

International Journal of Public Policy and Administration (IJPPA)

**EFFICACY OF CONSTITUENCY DEVELOPMENT CATALYST FUND IN TANZANIA:
THE CASE OF MWANGA AND MOSHI URBAN CONSTITUENCIES.**

Yusuf R. Daudi



CARI

Journals

EFFICACY OF CONSTITUENCY DEVELOPMENT CATALYST FUND IN TANZANIA: THE CASE OF MWANGA AND MOSHI URBAN CONSTITUENCIES

¹*Yusuph R. Daudi

¹Postgraduate Student: Mkwawa University College of Education,
Department of History, Development Studies & Political Science and Public Administration,

*Corresponding Author's Email: mazrajdee@yahoo.co.uk
P.O Box 2513, Iringa, Tanzania

Abstract

Purpose: The Tanzanian model of managing Constituency Development Catalyst Fund (CDCF) has invested overwhelming power to Members of Parliament (MP). Constitutionally, management of public fund is entrusted to the executive branch. However, literatures have shown that politicians put their political interest in the forefront. This creates doubt whether the CDCF is managed in efficient way to achieve designated goals. Thus, this study sets out to assess the efficacy of Constituency Development Catalyst Fund in Tanzania. It has investigated the performance of the fund in Moshi Urban and Mwanga constituencies.

Methodology: The study has utilized a cross-sectional research design employing both qualitative and quantitative methodologies. Closed and Semi structured Open-ended questionnaires and interview guides were used to collect information from respondents both in Local and Central Government Authorities. Respondents were sampled using non-probability technique. The study applied content analysis to analyze information from respondents.

Results: Findings show that whereas 60% of Ward Executive Officers (WEOs) at Mwanga constituency associated the allocation of CDCF projects to have been influenced by political decision, only 40% of respondents at Moshi Urban Constituency considered the allocation decisions to be politically prejudiced. Moreover, the findings of the study inform that CDCF has increasingly grown popular in recent times. The fund has been significantly effective in addressing development challenges amounting to nuisances especially in periphery areas. However, the study found existence of elements of political biasness and mismanagement of the fund that impaired efficacy of the fund.

Unique Contribution to Theory, Policy and Practice: The study concluded with appealing relevant authorities to craft policies that would discourage the use of the CDCF for political investments and recommended on strengthening social audit and Monitoring and Evaluation for improved performances of the CDCF. Other studies should focus on accountability on the management of the CDCF.

Keywords: *CDCF, Accountability, Awareness, Politics, Efficacy.*

1.0 INTRODUCTION

Tanzania (mainland) has for the last 20 years pursued a fairly well-articulated policy of decentralization by devolution that foresaw the transfer of powers, functions and resources to elected multifunctional local governments (Assessment, 2010). The aims of underwent decentralizations were to empower LGA¹ and extend autonomy in fiscal, political, administrative and central government relations grip. This attempt conforms to the general assumption that Decentralization by Devolution best addresses development challenges since local authority are situated in a better position of understanding development challenges of their jurisdictions than the central government (Massoi & Norman, 2009). In such attempt, LGA in Tanzania is in authority for provision of the greater part of basic services including education, health, water, roads and agriculture.

In recognition of importance of the need for improving development in to communities, the government of Tanzania has embarked on a variety of policies and programs. Emphasis had been improving welfare of all citizens in their localities especially those residing in rural areas (Massoi & Norman, 2009; Tsubura, 2013). Of the latest ingenious innovation has been introduction of Constituency Development Catalyst Fund (CDCF) used synonymously with Constituency Development Fund (CDF).

The CDF is a strategy for devolution of resources to lower levels of government hoped to become a strategy for enhancing people's participation and power in decision-making processes, promote good governance, transparency and accountability (Kimani et al; 2009; Massoi and Norman,2009). Essentially the fund provides additional resources for development at the local level by channeling money to constituencies under the management of Members of Parliament (Policy Forum, n.d). The CDCF is the latest local development funding mechanism in Tanzania intended to provide people with an opportunity to make local development expenditure choices. It was established in July 2009 for the purpose of relieving elected MPs from what was called "daily nuisances"² but also for the purpose of accelerating development projects in every electoral constituency (REPOA-

¹ Abbreviation for Local Government Authorities ² President Kikwete's Parliamentary Address on 21st August, 2008 available on [http:// www.parliament.go.tz./bunge/ /docs/PrezSpeech.pdf](http://www.parliament.go.tz./bunge/ /docs/PrezSpeech.pdf).

Google Search,” n.d.; URT, 2009). However, the said daily nuisances were not categorically defined and it was not in the realm of MPs to provide for school fees for the children from poor families who could not afford them and bursaries for school books. Thus, the CDCF was thus meant to supplement and complement the existing funding mechanisms for local government².

Despite criticisms from domestic Non-Government Organizations (NGOs) and Civil Society Organization (CSOs) on one hand and international NGOs and donors on the other hand the fund was established under the CDCF Parliamentary Act no 16 of 2009 (“Policy Forum, 2007: Tsubura, 2014). Basically, this initiative is fully financed by Tanzania government through its National Annual Budget allocations and is allocated to all constituencies both Tanzania Mainland and Zanzibar using a predetermined formula. The amount allocated to constituencies has incrementally increased from TZS 10 billion during its establishment to the current amount of TZS 12 billion for each financial year (URT, 2019).

