FACTORS AFFECTING EFFECTIVE IMPLEMENTATION OF
CONSTITUENCY DEVELOPMENT FUND PROJECTS IN MACHAKOS TOWN CONSTITUENCY, MACHAKOS COUNTY IN KENYA

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ABSTRACT

Many constituencies are faced with challenges in implementing their constituency development fund projects. During the financial years 2006 to 2012, the Auditor General’s and National Tax Payers’ reports revealed irregularities in procurement procedures and possible embezzlement of millions of shillings by skewing resource allocation, project selection and oversight in Machakos County. The purpose of this study, therefore, was to assess the factors affecting effective implementation of Constituency Development Fund projects specifically a case of Machakos Town Constituency in Machakos County in Kenya. The study examined the following variables that affect the effective implementation of CDF projects namely: utilization of allocated budget to various projects; the influence of level of education of the Projects Management Committee (PMC); the influence of community participation; and the level of involvement of technical officers. Descriptive research design, stratified proportionate random sampling techniques and inferential statistics were used. The target population was 330 CDF stakeholders from which a sample of 100 respondents was selected. Data collection was done using both structured and unstructured questionnaires, interview schedules and observation of records in the relevant offices. Questionnaires were administered to technical officers, CDFCs, PMCs, and projects’ beneficiaries. A pilot study was conducted to ascertain the validity and reliability of the instruments. The researcher used both the primary and secondary data in the analysis. The output was used to identify the effectiveness of independent variables to the dependent variable. Multiple regression and descriptive data analysis were used. The findings showed that the most significant variable was the level of education Project Management Committee members. However, the combined effect of all variables had relationships in effective implementation of CDF projects in Machakos Town Constituency. Further, the researcher recommends study on remaining constituencies in order to get an accurate description of the factors affecting effective implementation in Kenya.

Key Words: Community Participation, Funds, Project, Project Implementation, Technical Officers

INTRODUCTION

This study explores factors affecting implementation of constituency development projects in Machakos town constituency in Machakos County. In order to address various economic injustices and low development levels in Kenya since independence the Kenyan government has initiated various reforms aimed at transforming the country to a middle-income country by 2030 (Owuor, Chepkuto, Tubey & Kuto, 2012). Constituency Development Fund forms one of the devolved funds channelled by central government.
The Constituency Development Fund was introduced in 2003 during the Kibaki regime (2002-2013). It was designed to support equitable constituency-level and grass-root development. Doubts have been raised as to whether the constituency development fund has met its stated objectives, giving a clear indication that the extent to which CDF has met its objectives remains a research imperative (Bagaka, 2008). Owuor (2013) argues that CDF management faces varied challenges, some of which include: the organization structure in managing CDF projects, project identification criteria, political interference and corruption.

Mungai (2009) asserts that CDF’s origin can be traced back to the CDF Bill drafted by opposition MPs in a bid to have equitable distribution of resources across the country. The CDF is one of the devolved funds meant to achieve rapid socio-economic development at constituency level through financing of locally prioritized projects and enhanced community participation (Owuor et al., 2012). CDF aims at decentralizing resources to constituencies for equitable development. Decentralization refers to “the transfer of political power, decision making capacity and resources from central to sub-national levels of government” (Walker, 2012). Most of the African countries have resulted to various forms of decentralization to eradicate extreme poverty and hunger, unequal distribution of resources and poor delivery of basic services by various institutions.

Since 1990s decentralization has been linked to collective empowerment and democracy due to failure of various reforms to significantly reduce absolute poverty (Houtzager, 2003). Analysts have analyzed three types of decentralization namely administrative, fiscal and political, (Smoke, 2003); while the forms of decentralization as; de-concentration, devolution, delegation, and privatization (Work, 2002). Political decentralization occurs in situations where political power and authority are transferred to sub-national levels of government. Citizens and their elected leaders get engaged in decision making and encourage citizen participation (Litvack, Ahmad & Bird, 2008). De-concentration and delegation are forms of administrative decentralization while fiscal decentralization which involves transfer of financial resources from central government to sub national levels of government works (ROK 2002).

Since independence, the fight against illiteracy, poverty, ignorance and disease has been a major goal of the Kenyan’s Government. To fight these challenges the government has pursued economic development through central planning. Cort and Kinyanjui (2010); Mapesa and Kibua, (2006) argue that, the centralization of authority and management of resources has led to the inadequate distribution of resources across regions, resulting in a growing inequality in services, infrastructure and development across the country. In order to address to these disparities in the allocation of public expenditure a number of decentralization programs were put into place during the 1960s and 1970s.

Little success was achieved due to politicization and the misallocation of resources of most of these programs (Cort & Kinyanjui, 2010). In 1983, government adopted District Focus for Rural
Development (DFRD) which was aimed at enhancing geographically equity where funds were allocated to less development districts (ROK, 1983). Otieno (2007) argues that DFRD could not achieve much as most of the projects were identified, monitored and implemented by the government, locals were only used as rubberstamp by assembling them and informing them their problems, participation by the locals was actually passive so whichever deliberation by the government was just agreed upon without internalizing.

