

Factors Affecting Implementation Efficiency of Constituency Development Fund Projects in Kwanza Constituency, Trans-Nzoia County

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Abstract: This study was conducted to examine factors affecting implementation efficiency of CDF projects in Kwanza Constituency of Trans-Nzoia County. The Constituency Development Fund (CDF) has its legal provisions in the CDF Act of parliament 2003 with a primary objective of escalating development at the grass roots to eradicate poverty through decentralized fund management and project implementation programs. Since its inception however, Kwanza like many other constituencies is still characterized by inefficiencies in the implementation of projects as indicated in the National Taxpayer Association (NTA) Report released in 2013. In order to ensure this development-conscious milestone do not go to waste and CDF projects yield intended development optimally, the study was guided by the following objective; to determine the effects of technical officers' involvement on implementation efficiency of CDF projects in the constituency. A survey research design was adopted because of its rich provision of quantitative and numerical data. A study sample 201 respondents comprising of project management committee members, school board of management members, one District development officer, five government representatives (departmental heads), one Member of Parliament, and other relevant stakeholders. Structured and semi-structured questionnaires, desktop reviews, and observation were the tools used to collect data. Descriptive and inferential analysis was applied to measure and determine the relationship that exists among the collected data using Pearson product moment correlation. According to the data collected, it was established that high levels of inefficiencies in the implementation of CDF projects is majorly because of failure of technical officers to deliver on their mandate. From the findings it was recommended that, technical officers involved should carry out their mandate diligently realize efficiency in the implementation of CDF projects. These findings if applied will help to streamline the implementation and management of CDF projects in Kwanza constituency and beyond. This will also inform formulation and review of policies on utilization of public funds on devolved community driven projects in future and add to the pool of knowledge to act as a reference source for future research in project implementation in general

Keywords: Implementation Efficiency, technical officers' involvement, Constituency Development Fund, Trans-Nzoia County.

1. INTRODUCTION

The Constituency Development Fund (CDF) has its legal provisions in the CDF Act of 2003 and has undergone several amendments; in 2007, in 2013 and was recently amended in 2015 replacing it with (the National Government Constituency Development Fund) NG-CDF Act 2015 that is aligned with the Constitution of Kenya 2010. Its primary objective was to escalate development to the grass roots, with mission of eradicating poverty through decentralized fund management and project implementation program. CDF was propelled by the Special Rural Development Policy of 1965, which sought to address issues of rural development, unemployment, and literacy levels as an initiative of the Ministry of Economic Planning and Development (MEPD). The initial five-year phase of CDF piloting in Kenya was introduced in six constituencies i.e. Kwale, Migori, Tetu,

Vihiga, Kapenguria and Mbeere (Ochieng & Tubey, 2013). In line with the Constituency Development Fund Act (No. 30 of 2013), CDF is managed by the Constituencies Development Fund Board (CDFB). The fund consists of a yearly budgetary allocation of at least 2.5% of the Government ordinary revenue. The CDF Act requires that a maximum of 5% be allocated to CDFB for operational costs, a minimum of 95% be 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 the remaining 25% is allocated based on the Constituency Poverty Index estimated by the Ministry of Devolution and Planning. Over Ksh. 150 billion has been allocated to CDF since its inception in 2003. The key sectors of CDF funding include Education (55%), Water (11%) and Health (6%) sectors. In addition, most of these CDF projects have addressed the Social Pillar of Kenya Vision 2030, which puts development focus on creating a globally competitive and prosperous nation with a high quality of life by 2030, that aims at transforming Kenya into a newly industrializing, and middle-income country providing high quality life to its citizen in a clean and secure environment. About two decades prior the CDF introduction in Kenya, the District Focus for Rural Development had been instigated in 1983 as a development strategy. Like its predecessor i.e. District Focus for Rural Development, CDF more or less has the same concept but with varied administrative focus i.e. district vis-à-vis constituency. The District Focus Strategy utilized and developed indigenous development aimed at improving efficiency of implementation of the local projects (Ochieng & Tubey, 2013). Elsewhere, the CDF replica has also been adopted in other countries under slightly different tags. For instance in Solomon Islands is referred to as the Rural Constituency Development Fund (RCDF), in Pakistan where it was introduced in 1985 and India introduced in 1993 is referred to as Member of Parliament Constituency Development Fund (MPCDF) (Tshangana, 2010). The implementation of CDF projects starts with the recognition of the local needs. This is in line with the CDF Act No. 30 of 2013 section 23 (2, 3 & 4) which requires that location level meetings be conducted to select projects to be submitted to the Constituency Development Funds Committee (CDFC) before onward submission for funding to the CDFB. The CDF Act of 2013 circulars public procurement and disposal Act 2005 and the CDF implementation guidelines 2004 put in place by the National Management Committee requires that CDF projects are implemented by the respective government department under which they belong. Thus, the community is expected to participate actively 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. In addition, the Act gives technical department and CDFC authority to monitor the projects. The process of project implementation involves the introduction of a project and successful development. Project implementation process is complex and usually requires simultaneous attention to a wide variety of human, budgetary, and technical variables. As a result, the organizational project manager is faced with a difficult job characterized by role overload, frenetic activity, fragmentation, and superficiality. The major influencing variables to be considered in the study are the resources management, the operational systems including monitoring and evaluation, the organizational culture and the leadership of the organization. Resource management is the efficient and effective deployment for an organization's resources when they are needed. Such resources may include; financial resources, inventory, human skills, and operational resources such as information technology (IT). In the realm of project management, best approach for allocating resources have been developed where resource management is a key element to activity resource estimating and project human resource management both of which are essential components of a comprehensive plan implementation. The implementation of a project follows an agreed procedure of work flow. The selected plan is implemented by means of programs, budgets, and procedures which are the organizations operational systems and practice. Implementation practices involve organization resources and motivation of the staff to achieve objectives (Organizational structure. The way in which the plan is implemented can have a significant impact on whether it will be successful or not. A project is temporary in that there is a defined initiation date and decommissioning time (i.e. the achievement of the goals and objectives). Projects usually entail constraints and risks regarding cost, schedule, or performance outcome. It is noted that if the operational systems are not clear then the implementation process will have a rocky path and the project might fail to realize the intended goal or purpose. Further, the lack of properly functioning organizational culture as dictated by the changing political leadership inevitably impacts on the allocation and implementation of specific CDF projects. The aim of the study will be to investigate factors affecting project implementation of CDF projects in Kwanza constituency. This research subsequently is grounded on the fact that, since the inception of CDF in the year 2003 Kwanza constituency is still characterized by poor public facilities ranging from school buildings, health centers, roads, access to water, facilities constructed through CDF money but are not utilized by the public, incomplete projects, among many other issues. Through the fund the government aimed at achieving equity in development in the country whereby CDF office is entrusted with the responsibility of developing proposals of projects according to the identified needs and subsequent implementation of the projects upon approval.