Information from CAG reports from 2009 to 2018 reveals that there had been various occasion that the CDCF has been mismanaged in various Councils in Tanzania. Contrary to provisions that establish the fund and its guidelines, mismanagement has been reported in failure to spend allocated fund, the implementation of projects that were not initiated by the community itself, reallocations of fund to projects in same Financial Year,(FY) financing projects and activities that are not legally covered by the Act and so on. Given the fact that MP³s supposed to chair CDCF committees are politicians and the assumption that politicians put their political interest in the forefront, it creates doubt whether the CDCF is managed in efficient way to achieve designated goals. In view of this, the study seeks to assess whether the performance of CDCF have been effective or it has been just another avenue for representative politicians to siphon public finances.

1.1 Statement of the problem

Introduction of CDCF in Tanzania in 2009 has been one of ingenious initiatives that have been bitterly contested both domestically and at the international level. Among others, an outstanding and rhetoric champion opposing its establishment had been the Policy Forum institution at domestic level and donors in international sphere. Parliamentarians and the government on the

² Traditional means for financing LGAs is through Intergovernmental Transfers system

³ Abbreviation for Member of Parliament

other hand had insisted on its establishment arguing it would accelerate development at grassroots and empower parliamentarians to serve their constituents better. Opposing side had firmly held that its establishment would blur the separation of power between legislature and executive branches of the government and would lead to duplication of efforts and misuse of the fund for political ends. These malpractices suggest lack of accountability in the management of CDCF in Tanzania. However, despite these arguments the fund was established in 2009 and has increasingly gained popularity. Since the CDCF is sourced from public fund, its management should ensure improvement of welfare of taxpayers, especially those residing in periphery areas where social amenities are not readily available. Local communities have not been adequately empowered to monitor the fund for improved impact on their welfare. This study has therefore ventured in assessing the efficacy of CDCF in acceleration of community development projects in Tanzania.

1.2 Research objectives

- I. To determine the awareness of stakeholders on the management of CDCF in Tanzania
- II. To find out the existence of political biasness in allocation of CDCF in constituencies in Tanzania
- III. To assess the efficacy of the management of CDCF in Tanzania

2.0 LITERATURE REVIEW

2.1 Theoretical Review

This study has used accountability theory to comprehensively understand efficacy of the CDCF promoting community welfare in Tanzania. Accountability generally refers to a process in which a person or institution has an obligation to give an account on his/her activities to another party who has the right to pass judgment on those actions. The process empowers an accountee to administer potential positive or negative consequences to an accountor in response to the judgment passed (Akpanuko and Asogwa, 2013). In many occasions, accountability has been related to 'answerability' that indicates the power to demand justification of one's behavior and impose sanctions for poor performance (Borrero et al, 1979) The theory assumes that accountability mechanisms induce public officials to become pertinent and responsive to the needs and demands of the people they are supposed to serve. Owen Hughes (2003) identified two types of accountability that are political accountability and bureaucratic or management accountability.

In association with the efficacy of CDCF, the theory assumes that improved community welfare would be effectively met if both politicians and bureaucrats adhere to accountability measures. Awareness of beneficiaries of the fund and its effectiveness largely depend on commitments of both executive officers and parliamentarians to accountably manage the fund for its designated goals. Accountability practices conform to Good Governance practices that empower stakeholders to monitor the behavior of officials entrusted to manage the fund and thus reduce chances of its mismanagement. Such practices eventually culminate into improved efficacy of the CDCF.

2.2 Conceptual Review Awareness of Stakeholders on Existence of the CDCF

One of the major issues that have been revolving around the management of the CDCF has been the awareness of stakeholders on its existence. Awareness of existence of a project is assumed to be a cardinal criterion for assessing its effectiveness. An assumption is that having uniformed population on existence of a particular fund/project and its objectives has a general detrimental impact on its implementation and performance. Active participation in implementation and monitoring of a project requires an understanding of size of the fund, its objectives and allocation criteria. The question here was “Are stakeholders aware on the existence of the CDCF?”

2.3 Improvement of Community Welfare

Establishment of CDCF had a primary objective of empowering local community in decision making and improving their welfare. The argument that CDCF was meant to provide financial allocation to MPs in order to effectively overcome daily nuisance from their constituents explicitly focused on general improvement of community’ welfare. As such, assessment of CDCF’s efficacy entails an inquiry on activities the fund is implementing to improve the welfare of constituents.

2.4 Effectiveness cum. Efficiency of CDCF

In assessing the efficacy of the CDCF, a crucially important thing is to be able to distinguish efficiency from effectiveness. Whereas efficiency entails performance or functioning in the best possible manner with least waste of time, energy, finance and efforts resources the term effectiveness is about doing what is supposed to be done. Simply put, efficiency is about doing things right while effectiveness is doing the right thing. Efficacy and efficient on the other hand are closely related as the efficacy means ability to produce intended or desired result. In this context the two terms i.e. effectiveness and efficacy have been used synonymously. This paper sought to

answer the question “Was CDCF efficient in accelerating community-initiated development projects in constituencies?”