In September 2000, 191 member states of the United Nations, Kenya included adopted the Millennium Declaration (GA Resolution A/54/2000) which outlined necessary measures to attain peace, security and development. Later an agreement was reached among other multilateral institutions, including the World Bank, and the IMF on key elements of a framework of this global agenda in the context of goals, targets and indicators, collectively referred to as the Millennium Development Goals (MDG’s). The MDG’s comprise quantifiable global targets set for 2015. These MDG’s includes; Eradicate Extreme Poverty & Hunger, Achieve Universal Primary Education, Promote Gender Equality & Empower Women, Reduce Child Mortality, Improve Maternal Health, Combat HIV/AIDS, Malaria and other diseases, Ensure Environmental Sustainability and Develop a Global Partnership. As part of strategy to achieve these goals, in 2003, the government of Kenya established the Constituency Development Fund (CDF).

**Constituency Development Fund in Kenya**

The Constituency Development Fund was established under the CDF Act 2003, amended in 2007, repealed in January 2013 and replaced with CDF Act 2013 that is aligned to the constitution of Kenya 2010. CDF was to help in development by channeling financial resources to the Constituency level for the implementation of community based development projects with long term effects of improving social and economic well-being of the citizens. Another objective of the introduction of the CDF was to control and reduce imbalances in regional development brought about by partisan politics, (Mapesa & Kibua, 2006). Kenya constitution in 2010 was passed and became law in 2010. It took into account devolution that allowed formation of forty seven counties. The formation of forty seven counties was to; ensure equitable of allocation of resources, promote social and economic development across the country, facilitate the decentralisation of State organs, their functions and services, from the capital of Kenya and enhance the participation of the people in the exercise of the powers of the State. All moneys allocated under CDF Act, 2013, are additional revenue to the county governments.

The fund is managed by the Constituencies Development Fund Board (CDFB). It consists of an annual budgetary allocation equivalent to at least 2.5% of the Government ordinary revenue. The CDF Act provides that; maximum of 5% is allocated to CDF Board for Administrative services, minimum of 95% is allocated to constituencies as follows; 5% of the 95% is allocated to Emergency Reserve, 75% of the balance is allocated equally amongst all the 290 constituencies.
and Balance of 25% is allocated based on the Constituency Poverty Index modelled by the Ministry of Devolution and Planning. Around Ksh.137,670,000,00 has been allocated to CDF since its inception in 2003 (http://www.cdf.co.ke retrieved on 25th December 2013). Most of the projects funded by CDF are in Education (55%), water (11%) and health (6%) sectors. In addition most of these CDF projects have addressed Social Pillar of Kenya Vision 2030.

Implementation of Constituency Development Fund

The implementation of community development projects started with the identification of the needs (Mwangi, 2005). This is in line with the CDF Act, 2013 section 23 (2,3&4) that requires that location meetings be held to select projects to be submitted to the CDFC before onward transmission for funding. The CDF Act of 2013, circulars, public procurement and disposal Act 2005 and the CDF implementation guidelines 2004 prepared by the National Management Committee provides that CDF projects are implemented by the respective government department in which they fall (Gikonyo, 2008). All the constituents in every constituency are expected to be active in the implementation of all the approved projects to ensure that objectives of the project are met using resources allocated for them within a given period of time. In addition the Act gives technical department and CDFC authority to monitor the projects.

Experiences of Other Countries

Parliamentary involvement in grassroots projects and in community development has been growing in a diverse set of countries, including Kenya, Pakistan, India, Uganda, Bhutan, Jamaica and Papua New Guinea (Mwangi & Meagher, 2004). One policy tool for this involvement is Constituency Development Funds (CDFs), which dedicate public money to benefit specific political subdivisions through allocations and/or spending decisions influenced by their representatives in the national parliament. CDFs resemble the venerable U.S. congressional allocations generally called “pork barrel,” “earmarks” or “member items” in national and state-level policy making.

In India there are two CDF-style schemes: the Members of Parliament Local Area Development Scheme (MPLADS) at the national level and the Member of Legislative Assembly Local Area Development Fund (MLA-LAD) for the Legislative Assembly of each of India’s 28 States. The MPLADS scheme was instituted in India in 1993 under the dominant national party, the Congress Party. Under the MPLADS, an equal amount is allocated annually to each single-member parliamentary constituency; the funds are to be used for “works of developmental nature with emphasis on the creation of durable community assets based on the locally felt needs.”