1.1 Statement of the Problem:

CDF projects encounter varied challenges as indicated in the National Taxpayer Association Citizen's Kwanza Constituency Development Fund Report Card released in 2013, which indicates that about 7% of the total CDF funds allocated to projects were badly implemented projects; 12% of the total CDF funds expended are on abandoned projects; and 0.1% of the total CDF funds allocated to projects are unaccounted for. It is important then that the factors affecting the poor performance of the CDF in Kwanza constituency are thoroughly examined with a view of reversing the situation in order for the envisaged development and benefits to be realized. Therefore, the study aimed to investigate factors affecting implementation of CDF projects in Kwanza constituency through examination and assessment of implementation variables with a view of using the findings to come up with recommendations/ measures to strengthen the use of CDF funds.

1.1.1. Overall objective:

To review factors that affect implementation efficiency of Constituency Development Fund projects in Kwanza Constituency of Trans-Nzoia County

1.1.2. Specific Objectives:

1. To determine the effects of technical officers involvement on implementation efficiency in Kwanza constituency.

1.2. Research Hypothesis:

The research was based on the following hypothesis:

H_{01} :Technical officers involvement do not have a significant effect on the implementation of projects in Kwanza Constituency.

2. 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. 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. Technical officer 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. 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 dictates that 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 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.

3. RESEARCH METHODOLOGY

3.1 Research Design:

Descriptive survey research design was considered suitable for the study in that it describes the state of affairs as it exists and as descriptive studies are not only restricted to facts findings, but may also result in the formulation of important principles of knowledge and solution to significant problems. Descriptive survey is a method of collecting information by interviewing or administering questionnaire to a sample of individuals. As such, the design involved a systematic collection of data from respondents concerning implementation of CDF projects in Kwanza constituency using questionnaires. The question asked aimed at testing the main premise while keeping in focus the purpose, objectives and the research questions relating to this study. Survey design was the basis for the formulation of the empirical research instruments. Mugenda & Mugenda (2003) argues that a survey is an attempt to collect data from members of a population in order to determine the status of that population with respect to one or more variables. This study targeted persons responsible for implantation of CDF projects to formulate the population; these included, all departmental heads in

Kwanza District (6 in number), CDF committee members (12) and five project committee members from each of the 124 projects implemented in Kwanza constituency form the year 2013 to 2015. The research targeted most recent projects for easy data collection both primary and secondary as most of the project committee members could be traced and CDFC was still in office. This gave a total of 638. For this study a sample of 30% of the 124 projects implemented in Kwanza Constituency for the period 2013/ 2015 were randomly sampled coming up with a sample size of (37.2 *5) 186 PMC members, 6 departmental heads and 9 CDFC members giving a total of 201. All the 6; (100%) departmental heads, 9; (75%) CDFC members and 186; (30%) PMC members formulated the sampling frame. The population was stratified into 3 categories to generate sub-populations that are more homogeneous individually than would be the entire population so as to generate more precise estimates for each stratum. Purposive sampling was used in administering questionnaire with biasness to people believed to have in-depth information about CDF project implementation so as to gather relevant information for the study. Census approach was used in administering questionnaire to all departmental heads.