2.5 Political Involvement in Allocation of CDCF

Management of CDF through MPs has been surrounded by cynicism in all countries that have introduced the fund. A serious argument onboard has been a dilemma whether parliamentarians will concentrate on their representative functions as their new task of management of CDCF was assumed to encroach executives’ roles. Moreover, parliamentarians as politicians have always been associated with advancing their interests of career development in the forefront than serving the populace they represent. In this manner, there has been an assumption that politicians would use the fund for political investment rather than improving community welfare, thereby denying sections of the society value for their money. This paper questions if there has been elements of political favoritism and biasness in the management of CDCF that would impair the efficacy of the fund.

2.6 Empirical Review

Constituency Development Fund has become vogue in the contemporary developing world. Basically, it entails parliamentary involvement in grassroots projects and in community development. The phenomenon has been growing in a diverse set of countries, including Kenya, Pakistan, India, Uganda, Bhutan, Jamaica and Papua New Guinea. As a policy tool, CDF dedicates public money to benefit specific political subdivisions through allocations and/or spending decisions influenced by their representatives in the national parliament (Baskin, 2010)

In East Africa, CDF was first introduced in Kenya in 2003 followed by Uganda in 2005. The processes of introducing it in Tanzania started in 2007 but culminated with an enactment of a CDCF parliamentary Act in 2009 that marked its formal establishment. One rationale for the introduction of CDF programs around the world is the poor record of governments to deliver goods and services at the local level. Thus, CDF offers an opportunity for local communities to access capital goods like schools and health facilities rapidly, bypassing inefficient line ministries and local governments (Mallya & Kessy, 2013).

Indeed, its establishment has sparked scholarly writing with divided opinions. While some academicians and practitioners⁴ have strongly supported them, others have been sternly skeptical to them. Oenga (2013), notes that in recent times, there has been much controversy about the management of the Constituency Development Fund (CDF) with regard to accountability; allocation, targeting and priority setting; and overall effectiveness. There have also been concerns on governance and representation, and that the funds had been established in a rush without preparing the grassroots communities on participation in the management of the Fund.

In Tanzania, a notable disagreement over the matter by the Policy Form⁵, REPOA and (Tsubura, 2014) has been a duplication of effort with arguments that there have been other attempts such as establishment of TASAF with similar objectives and; violation of the doctrine of separation of power as the roles of executives are hijacked by parliamentarians. Furthermore, allowing resources management by politicians is assumed to compromise efficiency in its allocation as the primary goal of politicians remains political investment rather than improvement of community welfare (Kimani et al., 2009)

However, attempts to avoid misuse of the fund for political investment require effective Monitoring and Evaluation especially that one done by beneficiaries themselves. In attaining this noble endeavor, Gikonyo (2008) emphasized on the essence of Social Audit as necessary tool for avoiding politics in the management of CDF. He defined Social Audit as a process through which all details of a public project are scrutinized at a public meeting; a process that examines all aspects of a public project, including the management of finances, officers responsible, recordkeeping, access to information, accountability, levels of public involvement, and so forth. To him, a social audit seeks to evaluate how well public resources are being used and how to improve performance. It also aims to ensure maximum community participation. In view of that, the key question on this study has therefore been whether CDCF in Tanzania achieves the goals of accelerating development projects and improving local community welfare or it has been another way for politicians to drain off public resources.

⁴ Abbreviation for Research on Poverty Alleviation, an organization committed to undertake researches for improvement of citizens welfare in Tanzania

⁵ An active Non-Government Organization that spearheaded discussions against establishment of CDCF in Tanzania

3.0 RESEARCH METHODOLOGY

This was an exploratory study employing a cross-sectional research design. The study utilized a non-probability technique in which purposive sampling had been used to select respondents. The study applied both quantitative and qualitative approaches. Primary data were gathered from the survey conducted in two electoral constituencies of Tanzania mainland, namely Mwanza and Moshi Urban. The survey consisted of questionnaires administered to 26 respondents i.e. 10 Ward Executive Officers, 10 Heads of Departments 2 MP's secretaries and 4 CDC committee members. A one-on-one interview was also conducted to 6 elected officials and 2 central government officers.

3.1 Study Area

The study on the CDCF was conducted in Moshi MC and Mwanza DC in Kilimanjaro region. These Councils were chosen basing on the formula that allocates CDCF to constituencies. The CDCF Act of 2009 provides for 25% of the fund to be shared equally among all constituencies of Tanzania. The remaining 75% is distributed with regard to proportions of population size, geographical size and national poverty margin. The two constituencies chosen vary across a number of key background aspects including rural/urban, population size, geographical size, access to resources and political orientation (Moshi MC is politically opposition⁶ dominance while Mwanza DC is a CCM⁷ stronghold).