The MPLADS was introduced at a time when the Congress Party was vulnerable at state level; “The timing and manner of programme initiation suggests that MPLADS may have been
conceived as a vehicle for the dominant national party to channel funds to its MPs in the growing number of states controlled by the opposition” (Keefer & Khemani, 2009). Keefer and Khemani (2009) suggest that in this context, there was no political incentive for the national party to publicize the programme and inform voters of these resources available for constituency service. As a result, the programme was largely unknown and disbursement levels were quite low for the first five years. From 1993 to 1999, MPLADS disbursements in the average and median districts were only 36 percent of available resources. This greatly showed lack of participation.

Notably there has been no act of Parliament passed to govern the MPLADS and MLA-LAD.42 Instead guidelines issued by the government set the terms for the implementation of the scheme. Under those guidelines, most recently updated in 2005, MPs ‘recommend’ projects to be funded. According to the Ministry, “Honourable MPs have the full authority to select the works of their choice provided these are eligible under the Guidelines.” However the India scheme also gives significant authority to the District Authority who sanctions the projects and has technical, financial and administrative authority.

In Uganda, the Constituency Development Fund (‘CDF’) essentially provides additional resources for development at the local level by channelling money to constituencies under the management of Members of Parliament, MP. The CDF would thus supplement the existing funding mechanisms for local government. Importantly, it may not represent an increase in funding, since funds may be taken away from other parts of the budget in order to finance the CDF. The CDF is allocated in the budget of every financial year and after parliamentary approval, the funds are disbursed to the constituencies to be spent on development projects as earlier identified and prioritised by local community. All constituencies receive funds of exact amounts.

CDFs are typically managed by committees comprised of the area MP and members nominated and elected by the residents of that constituency. In other cases, the MP is the chairperson of the committee. The CDF committee is responsible for overseeing the management of the CDF, advises and accountable to the CDF. They also mobilise local community to identify community needs and priorities and propose projects to address their needs. The committee then reviews and approves development projects for funding under the CDF. They also conduct monitoring and evaluation. (Policy Forum Position Paper on the Constituency Development Fund, 2008)

**Machakos Town Constituency**

Machakos Town Constituency is one of the eight constituencies in Machakos County. The constituency covers an area of 925.2 km² and has a population of 199,211 persons according to the 2009 Kenya Population and Housing Census report. The highest percentage of the total population lives in urban and peri-urban areas. The constituency consist of two divisions and seven county assembly wards. The constituency has received a total of KES 506,739,527:00
since 2003/2004 FY to 2013/2014 Financial year as indicated in Appendix III. The funds allocated have been disbursed to projects to various sectors with education and water getting the highest allocation.

STATEMENT OF THE PROBLEM

The audit query from Kenya National Audit Office dated 14th November 2012, in an audit for Machakos Town Constituency Development Fund for the FY ending 2012, identified that there was irregular personal awards in kind of an electrification project of Kshs. 2,835,160.20. Further there was unaccounted grant to Kalama dispensary construction of Kshs. 1,751,187.30 and a Kshs. 650,000.00 was unaccounted for (MKS/IN/1A/11-12/5, 2012). Machakos Town constituency has for a long time been faced with poor project implementation, stalled and abandoned projects which has led to the CDF not realising its objective fully in the constituency. For instance in FY 2010-2011, out of 56 projects, only 25 projects were well built and completed; 10 projects were badly build, 14 were incomplete, 5 were abandoned and 2 had been delayed in implementation (NTA, 2012). Machakos Town Constituency was listed as the third largest loser of public funds having wasted 25% of its 2010/11 allocation on ineffective projects. NTA (2012) indicated that in FY 2006/2007 Kshs.4, 642,642.00 and Kshs.13, 383,355.00 of taxpayers’ money was wasted due to badly implemented or abandoned projects respectively. The report further highlighted that in FY 2010/2011 Kshs.11,173,000.00 and Kshs.3,231,280.00 of taxpayers’ money was wasted (NTA, 2012). However, the report did not cite the reasons that led to wastage of the said funds. Machakos Town Constituency constantly appeared among the poorly performing constituencies in terms of CDF utilization. This forms the basis of interest to study CDF in this constituency. The researcher aimed at finding out the factors affecting implementation of CDF projects in Machakos Town constituency (Appendix IV & V).

GENERAL OBJECTIVE

The general objective of the study was to examine the factors affecting effective implementation of CDF Projects in Kenya with specific reference to projects in Machakos Town Constituency.

SPECIFIC OBJECTIVES

1. To assess the level of utilization of allocated budget in implementation of projects.
2. To determine how the level of education of the Project Management Committee (PMC) influence the implementation of projects.
3. To establish the influence of community participation on implementation of projects.
4. To determine the level of involvement of technical officers in implementation of projects.
HYPOTHESES OF THE STUDY

H<sub>01</sub>: There is no significant relationship between the level of utilization of allocated budget and the implementation of Constituency Development Fund projects

H<sub>a1</sub>: There is a significant relationship between the level of utilization of allocated budget and the implementation of Constituency Development Fund projects

H<sub>02</sub>: There is no significant relationship between the level of education of Project Management Committee members and the implementation of Constituency Development Fund Projects