3.2 Data Processing and Analysis:

The data collected was edited for accuracy, uniformity, consistency, and completeness. Data editing entailed examining the collected new data to detect errors and omissions for correction to ensure accuracy and consistency. Data was coded assigning symbols to answers and classify responses. Data classification reduces data into homogeneous attributes that enables the researcher to get meaningful relationships. This coded data was then classified and tabulated for efficient analysis. Then tabulated to give an overview of how projects are being managed and the outcome in Kwanza constituency. The two statistical methods; descriptive and inferential analysis were applied to measure and determine the relationship that exists among the collected data by using the statistical package for social sciences (SPSS V 17.0). Descriptive analysis using percentages and mean was used to help understand and interpret variables. Qualitative data was consolidated, content analyzed and narrative report was used to depict respondents' views about the subject matter. The multivariate regression analysis was used to determine the relationship between variables and study findings presented by use of tables, bar charts and pie charts.

The multivariate regression model was; $Y = \beta_0 + \beta_1X_1 + \beta_2X_2 + \beta_3X_3 + \varepsilon$

Where:

Y= Implementation efficiency

X₁ = Management processes application

X₂ = Technical officers involvement

X₃ = Budgetary utilization

β₀ = Constant

β₁, β₂, β₃ = Regression Coefficients

ε = Error term

4. RESEARCH FINDINGS AND DISCUSSION

4.1 The level of involvement of technical officer in the implementation of projects in the constituency:

Table 1: Frequency distribution showing the response rate on technical officers' involvement

Technical officers involvement		Never	Rarely	Sometimes	Occasionally	Always
(i) Technical officers work closely with PMC in implementation of projects.	total %	52 29.9	74 34.8	41 20.4	24 10.9	8 4.0
(ii) Technical officers audit CDF projects in Kwanza constituency	Total %	84 41.7	88 43.8	9 4.5	12 6.0	8 4.0
(iii) Technical officers play an oversight role in the implementation of projects in the constituency	Total %	79 39.3	80 39.8	25 12.4	11 5.5	6 3.0
(iv) Government officers provide technical assistance to PMC	Total %	78 38.8	86 42.8	19 9.4	11 5.5	7 3.5
(v) Technical officers have an impact on implementation efficiency of CDF projects in Kwana.	Total %	66 32.8	84 41.8	30 14.9	13 6.5	8 4.0

The CDF Act requires departmental heads from various relevant ministries to be involved in the identification and implementation of projects at constituency level offering technical support to the project management committee. In this case, technical officers included officers from the National Construction Authority, the district development officer (DDO), Public Health Officers, CDF office, Ministry of Treasury, Public works, Education and Devolution. Respondents were subjected to a number of statements seeking to measure the level of involvement of technical officers in the management of CDF project in kwanza. According to the findings as demonstrated in table 4.6; the frequency of involvement of technical officers was spread as follows; how frequent did technical officers work with PMC in the implantation of projects presented on a Likert scale as never, rarely, sometimes occasionally and always representing how often the result were 41.8%, 43.8%, 4.5%, 6.0% and 4.0 respectively meaning only 10% of the respondents agreed that technical worked closely with PMC during implementation. As to whether technical officers offer provide technical assistance to PMC only in 16.9% instances it was argued that technical officers are involved leaving a staggering 83.1% ranging between never, rarely and sometimes at 25.9%, 36.8% and 20.4% respectively. This is worrying trend as these officers are responsible for administration and management assistance as well as oversight. The extent to which they were involved considerably varied depending on the nature. Based on the data collected and analyzed technical officers involvement at constituency level was severely limited as it was indicated that at best they're occasionally involved with frequency of about 11.9%. In other instances where technical officers worked closely with CDF implementation committee members where they played oversight roles, they had an impact in the implementation efficiency of CDF project; however, their extents varied greatly according to data collected from respondents. For instance, from the table and bar graph below showing the extent to which technical officers played an oversight role in the implementation of CDF projects, it is evident that there was a low extent (75- the highest frequency), to which technical officers played an oversight role on projects. This was followed by 25% and 16% moderate extent and no extent at all at which technical officers played oversight role in the projects. Relatively, it can be deduced that the failure of technical officers to play oversight roles in the implementation of CDF projects contributed to the increase in inefficiency in the implementation of CDF projects.