3.2 Data Collection

Data from the Council executives and Ward Executives were collected using semi-structured, open and closed ended questionnaire. Ward elected representatives and other respondents in the study were key informants such as officials from the President's Office, Regional Administration and Local Government ministry and the Controller and Auditor General Officers were interviewed into face to face interview. All these informants were considered to be strategic participants with knowledge on management of CDCF and thus could provide invaluable information pertaining to the management and efficacy of CDCF in Tanzania.

⁶ CHADEMA or "Party for Democracy and Development" being the dominant political party ever since reintroduction of multiparty politics in Tanzania in 1992

⁷ Chama Cha Mapinduzi or "Revolutionary Party", a current incumbent ruling party in Tanzania

3.3 Data Analysis

The primary concern of this study was to assess the efficacy of CDCF accelerating community development projects in Mwanaga and Moshi Urban constituencies. The study sought to describe the component of efficacy performance in the management of CDCF and thus descriptive research approach has been used. The approach involved collection of both quantitative and qualitative information from the field. Secondary data that were obtained from published and unpublished resources were also used to supplement information from the field. Quantitative data from questionnaires was filled in a spreadsheet and coded. Analysis was done through Excel and results presented in forms of charts and tables. Qualitative information was collected from interview. Interview guides were transcribed into Swahili language (a national language) for an easier comprehension. The information was later transcribed into English language. Content analysis was then used to analyze the qualitative data information. This technique is useful for making inferences by objectively and systematically identifying patterns of significant information from respondents. Triangulation method was then used to explain findings from the data.

4.0 FINDINGS

4.1 Awareness of stakeholders on Existence of CDCF.

Information from the field on awareness of existence of CDCF by stakeholders was captured through interview and questionnaires. While one to one interview was conducted to Ward Councilors, open ended questionnaires were administered to Council HoD⁸s and WEO⁹s. The findings indicate that Ward Councilors, WEOs and HoDs were informed of the existence of the fund, its objective and the source. All HoDs and WEOs in both constituencies (except one from Primary Education Department) in Moshi Council knew that CDCF was government fund managed by MPs for accelerating locally initiated development projects in their constituencies. Ward Councilors on the other hand knew of the existence of the fund although they were not sure of the amount allocated to their constituency, procedures for appointing members of the CDC committee and composition of the committee. For instance, when the Pasua Ward Councilor was asked about the composition of the CDC members he responded that...

⁸ Abbreviation for Heads of Departments

⁹ Abbreviation for Ward Executive Officers

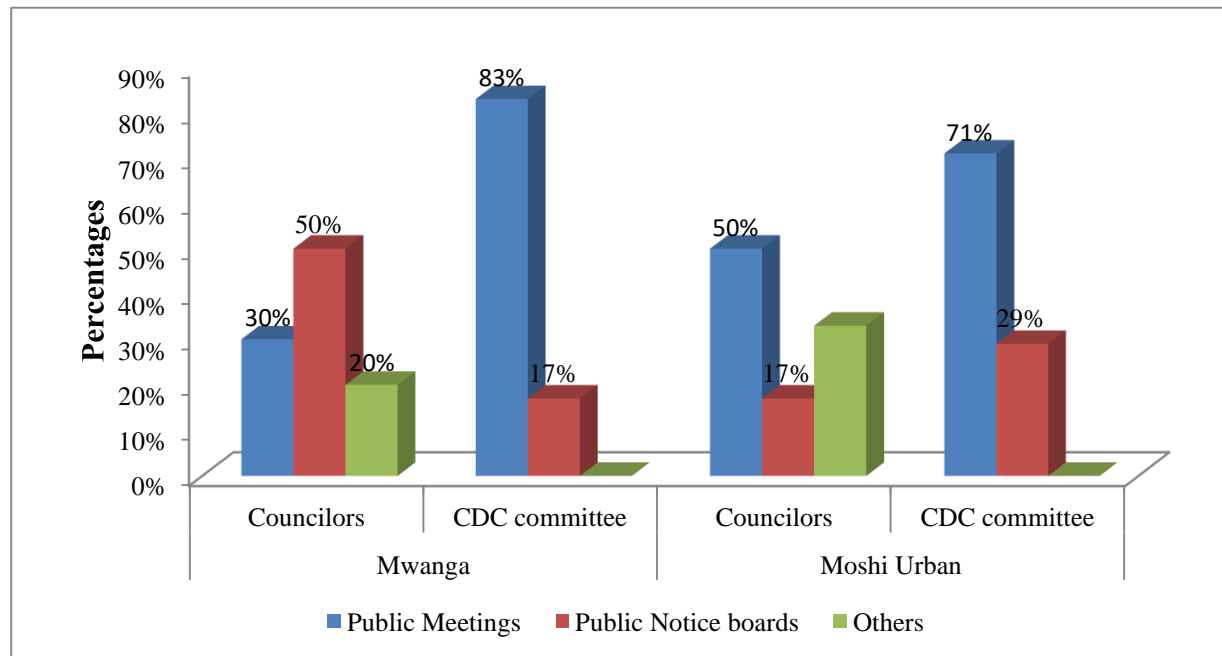
“I don’t know how many members constitutes the committee but I think it composes of the DED, Councilors, WEOs and the MP as the chairman of the committee (An interview with a Ward Councilor at Moshi Urban Constituency, 08/11/2018)”.