H<sub>a2</sub>: There is a significant relationship between the level of education of Project Management Committee members influences the implementation of Constituency Development Fund Projects

H<sub>03</sub>: There is a significant relationship between the community participation and the implementation of Constituency Development Fund projects

H<sub>a3</sub>: There is a significant relationship between the community participation and the implementation of Constituency Development Fund projects

H<sub>04</sub>: There is no significant relationship between the involvement of technical officers and the implementation of Constituency Development Fund Projects

H<sub>a4</sub>: There is a significant relationship between the involvement of technical officers and the implementation of Constituency Development Fund projects

THEORETICAL REVIEW

Agency Theory

Agency theory explains the relationship between principals such as shareholders and agents such as company executives in a business. In this relationship, the principal delegates or hires an agent to perform work. The theory attempts to deal with two specific problems. Firstly, that the goals of the principal and the agent are not in conflict which is referred to as agency problem. Secondly, that the principal and agent reconcile different tolerances for risk. The central idea behind this theory is that the principal is too busy, unwilling or is not qualified to do a given job and so ends up hiring an agent. The major challenge in this theory is to get agents to either set aside self-interest, or work in a way in which they may maximize their personal wealth while still maximizing the wealth of the principal (Eisenhardt, 2009). The agents in this case who are the technical officers should have professional qualifications in the specific projects.

Motivation Theory

According to McClelland (2011), an individual’s motivation can result from three dominant needs namely, the need for achievement (n-ach), the need for affiliation (n-aff) and the need for
power (n-p) on the need for achievement. The PMC board can perform its duties by management constituency development fund project when provided with right financial management tools such as, planning, programming and budgeting systems. The PMCs would need power and authority as advocated by McClelland (2011) to be able to manage CDF projects as budgeted, planned and approved. The theory of needs would compel the BOM to have a single mind preoccupation in management CDF projects.

McClelland (2011) argues that individuals who are high in need for achievement are more likely than those who are in low in it to engage in activities or tasks that have a high degree of individual responsibility for outcomes, require individual skill and effort, have a moderate degree of risk, and include clear feedback of performance. Technical officers/staff could be demotivated due to poor performance of politically appointed illiterate Project Management Committee Members.

Theory of Effective Project Implementation

Implementation as Nutt (2006) puts it is a series of steps taken by responsible organizational agents to plan change process to elicit compliance needed to install changes. Managers use implementation to make planned changes in organizations by creating environments in which changes can survive and be rooted (Nutt, 2006).

Implementation is a procedure directed by a manager to install planned changes in an organization. There is widespread agreement that managers are the key process actors and that the intent of implementation is to install planned changes, whether they be novel or routine. However, procedural steps in implementation have been difficult to specify because implementation is ubiquitous (Nutt, 2006).

Contingency Theory

Contingency theories describe how situations influence leadership actions. The Hersey-Blanchard Situational Leadership Theory created by Hersey and Blanchard (2009) encourages leaders to choose a style based on the capability of their subordinates. If new subordinates need specific instructions, effective project managers tell them what to do, typically by providing comprehensive step-by-step procedures (Hersey & Blanchard, 2009).

When team members know how to accomplish a task, project managers tell subordinates what needs to be done but spend less time communicating how to do it. If the project team members don't require much direction, the project leader focuses on motivating the team to produce quality results. When a project team member can operate completely on his own, the project manager delegates authority to him/her (Fielder, 2004). Using this theory, effective project managers select a style that fits the current situation to work most productively.
Theory of Constraints Knowledge

Mackey (2005) notes that a constraint is anything that prevents the system from achieving its goals. This is a management paradigm that views any manageable system as being limited in achieving more of its goals by very small number of constraints (Eliyahu, 2013). According to Eliyahu (2013), in order to ensure that the main goal of a project is achieved, various stages have to be followed. They include identification of constraints, exploring the constraints, channel resources to the constraints and finally make changes to increase constraints capacity. Eliyahu (2013) further observes that buffers should be placed before the governing constraints, thus ensuring that the constrained is never strained.

CONCEPTUAL FRAMEWORK

The Conceptual Framework illustrates how the variables are related to one another. The variable defined here are the independent and dependent variables. An independent variable influences and determines the effect of another variable (Mugenda & Mugenda, 2003). The independent variables in this study are budgetary utilization, community involvement, technical officer’s involvement and level of education of project management committee members. The dependent variable is Implementation of CDF Projects.

Budgetary Utilization

Budgetary utilization to projects CDF Act (2013) requires the Chairman CDFC in every Constituency to forward a list of between five (5) and twenty five (25) project proposals in every financial year to the board for approval. In additional it states that funding priority should be in completing on-going projects. This has not been the case in most of the constituencies given the discretionary nature of capital spending and the intrinsic value attached to political symbolism in launching CDF projects, more often, new projects are undertaken, while the existing ones are either left to deteriorate or are inadequately funded (Tanzi & Davoodi, 2008).