4.2 Regression Analysis:

Table 2: Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.183 ^a	.033	.008	1.352

a. Predictors: (Constant), Time, Proc, Manage, Adeq, Clos, Freq

The study used the table above to establish whether there is a liner relationship between implementation and the other independent variables tested. The study established a correlation value of 0.183 with a standard error of 1.352 depicting low relationship existing between the variables. With the resultant value of R² as 0.033 this would mean that only 3.3% of variation in dependant variable has been explained by the independent variables. These findings led to the acceptance of the null hypothesis of this study which stated that there is no significant relationship between implementation efficiency and the three variable measured in the study i.e., technical officers involvement.

Table 3: ANOVA^b

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	14.452	6	2.409	1.318	.250 ^a
	Residual	418.396	229	1.827		
	Total	432.847	235			
a. Predictors: (Constant), Time, Proc, Manage, Adeq, Clos, Freq						
b. Dependent Variable: Imp						

4.3 Discussion:

Miller (2002) postulates that the process of project implementation is usually complex and requires simultaneous attention to a wide variety of human, budgetary, and technical variables for efficiency where development projects marshal together a whole spectrum of resources ranging from human, capital and material. For this reason, the organizational project manager is faced with a difficult task characterized by role overload, fragmentation, frenetic activity, and superficiality. To avoid this, project management committees need to employ implementation processes that will ensure efficiency in order to ensure customer specifications are attained. Basing on the research findings the extent to which

projects are implemented efficiently was only 13%. This could have been majorly contributed by the fact that all the three variables that were measured in this study indicated that a greater majority of the respondents disagreed with the statements on management processes application, technical officers' involvement and budgetary utilization. According to the National Government Constituency Development Fund act of 2015, part VI, article 31, the implementation of projects should be done by the project implementation committee in conjunction with officers from relevant government ministries. However, the case in involvement of technical officers in kwanza constituency is different. In the first place, the majority of those who were given the role of implementing projects are those that had a longer duration of stay in the constituency, but this group of people seems not to have enough experience, expertise or the will to ensure implementation efficiency when undertaking their roles. Provisions of the NGCDF (Part two article 9) require that funds disbursed to CDF should be audited and the reports sent to the auditor general. As that is not enough, the management committee of CDF should play a role of auditing funded projects to ensure adherence to the law and to ensure that allocated funds were used as planned in the proposal. According to the data collected and analyzed, it was clear that despite the involvement of technical officers in the implementation of CDF projects in Kwanza constituency, little or no oversight was conducted on projects and that explains why implementation of projects is inefficiency. Failure for the technical officers to conduct oversight for projects is contributed by the fact that beneficiaries of CDF might be bribing technical officers or giving them material favors to discourage them from delivering them on their mandate as far as oversight is done. Evidently, technical officers worked closely with the implementation committee of CDF, but the fact that the implementation of projects was inefficient proves that technical officers might be visiting project sites or establishing friendships with implementation committees so as to continue receiving kickbacks or other favors. Indisputably, respondents confirmed that government auditors usually played their role as required by the law, but it seemed that the reports they used to submit to the auditor general were inaccurate because if they could have been accurate, then misappropriation of funds could have reduced thereby increasing implementation efficiency. Considering that members of parliament used to be patron before the amendment of the CDF act 2003 to NG-CDF act 2015, they used to influence all activities and operations as far as the implementation of CDF is concerned.

5. SUMMARY AND CONCLUSION

This study was conducted with a paramount aim at establishing factors affecting implementation efficiency of constituency development fund projects in Kwanza constituency. Specifically, it sought to determine the level of involvement of technical officers, in implementing projects in the constituency. As required by law, technical officers from relevant government ministries ought to work jointly with PMC, according to the findings yes technical officers are involved but they conduct little or no oversight despite working closely with PMC. The study found levels of inefficiencies in the implementation of CDF projects because of failure of technical officers to deliver on their mandate.

6. RECOMMENDATIONS

The Constituency Development Fund (CDF) had its legal provisions in the CDF Act of 2003 amended 2007, repealed in 2013 and replaced with the current National Government Constituency Development Fund (NG-CDF) Act 2015, which is aligned with the Constitution of Kenya 2010. The primary objective was to escalate development to the grass roots, with mission of eradicating poverty through decentralized fund management. However, CDF in many regions in Kenya have never achieved their objectives because of corruption, incompetence, tribalism, and political interference among other challenges. The implementation efficiency of CDF projects in Kwanza constituency can be enhanced upon the consideration of the following recommendations: Technical officers involved in the implementation of projects should be reshuffled regionally or be moved from one constituency to the other to avoid making networks and friendship with PMC for them to play an oversight role; The law enforcement authorities should play their role in dealing with unethical practices and corruption among the PMC members and technical officers who take part in the implementation of CDF projects; There is need to have signed contracts or agreements binding the contractors or project implementers to the quality of work intended to avoid substandard work.

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