Moreover, a question was posed to councilors on how the citizens get information on CDCF operations to assess whether the end user beneficiaries were informed of the existence of the fund. The study revealed that the primary means of disseminating information regarding CDCF operations was through ward meetings and street/village assemblies. Very few mentioned the use of public notice boards and posters as means of communicating CDCF information to citizens. In responding on the same, the Kirongwe Ward Councilor informed that...

“Local community gets information through Village General Assembly with its Water Board and Water Committees. Usually the financial report on revenue and expenditure is read before the public in these meetings and that is how the community gets information (An interview with a Ward Councilor at Mwanga Constituency, 01/11/2018)”

This suggests that stakeholders were informed on the existence of the fund through the use of both statutory public meetings and public notice boards where expenditures and revenue of CDCF projects would be posted.

Chart 1 Ways of Disseminating Information to Constituents



Source: Field Data, 2018

Chart 1 indicates that public meetings were moderately used as means of disseminating information regarding operations of CDCF to the public. As it shows, 30% and 50% of councilors at Mwanga and Moshi Urban constituencies respectively reported to have used this means especially in WDC meeting and statutory Ward meetings to convey information on the management of the fund. Whereas 50% of Councilors at Mwanga claimed to have used public notice boards, 17% of councilors at Moshi urban constituency reported to use this means of communication to inform constituents on CDCF revenues and expenditures in the management of the fund. Despite the fact that CDC committee activities ends with the deliberation of CDCF project, members reported to employ public meetings by 83% at Mwanga and 71% at Moshi respectively in informing constituents on the operations of CDCF. The study found that there was little or no use of other means of communication (such as radio, TV and newspapers) to the public on the CDCF management issues than public notice boards and public meetings for both councilors and CDC committee members in the two constituencies studied. This indicates that information is disseminated to the beneficiaries of the fund.

A series of questions were also used to investigate whether citizen knew of the existence of this fund and its operations in the first place. A contradictory finding showed that beneficiaries were

not well informed of the CDCF and its management. When asked whether constituents knew of the existence of the fund the Kirongwe Ward Councilor straightforwardly responded that “..No! Even me, I knew about the fund after I joined the Council as a Councilor... ((An interview with a Ward Councilor at Mwanga Constituency, 01/11/2018).

Table 1 Knowledge of Existence of CDCF among Executive Officials

Constituency	Department	Response	Ward	Response
MWANGA	Health	YES	Msangeni	YES
	Primary Education	YES	Kirongwe	YES
	Secondary Education	YES	Kighare	YES
	Agriculture	YES	Mwaniko	YES
	Community Development	YES	Kifula	YES
MOSHI	Health	YES	Kiusa	YES
	Primary Education	YES	Pasua	YES
	Secondary Education	YES	Kiborloni	YES
	Agriculture	YES	Bomambuzi	YES
	Community Development	YES	Mawezi	YES

Source: Field Data, 2018

Table 1 above shows that all HoDs and WEOs knew of the existence of the fund. This was prompted by their positions as executives who were expected to implement CDC funded projects in their departments and wards respectively. Despite this knowledge, all of them did not know an exact amount that was allocated to their constituency level beyond what was allocated to specific projects they were implementing and supervising.

4.2 Efficacy of CDCF in accelerating Community Development Projects and Improvement of constituents' Welfare

Tanzanian model of CDF was not designed to finance large development programs. In fact, the word “catalyst” was specifically added to distinguish it from other forms from other countries. Large development projects remained the responsibility of central government. The CDCF was therefore meant to accelerate community-initiated projects that were important to its development but failed to secure allocations from the Council. Therefore, nature of CDC funded projects was expected to be small, community based and at the finishing stage but lacked fund. Thus, injection of this fund was for supporting community initiatives.

Interview questions to Ward Councilors revealed improvement of community welfare by supporting community-initiated development activities that were important to the community but lacked fund. The practice for both constituencies was for setting project priorities for each year for the CDCF to be allocated. The Kiborloni Ward Councilor for instance informed that.

“The community decides projects they want but the CDCF comes with directives of targeted projects. For instance, you may have many priorities but the CDCF may specifically target school toilets construction and rehabilitation as a directive for that particular year. That is why this year the CDCF targeted Road maintenance because of heavy rain of previous year that substantially destroyed transportation infrastructures. (Interview with a Ward Councilor at Moshi Urban Constituency, 19/10/2018)

Indeed, the efficacy of the CDCF was reported by ward councilors to have been improved overtime. An example was the Mama Nyamisi Road in Moshi Municipality that was not passable for almost eight (8) months in 2016/217 FY due to the previous year’s disastrous rainfall that destroyed road infrastructural systems. Residents of the area complained about it in their in normal street meetings as a challenge that needed an urgent solution. Their concern was then forwarded to the WDC before a request was written to the MP asking for financial support to rehabilitate it. By the time data were collected the fund had been released and the road was under rehabilitation process. However, despite the effectiveness the fund had proved in serving the community projects, there were complains pertaining to bureaucratic procedures that significantly limited its efficiency.