CDFs channel funds from central government through to each constituency to spend on development projects intended to address local needs. Although CDFs operate differently in each context, one core defining feature is that constituency legislators have some influence over how the funds are spent in their area. In a study done in Zambia, it was found out that in 88 per cent of projects sampled, community members raised concerns about some inappropriate projects, the misuse of funds or insufficient adherence to CDF guidelines; nine per cent of completed projects were left lying idle (Micah, 2012).

Several studies have been done on the CDF projects, as stated but none of these studies have looked at how budgetary utilization combined with others factors such as level of education of
the PMC committee, Community participation and Involvement of Technical officers influencing implementation of CDF project.

Project identification and costing lays squarely with the CDFCs and the beneficiaries after identifying the project then the PMCs cost the project by preparing Bill of Quantities (BQ) and forward the same to CDFC in accordance with CDF Act (2007). The PMCs then forward minutes of certified documents for approval and ratification to local CDF office (MOE, 2007). This ascertains that the proposed project is a viable and also that there are adequate funds for the same.

According to Gray and Larson (2008) a project is a complex non-routine, one life time effort limited by time, budget and resources to met customers’ needs. Effective funds management in projects is determined by parameters which govern funds control such as auditing (Kogan, 2004). The CDF act 2003, section 25 (2) stipulates that funds for any project should be adequate and be disbursed in time for successful implementation of projects, CDF allocates project fund as grants and is allocated through a thorough process every financial year and the PMCs are mandated to prudently manage the allocated project funds (Bennel & Sayid, 2012).

Level of Education of Project Management Committee Members

Management can be defined as the act of getting things done by other people in order to achieve organizational goals (Kootz & O’Donnell, 2008). Members of the PMCs are supposed to act as leaders in projects where they are selected to oversee implementation. This does not indicate the level of education of project management committee to qualify for appointment. Owuor (2013) argues that CDF management faces varied challenges, some of which include: The organization structure in managing CDF projects, project identification criteria, political interference and corruption.

Leadership is defined as ability to influence activities of others through communication they may be as a group or a single person towards achievement of specific goals or objectives (Ivancevich et al., 2003). Kimenyi, (2005) in his study on efficiency and efficacy of Kenya’s CDF, noted that unlike other development funds that filter from the central government through longer and more layers of administration organs and bureaucracies, the CDF fund goes directly to the local people. He highlighted some characteristics that determine efficiency and efficacy of CDF among them as; citizen demand and constituency characteristics, size and population density and dispersion of a constituency and strategic choice of projects among others.

The CDF Act, (2013) is silent on the professional skills and competencies for constituency development fund committee (CDFC) members and the PMC members which imply a significant lack of structure for sound management including planning, implementation, monitoring and evaluation of development projects. In his study on factors influencing
imple
mentation of constituency development funded projects: a case of Tigania East constituency Ntuala (2010) notes that there were no clear policies developed to guide on effective utilization of funds from the CDF kitty. He recommends that the ministry of planning and national development should come up with clearly stipulated guidelines on the management of the CDF. This could be done by issuing clear guidelines on the utilization of the fund to PMCs and the CDFCs.

Community Participation

A community is a group of people residing in a locality who exercises local autonomy (Mulwa, 2004) and the locality satisfies their daily needs including health, education, social, cultural and historical heritage among others (Okumbe, 2011). According to the CDF Act (2013) 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, (ROK, 2013). A research by International Budget Partnership (IBS, 2010), the Kenyan CDF cites low/non-involvement of local communities in project identification and selection as one of the key challenges of the CDF. This is evidenced by data from the NACCSC (National Anti-Corruption Campaign Steering Committee) report that showed low levels of public participation: nearly 60 percent of Kenyans are not given the opportunity to be involved in project selection or prioritisation (NACCSC, 2008).

Community participation was first espoused as a health-promotion strategy by the World Health Organization (WHO). Community participation is described as a social process in which groups with shared needs living in a “certain geographical area” actively identify needs, make decisions, and set up mechanisms to achieve solutions/goals (Adesina, 2010). However, heterogeneous groups and individuals can become a community and collectively take action to attain shared and specific goals.

To enhance community participation in tendering and supplies, several measures are put in place to facilitate smooth and transparent implementation of projects. These measures include: registration of contractors/suppliers and artisans, provision of information on tendering and supplies guidelines, and formation of a subcommittee for vetting and recommending suppliers (Achoka, 2013). This is also to ensure that the CDF money remains in the constituency. Communities may be engaged to use and coordinate their resources of personnel, time, money, goods, and services in a broad range of structures and strategies. Additionally, people- and community-based organizations often participate at different levels. They may have less access to resources than do government institutions and agencies and may view themselves as tokens that make the health-promotion effort look more credible (Annual Review Public Health-arjournals.annualreviews.org).
CDF Act (2013) states that all projects funded under these Act should be community based. Wamae (2009) in his study on contribution of CDF in employment creation recommended that there should be constant awareness creation for the community members and community participation should be increased as well as stronger links with line government ministries. In addition, Kanua (2009), in his study on assessment of the role of community participation in successful completion of CDF projects in Imenti North constituency found out that community participation all along the project play a significant role in determining successful completion of projects.

