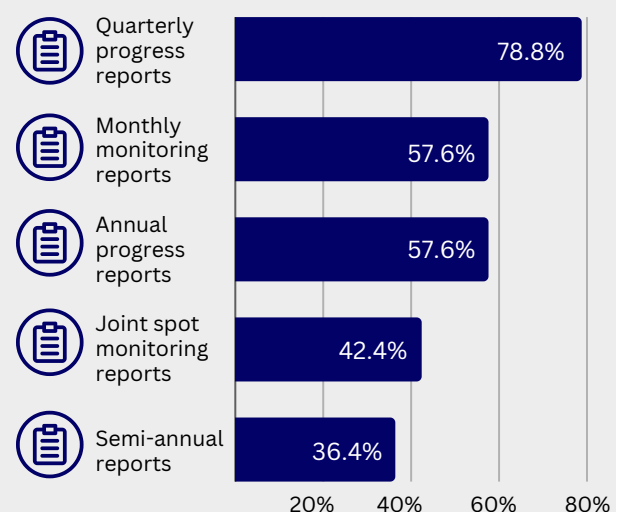
indicates that the majority of CDF Committee members (**76.0%**) submitted that the Local Authority responsible for their constituency developed procurement plans during the 2022 CDF cycle. According to the CDF Guidelines[29], all Local Authorities in consultation with the CDFCs are expected to prepare an annual CDF Procurement Plan to inform all procurements under the CDF.

Figure 8: Did you develop a procurement plan during the 2022 CDF cycle?



The survey also established that the most published and available reports on the CDF was the Quarterly progress report, observed by **78.8%** of the respondents and was followed by the Annual progress reports and Monthly monitoring reports which were seen by **57.6%** of the respondents.

Figure 8: Which of the following reports were generated by your CDF Committee in 2022?



[29] Ministry of Local Government and Rural Development (2022) Constituency Development Fund Guidelines, <https://www.mlgrd.gov.zm/wp-content/uploads/2022/04/CDF-GUIDELINES-2.pdf>, accessed on 29th November 2023.

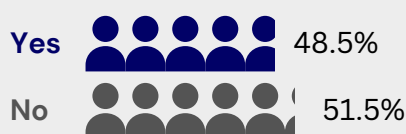
The least available reports were the Semi-annual reports. According to the CDF Guidelines, the Local Authority is responsible for providing leadership in the consolidation of these reports and presentation for discussion by the Council and District Development Coordinating Committees (DDCC).

#### 4.4 CORRUPTION INCIDENTS AND ACCOUNTABILITY

**18.2%** of the CDF Committee respondents submitted that that they received reports of corruption and misappropriation of funds during the 2022 CDF cycle. This corresponds to a minimum of **6** cases of corruption and misappropriation of CDF funds within the **10** sampled constituencies. **2** of these cases were reported in Petauke Central Constituency, and **1** report in each of the following constituencies; Kabwe Central, Choma Central, Chipata Central and Mkaika Constituency. Following the reports of corruption, **4** of these cases were handed over to the police for action, **1** case was in court during the time of the survey while the remaining case ended in a reprimand by the Local Authority, with no punitive action taken.

Further, only **48.5%** of the CDF respondents reported that members of their committees declared interest during the 2022 cycle. This means that **51.5%** of the respondents observed no declaration of interests.

Figure 9: Did any of the CDFC members declare interest during the 2022 meetings?



It was further reported that, out of the cases of declaration of interest, **27.3%** resulted in members leaving the meeting while in **18.2%** resulted in members remaining in the meeting but not taking part in voting. There was not reported case of voting after declaration of interest. However, **4.1%** of the WDC respondents reported that the CDF committees in their constituencies funded projects which benefited particular CDF committee members.

### 5.0 CONCLUSION & RECOMMENDATIONS

The pilot survey on the management of the CDF programme in Zambia has revealed a number of transparency and accountability concerns. There is a mismatch between the preferred methods of sharing CDF information by the CDF committee and the community representative preferring more engaging approaches such as the holding of Town Hall meetings.

Although all the sampled constituencies had already procured CDF monitoring vehicles during the time of the survey, there was evidence of limited participation of WDC members in the monitoring of CDF projects.

Transparency is also limited by the failure by some Local Authorities to generate and public relevant CDF reports.

Although there are low incidences of corruption and misappropriation of funds observed, there is evidence that the CDF Committees, the Community and the Local Authorities have taken action to report corruption to relevant Law Enforcement Agencies. Corruption reporting has also been limited by the mismatch in information sharing and limited participation of community members in project monitoring.

In light of these findings, Transparency International Zambia makes the following recommendations:

**1.** There is need for the Local Authorities and CDF Committees to facilitate for **increased participation of community representatives in the monitoring of CDF projects**. This will enhance accountability and improve the delivery of projects in line with community specifications.

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**2.** CDF Committees should embrace a **more engaging approach to information dissemination** regarding CDF proposal calls and procedures. There is a strong preference for town hall meetings and participatory radio programmes among the community members.

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**3.** CDF Committee members and the Local Authorities should endeavor to provide **timely feedback to WDCs on successful and rejected proposals**. This will enhance transparency in the management of the programme and so enhance community confidence in the CDF processes.

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**4.** Local Authorities, as the secretariate for the CDF Committees, should **improve the generation of CDFC reports**, including Joint Spot Monitoring Reports and Semi-annual Reports.

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**5.** In order to reduce the high risk of corruption, WDCs and Community members should **continue to report cases of corruption and misappropriation** of funds to the Anti-Corruption Commission and the Zambia Police Service for urgent action.

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**6.** In order to reduce procurement corruption involving members of the CDF Committees, there is need for **greater transparency** on the actions taken **following the declaration of interest**.

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