An instance was a response from the Pasua Ward Councilor who reiterated that...

“...It helps us [CDCF] somehow but it faces bureaucracy in our wards. After the money has been disbursed in wards, WEOs impose long bureaucratic procedures that hinder projects to be implemented immediately (Interview with a Ward Councilor at Moshi Urban Constituency. 08/11/2018)”

Closely related to the reported bureaucratic challenges in the improvement of CDCF performance was the absence of the MP as a chairman of the CDC committee in the constituency. In essence the primary role of MPs is to represent their constituency in policy debates and legislations. Therefore, they are expected to spend most of their time in parliamentary debates. This additional function of managing finance compromises their time budget and thus they are not often absent for convening CDC meetings and supervision of CDCF Projects. Their prolonged absence compromises the speedy attention to emerging problems. In responding to challenges for effectiveness of the fund, a Policy analyst and a Deputy Director from PO-RALG Office responded that...

“MPs do not get time to go back to their constituencies to convene CDCF meetings. You find the money has been disbursed for a long time but the MP as the chairperson of the committee has not been around to convene a meeting for deliberation of projects to be implemented.... (An interview with an official from PO-RALG, Dodoma on 10th September, 2018)”

Certainly, information from data manifests variant perceptions on the efficacy of CDCF in improving community welfare. These challenges need a fast track adjustment for an effective functioning of the CDCF in Tanzania.

Table 2 summarizes community-initiated development projects that were supported through the use of CDCF by wards in both constituencies. The table reveals that much effort has been directed to Health and Education sectors for both constituencies. Moreover, Mwanga constituency has prioritized investment of CDCF in education by allocating the fund in purchasing computers for government secondary schools. Priority in transportation system at Moshi Urban would be due to urbanity nature of the constituency compared to Mwanga which is fundamentally a rural constituency.

Table 2 Community Projects Financed by CDCF in Mwanga and Moshi Urban Constituencies

Constituency	Ward	Projects Implemented
Mwanga	Msangeni	Mamba Village Office; Motorcycle for Youths;
	Kirongwe	Computer for Usangi Day Sec. School
	Kighare	Rehabilitation of HC Doctors House
	Mwaniko	Mangio HC and Mwaniko Dispensary
	Kifula	Masumbeni and Rangaa Dispensaries
Moshi Urban	Kiusa	Supporting poor family's bursaries for students
	Pasua	Roofing Pasua HC
	Kiborloni	Toilet at Kiborloni Primary School, Rehabilitation of Kiborloni HC, Road Rehabilitation and culverts
	Bomambuzi	Borrowing Youth motorcycles, Roofing Pasua HC

Source: Field Data, 2018

4.3 Political Biasness and Favoritism in CDCF Management

There has been a general viewpoint among academicians and practitioners that politicians would undertake those projects that maximizes their interest which may not necessarily be compatible with the welfare interests of the community. With this assumption, a volume of scholarly writings has portrayed MPs as ambitious individuals who would prefer political investment rather than serving the constituents they are supposed to represent. A doubt rose among NGOs and donors whether entrusting CDCF to MPs would result into optimal allocation or it would be another tool for investing in political ambitious individuals. The study sought to find whether there would be biasness and favoritism in allocation based on partisan, personal relations, electoral speculations, or political opponent winning tool. Findings from interviewed Councilors provided variant opinions. There were those who viewed CDCF allocation as *'bias free'* whereas others opined that

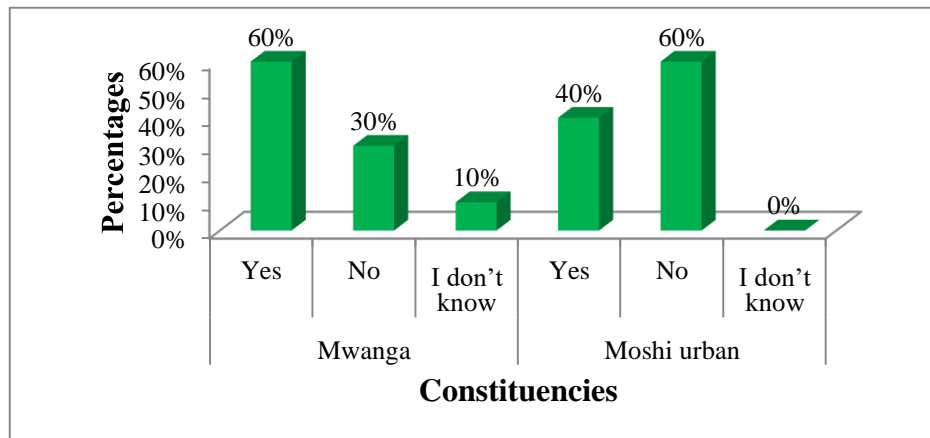
it was *'bias laden'*. This is to say, others associated priority setting in the fund's allocations with political favoritism and biasness for political or personal ends. For instance, when asked about existence of politics in allocation of CDCF, a Ward Councilor from Moshi Urban constituency responded that...