**Involvement of Technical Officers**

A project is a unique undertaking which is non routine in nature and is affected by the triple constraint of scope, time and cost (Grey & Larson, 2008). All projects have defined goals and objectives of which when achieved under the triple constraint of time, cost and scope then the project is said to be successful. Objectives could be social, economic or financial (Field & Keller 2008). Technical officers or officers have a positive impact on the Constituency Development Funded projects performance through their roles in project identification, planning, implementation and monitoring and evaluation of such projects (Adan, 2012).

The CDF Act (2013) provides that PMCs will implement projects with support from the CDF and technical advice from relevant government department. For successful implementation of CDF projects, democratic values and ethos should be entrenched at the local level. These can be realized through creation of efficient channels of participation and information. The CDF Act (2013) gives criteria for a project under the fund it should be community based in order to ensure that prospective benefits are available to wide spread cross-section of the inhabitants of the area. It further clarifies that all projects under the Act should be developmental projects and may include costs related to planning, related studies and any relevant technical output but not to include any recurrent expenditure or costs of the project. The Act further stipulates that where a project involves several sectors for instance education, water and public health several government departments will be involved.

**RESEARCH METHODOLOGY**

**Research Design**

This research employed descriptive research design. This is because the research is quantitative. However, some qualitative approach was used in order to get a better understanding and more insightful interpretation of the quantitative study. Stratified proportionate random sampling technique was used to select the sample from the CDFCs, PMCs, beneficiaries and technical officers. Descriptive research studies are used to describe phenomena associated with a subject
population or to estimate proportions of the population that have certain characteristics (Cooper & Schindler, 2003). The main purpose of descriptive research designs is to provide a picture of situation as they naturally happen. One of the strengths of descriptive research design is that it provides justification of current practices or the existing situations in a particular field of study (Kothari, 2004). This study also used an explanatory survey as it attempted to provide an explanation into the factors that affect effective implementation of CDF projects in Machakos town Constituency. Explanatory research design is concerned with formulation of a problem for investigation or for developing a hypothesis from an operation point of view (Kothari, 2004). The main focus of explanatory studies is to discovery of new ideas and understanding of a problem confronting the researcher (Polonsky & Waller, 2004). Explanatory research design is very important in research in the sense that it provides answers to problems which are not clearly defined of which this research was hard on. The design helped the study to gain familiarity, new insights and ideas into the problem. The instruments of survey used were questionnaires, interviews and where possible examination of records.

Study Population

The population of interest was three wards of Machakos Town Constituency namely Mjini, Mumbuni North and Mumbuni South. According to the CDF records (2013) and the government employment structure 2013, Machakos Town Constituency had 139 projects of which 78 were concentrated in the three wards which also constituted sixty percent of the Machakos town constituency population. Data was collected on the wards to the inferences. According to Ngechu (2004) a population is a well-defined or set of people, services, elements, and events, group of things or households that are being investigated. This definition ensures that population of interest is homogeneous.

Sampling Technique

In order to collect enough data and information, the study sampling frame was stratified as per wards. According to Cooper & Schindler (2001), a sampling frame is the list of elements from which the sample is actually drawn; it is a complete and correct list of population members only. A stratified sample of five CDF committee members, seven executive PMC members, twenty technical officers and sixty eight beneficiaries totalling to a hundred individuals. This categorization was based on that the three wards which also had same CDF and PMC officials. A proportionate sample size of 100 respondents which is 31% of the population was selected using simple random technique from the identified sample in section 3.3. One widely used rule of thumb states that the sample size should be 30% or more (Cooper & Schindler, 2003). The sampling frame was composed of stratified random sampling.
**Data Collection Instruments**

The research used both primary and secondary data. Primary data was collected from the various individuals by use of self-administered questionnaires which were both structured and unstructured. Secondary data was collected from projects records, publications and information obtained from the internet. Questionnaires were self administered incorporating the four variables in line with the objectives of this study. The choice of the instrument was because, a questionnaire as a research instrument is a quick method to collect data (Lee, 2009) this is further supported by (Amin, 2005) who affirmed that the technique is less time consuming and could adequately cover the entire sample within the proposed time framework. In addition (Diamantopoulos & Schlegelmilch, 2007) asserts that questionnaires offer a great assurance of anonymity.

**Pilot Testing**

The researcher pre-tested the questionnaire using ten respondents in the target population who were not included during data collection with an aim of ensuring the questionnaire was able to capture all the required information in the context and form required. Validity of the research instrument was carried out through pilot testing. The purpose of pre-testing the instrument is to ensure that the items in the instrument are stated clearly and have the same meaning to all respondents (Connaway & Powell, 2010).