“Our MP doesn't have biasness or favoritism in allocation of CDCF. This is because in allocation of the fund there are officials like the DED, Council experts, the Mayor and Councilors. They just examine which ward has a serious need for the time and deliberate allocation. These periphery wards have lots of problems so they get this fund. Wards like Kiusa do not need these allocations for roads because they already have tarmac roads. The periphery wards with acute need include Bomambuzi, Pasua, Njoro, Shirimatunda, Msaranga, Kiborloni and Korongoni”.

But there was a different strand of understandings from other councilors on the same inquiry. For instance, when asked on the same question, the Kirongwe Ward Councilor responded that...

“This is very bad and it exists even here. It also exists in the Council. If you did not vote for the chairperson you will not get projects, even membership in Councils committees (Interview with a Ward Councilor at Mwanga Constituency, 01/11/2018)”

The same question on existence of politics was asked to WEOs to assess whether their responses would correlate with those from Councilors. Similarly, to the former, the latter had varied responses other considering allocation of CDCF as dominated by MPs biasness while others found it as fairly done according the urgency or need of the time. The chart below summarizes WEOs opinion on existence of politics in allocation of CDCF in the two constituencies under the study.

Chart 2 WEOs Opinion on Existence of Politics in Allocation of CDCF

Source: Field Data, 2018

Chart 2 summarizes opinions on how WEOs view management of CDCF in relation to involvement of political biasness and favoritism to CDCF to projects. Whereas 60% of WEOs at Mwanga constituency associated the allocation of CDCF projects to have been influenced by political decision, only 40% of respondents at Moshi Urban considered the allocation decisions to be politically prejudiced. Moreover, unlike Moshi Urban where 60% WEOs reported the allocation to be bias free, only 30% of respondents at Mwanga constituency did not involve CDCF allocations to political biasness and only 10% were undecided where there were politics or not. This generally tells that constituents at Moshi Urban had more faith with allocation of the fund's procedures than Mwanga constituency.

Related to these findings was that in spite of the requirement by the CDCF law to implement projects emanated from the community itself, the practice in both constituencies was to involve those both from community initiatives and others emerging from MPs preferences and priorities¹⁰. Some of the projects implemented were requested by constituents whereas others were based on the MPs' priority for such particular year.

5.0 DISCUSSION

This study was conducted for the purpose of expanding knowledge frontiers on the efficacy of CDCF in Tanzania. Variables that were used in the examination of the effectiveness of the fund

¹⁰ Interview responses from Kighare and Kiusa Ward Councilors from Mwanga and Moshi Urban respectively.

were awareness of stakeholders on existence of the fund and its objectives; effectiveness in acceleration of community projects and improvement of constituents' welfare; and political biasness and favoritism in its allocation. Primary data was collected in 2018 from two Councils i.e. Mwanga DC which was rural based and Moshi MC that was located in urbanity.

The findings explicitly reveal that CDCF has been grown popular in recent time and have somewhat served the purpose of accelerating development projects to improve citizens welfare. Without this invention, many projects that have been initiated by communities would have gone stale due to exhaustion of community efforts and a limited scope of Councils projects priorities. This is necessitated by scarcity of fund in Councils to support all pressing demands from citizen at once. Significantly the fund has reduced distances that people had to go looking for health services by supporting the building of Health Centers and Dispensaries and general healthcare system. In infrastructural system the CDCF has been instrumental in supporting community's effort in rehabilitation of roads that were in bad state making them passable and the general upgrading of infrastructural system. Educational sector has also witnessed improvement of its infrastructures for better and quality education to pupils. This has been manifested in construction and rehabilitation of classrooms, building of teachers' houses, dormitories, toilets, laboratories and purchasing of computers for public secondary schools so that students can learn ICT and move with the ongoing development in science and technology. Indeed, the CDCF has increased the legitimacy of government as the welfare of its citizen has improved.

However, efficacy has not been fully attained due to some improper management practices associated with the fund. The findings have shown existence of political biasness in the processes of allocation that lead to discontents among stakeholders. Results indicate that there are occasions that MPs have overwhelming power in the management of the fund such that they politically influence allocations to places they won mass votes in past elections as a vote of thanks to the electorates. They also deny others as a punishment tool so that they learn a lesson and elect them in coming elections. Politicians have always implied that the fund they use for supporting community projects are their personal pocket money by naming it "*Fedha za Mbunge*"¹¹ to win

¹¹ Literally meaning MPs Money

their support without explicitly telling them it was public fund from their taxes. Management in this style does not attract transparency and impairs accountability.

Yet, whether deliberately or out of lack of knowledge MPs have been violating laws governing CDCF by engaging into businesses that are not covered by the Act. The study has found that there were some activities such as extending loans to youth and women groups for commercial activities. Indeed, this practice impairs efficacy of the fund as it deviates from the intent of the fund to cover those activities that were first, community initiated and would have a positive spillover effect to larger populace than mere individual or a group of entrepreneurs. After all, there is a statutory arrangement for supporting vulnerable groups in every council in Tanzania where each council has to set aside 10% of its own resources for Youth, Women and Disabled groups in their jurisdiction. The practice of providing loans and support for these groups attracts the assumption that the fund is used for political investments by wooing potential voters through supporting their commercial activities.

In the case of awareness of existence of the fund two issues emerges. The first is inactive electorate in participation of Village/Street assemblies and Ward meetings and lack of transparency in information dissemination to the public. In the first aspect, the study has found that the public has been very reluctant in attending these meetings both in rural and urban areas. WEOs were complaining of a small number of residents showing up in grassroots level meeting where most leaders have used the gathering to inform the public on projects financed through the CDCF and the amount allocated for each project. Although the community has been ready to voluntarily contribute their efforts to development projects in various ways, there is an indication that they did so for the goods they expected from the project but uninformed that the CDCF played a role in accomplishment. Finally, they would not know whether it was their fund that has been used which undermines the practice of social audit on CDCF projects. The second aspect, the transparency, becomes limited as leaders are supposed to display information about projects. Information about source and amount of fund allocated to each project need to be readily accessible to enable the public to make a close follow up necessary for later holding officials accountable. Coupled with inactive participation in meeting where information is read to the public, the media of communication is not friendly to build informed electorate that would hold leadership accountable for improved efficacy in the management of the fund.

6.0 CONCLUSION AND RECOMMENDATION

6.1 Conclusion

Establishment of CDCF has definitely improved welfare of community through supporting their development activities especially where there has been pressing need. The fund has significantly empowered both the community and MPs in addressing development issues specific to their localities. However, stakeholders especially the end user beneficiaries of CDC projects can be better served and their welfare improved if the CDCF can be better implemented, through involving stakeholders in all the CDCF processes and activities. Efficacy can be realized if emergent challenges could be addressed to make the management of the fund more transparent and focused. Indeed, the fund can play an integral role in stimulating local development and addressing local pressing needs.

6.2 Recommendation

Based on the findings, discussion and conclusion, the study recommends the following expansion of the scope and coverage of the CDCF's activities to include bursary fund for poor and needy children to acquire education. Moreover, the fund should include an aspect of Vocational Training for youth to pursue several life skills. Importantly, a policy to control political biasness should be imposed through imposing a system of appointing members of CDCF basing on meritocracy factor. Furthermore, the PO-RALG as a custodian of the CDCF should craft laws stipulating number of meetings an MP should hold with stakeholders annually to qualify for the next FY CDCF allocation. The public or local population should also be mobilized to attend local meeting so that they participate in monitoring management of the fund. More important is for the relevant government agencies and NGOs deliberate provide education on CDCF to practitioners and beneficiaries of the fund in order to familiarize them with CDCF operations. This is assumed to make beneficiaries feel part of its projects. This will increase their commitment to monitor projects and thus practice the social audit to get value for their money. The current study recommends more studies on accountability on the management of the fund and monitoring and evaluation for improved efficacy of the fund.

REFERENCES

- Akpanuko , E and Asogwa, I, (2013). Accountability: A Synthesis; International Journal of Finance and Accounting 2013, 2(3): 164-173 DOI: 10.5923/j.ijfa.20130203.04
- Assessment, m. I.-c. (2010). *Comparative assessment of decentralization in africa*.
- Baskin, M. (2010). Constituency Development Funds (CDFs) as a Tool of Decentralized Development. *Centre for International Development*.
- Borrero, Michael; Martens, Pricilla; and Borrero, Gretchen Gubelman (1979) "Toward a Theory of Accountability, "The Journal of Sociology & Social Welfare: Vol. 6: Iss. 6, Article 11
- Gikonyo, W. (2008). *The CDF Social Audit Guide: Popular Version: A Handbook for Communities*. OSIEA.
- Kimani, F., Nekesa, P., & Ndungu, B. (2009). Best practices in constituency development fund (CDF). *A Paper Prepared for the Collaborative Centre for Gender and Development and International Development Research*. Available: [Www. Ccentregd. Org](http://www.ccentregd.org). Accessed, 23(08), 2012.
- Mallya, E. T., & Kessy, F. L. (2013). Governance, Local Governments and the Constituency Development Catalyst Fund in Tanzania. *Journal of Poverty Alleviation & International Development*, 4(2).
- Massoi, L., & Norman, A. S. (2009). Decentralization by devolution in Tanzania: Reflections on community involvement in the planning process in Kizota Ward in Dodoma. *Journal of Public Administration and Policy Research*, 1(7), 133–140.
- OENGA, K. N. (2013). An Evaluation of Management of Constituency Development Funds in Kenya: A Case Of Nairobi County. *Unpublished MBA Thesis, University of Nairobi*.
- Policy Forum (2007), Can Parliamentarians Work for Us Through Constituency Development Funds? Issue no 1.
- Tsubura, M. (2013). The Politics of Constituency Development Funds (CDFs) in Comparative Perspective. *APSA 2013 Annual Meeting Paper*.
- Tsubura, M. (2014). *Accountability and clientelism in dominant party politics: The case of a Constituency Development Fund in Tanzania* (PhD Thesis). University of Sussex.