**Data Analysis**

After collection of raw data, the researcher edited, coded, classified as per the variables in the study and subjected to Statistical Package of Social Sciences (SPSS). This entailed working with data, organizing it, breaking it into manageable units, synthesizing it, searching for patterns, discovering what is important and what is not learned and deciding what to report. The descriptive data analysis method was used to analyze both qualitative and quantitative data. According to Chandarn (2004) qualitative data is that data that has a non numerical attributes that are related to the qualities, values or value assessment such as people’s opinions while quantitative data relates to data that is numeric in nature. Processing and analyzing raw data was done using Statistical package for social scientist (SPSS) data analysis program which was utilized to generate inferential and descriptive statistics; frequencies and percentages from the respondents data to establish the relative importance and weight of each variable. MS excel spreadsheet tools were also utilized in presenting the quantitative data. This involved frequencies and cross tabulations among the selected variables.
Ethical Consideration

In the study, the researcher observed all the ethical principles in analysis and presentation of research information or data. One of the principles was protection of the confidentiality or private information provided by the respondents. The other ethical consideration was acknowledgement of authors when presenting information or ideas which was borrowed from different textbooks and research materials.

Hypotheses Testing

The study will use multiple regression to determine whether the independent variables which are utilization of budget, level of education of PMCs, community participation and involvement of technical officers are predictors of the dependent variable which the effective implementation of CDF projects. Mugenda and Mugenda (2003) note that multiple regression attempts to determine whether a group of variables together predict a given dependent variable.

RESEARCH RESULTS

The study based the research on 94 respondents as the representative sample from the constituency. The respondents for the study were distributed as 56% female and 44% male. Eighty three percent being under the age of 45 years and majority of the respondents having secondary and tertiary education.

Assess the Utilization of Allocated Budget in the Implementation of CDF Projects

The study shows that 94% of the respondents stated that the level of utilization of the CDF fund in the constituency is still low as this could be attributed by the fact that despite the area politicians playing a key role in the CDF projects process they do not prioritize the projects that are needed by the area residents, the study also found out that most of the projects started were never completed according to the stipulated time, others were abandoned or others were over financed, while other projects were not in existence despite funds being allocated to those projects. This could be as a result of low community participation in identification, implementation, evaluation and monitoring of the projects. Mostly, CDF committee and the politicians were left to identify projects and manage funds, leading to misappropriations. Many did not know how to launch complains about CDF projects and management.

The Influence of Level of Education of the PMCs in the Implementation of CDF Projects

In regard to the level of education of the project management committee on the implementation of the projects, the study found out that most of the educated committee members take the
advantage over the members who are not educated in influencing them in decision making whenever it comes to implementing and executing projects in the constituency. In addition, the level of education is not considered in the appointment of the PMCs, but is politically influenced. The study also found out that majority of the residents did not know the requirements or education level that qualifies a person to be an executive project management committee member.

The Influence of Community Participation in the Implementation of CDF Projects

In regards to the extent to which community participation affects the implementation and management of the devolved fund, the study has found that majority of the respondents were not aware of the importance of community participation on the success of the CDF. The community was not involved in decision making and management. There was also lack of ownership of CDF projects. This shows the extent to which the governance of the fund lacks in its ability to consider inclusive approaches to development matters.

Involvement of Technical Officers in the Implementation of CDF Projects

In regard to the level of involvement of technical officers in the implementation of the projects, the study found out that they are not fully involved in the CDF projects process. This has led to general inflation of costs especially building, materials for building, undersupply of building materials. Regulations concerning tendering and procurement are not adhered to as these procedures have become avenues for looting the CDF kitty. This could be because of the conflicting roles of technical officers, while others are more concerned with their personal projects or finding ways to divert funds to fund their areas of interests. This shows that for the smooth implementation of CDF projects, there must be an involvement of government technical officers. Kaufman et al. (1999) also note that good governance has to have full participation and inclusiveness.

Regression Analysis

Table 1: Model Summary

<table>
<thead>
<tr>
<th>Model</th>
<th>R</th>
<th>R Square</th>
<th>Adjusted R Square</th>
<th>R</th>
<th>Std. Error of the Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>.898a</td>
<td>0.895219</td>
<td>0.895051</td>
<td></td>
<td>0.053307</td>
</tr>
</tbody>
</table>
Table 2: ANOVA

<table>
<thead>
<tr>
<th>Model</th>
<th>Sum of Squares</th>
<th>Df</th>
<th>Mean Square</th>
<th>F</th>
<th>Sig</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regression</td>
<td>83.99602</td>
<td>5</td>
<td>16.7992</td>
<td>5911.86</td>
<td>.000&lt;sup&gt;a&lt;/sup&gt;</td>
</tr>
<tr>
<td>Residual</td>
<td>0.403509</td>
<td>142</td>
<td>0.002842</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>84.400&lt;sup&gt;b&lt;/sup&gt;</td>
<td>147</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Coefficients<sup>a,b</sup>

<table>
<thead>
<tr>
<th>Model</th>
<th>Coefficients</th>
<th>Std. Error</th>
<th>Sig</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budget Utilization</td>
<td>0.248515</td>
<td>0.047379</td>
<td>.000</td>
</tr>
<tr>
<td>PMCs' level of education</td>
<td>0.413363</td>
<td>0.052282</td>
<td>.000</td>
</tr>
<tr>
<td>Community participation</td>
<td>0.168295</td>
<td>0.033637</td>
<td>.000</td>
</tr>
<tr>
<td>Involvement of technical officers</td>
<td>0.095787</td>
<td>0.038707</td>
<td>.014</td>
</tr>
</tbody>
</table>

The Anova test shows that the significance of the F-statistic is less than zero. This implies that the null hypothesis $\beta_1 = \beta_2 = \beta_3 = \beta_4 = 0$ is rejected and the alternative hypothesis that at least one $\beta_j \neq 0$ is taken to hold implying that the model.

$$Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \epsilon,$$

is significantly fit.

The model holds as:

$$Y = 0.2488x_1 + 0.413x_2 + 0.168x_3 + 0.096x_4 + \epsilon$$

**Effective Implementation of CDF Projects**

- $x_1 =$ Budget Utilization
- $x_2 =$ PMCs Level of Education
- $x_3 =$ Community Participation
- $x_4 =$ Involvement of Technical Officers
- $\epsilon =$ Standard error

The multiple regression further shows that, the most significant variable is PMCs level of education. The combined effect of all variables is given by adjusted $R^2$ of 0.895 implying that 89.5% of change in effective implementation of CDF projects is attributable to all variables combined.

**CONCLUSIONS**

The data analysis for CDF Projects implementation for Machakos Town constituency shows that, though the project purposes were to benefit the community, only very few members can prove to have benefited from the CDF Projects. It has also come out clearly that only the influential people were involved in implementing CDF Projects. The Study found that there is insignificant priority accorded to the community in involvement, identification, implementation, evaluation, etc.
and monitoring of the projects. This would otherwise aid in curbing corruption and misappropriation of funds by the CDF committee and other stakeholders in CDF projects and thus help in funds distribution and improve satisfaction.

CDF is miles away from realising its primary objectives of stimulating development and enhancing efficiency in resource allocation and use at the grass root level. This is due to the dominance of political interests of the politicians in the implementation and management. Loopholes emanating from the CDF structure; lack of proper accountability mechanism, lack of transition clause and the dual role of politicians (legislating laws governing the fund and implementing them together with monitoring and evaluation) makes CDF a fertile ground for private capital accumulation necessitated by corruption hence leakage of resources that translates to inefficiency in resource use. To this end efficiency in resource use cannot be attained due to the importance of corruption in facilitating the transfer of public money to individuals for their private use.

The research findings on the factors affecting effective implementation of CDF Projects in Kenya indicate that effective implementation is considered a concept that can improve efficiency in management of CDF funds, increase accessibility to the fund as well as community participation at all levels of the funds implementation. Effective implementation can therefore be achieved in encouraging management and other stakeholders to ensure transparency, accountability and participation in management of devolved funds. The study also finds that set policies should be reviewed so as to make clear the aspects of effectiveness of implementing CDF projects as well as good governance that is required for the management of the CDF.

RECOMMENDATIONS

The research would recommend that in line with the government vision of increasing citizen participation in decision making in development matters in their respective constituencies (Kenya Vision 2030), clear set of policies that minimizes misuse of funds, political interference and prioritizes community participation should be built. This is because the study has found that the factors that hinder efficiency in the management are interference and lack of participation in decision making. The researcher also recommends for more regulatory guidelines concerning financial literacy in CDF committees as well as other stakeholders. This will ensure that misuse of funds is minimized as well as increasing the level of professionalism in the management of the funds. The study recommends that CDF funded projects should embrace efficient fund management practices as a strategy to improve their financial performance. It is also recommended that a system to curb crime and fraud in CDF projects should also be put in place where ordinary community members can raise their dissatisfaction and report malpractices in every phase of the projects life cycle. Suggestion boxes should also be put in place to help the community report malpractices. A lot of publicity should be done on CDF project processes so that citizens become aware of the fund especially the exact amount of money their constituencies
get every financial year, the purpose of the fund, who is in charge of its overall management, implementation and importance of their involvement in the activities of the fund. The structure of CDF should be revised to make it more inclusive by clearly stating the position and role of the general public in matters concerning the management of the fund. The dominant role and influence of the politicians over the fund be reduced to make it more accommodative to the people in the grassroots. This can be done by revising the legal framework such that politicians become watchdogs over the implementation of the fund and not being the main actor as this will continue to have conflict of interests in the fund management.

REFERENCES


Ntualu, M. (2010). Factors Influencing Implementation of Constituency Development Funded Projects:


