

Report of Citizen Assembly Meetings & Recommendation

– Salima District.

From July to December 2020, we started learning about CDF. Most of the participants had no idea of what CDF really is. Others might have heard or participated in its activities, but had no background information to understand its intentions or what it actually intend to achieve in the lives of people. We learnt that the fund over the years has exponentially increased, but had no information whether the increase had a corresponding impact on the people it intended to assist. However, we noted that of all the funding windows available at District level meant for local development, CDF has more support from political authorities who are also responsible for making decisions about its continuation, increase and spatial coverage. We now realized the reason why hitherto CDFs have been closely associated with Members of Parliament and why people were not particularly interested to follow the money dispensed through this purse. Fortunately, this funding window has a guideline booklet, which we used to learn more about it. According to the guideline, CDF is public money – our own taxes, governed by various laws of the land. This was the more reason why we got interested to know more and tried to dig deeper through consultations with various stakeholders who were supposed to have information. It took us some time to really understand CDF, its design and processes. We consulted several people: project committees, ADCs, VDCs, Councillors, CDAs and officials at the District Council among others to collect various information about CDF. We used to meet once a month for four months but in each session besides learning, what CDF is from the guideline and sharing of information, we were also assigned tasks to study CDF projects within our vicinity to appreciate how they were identified and implemented up to closure. We would then share our findings usually in the next meeting. In our study, we had a set of questions in order to guide our understanding of CDFs or making an evaluation of its necessity. For example, we had questions we wanted answers from the following list of questions:

- What is CDF – (from the CDF guidelines, we wanted to know what it is, its aims or purpose, and rules for implementing its projects). We also wanted to make a fair judgement if CDFs are useful to poor people. In addition, if members were given a chance, which aspects of CDF could, they change.
- Likened to other funding windows can CDF be trusted as a fund that can change the lives of people in our constituencies? These, among the many were some of the questions, which were a guide to our assessment of CDFs.

Kuyambira mwezi wa mu mwezi wa July 2020 kufikira mu December 2020, tinayamba kuphunzira za CDF. Anthu ambiri samadziwa kuti CDF ndichiyani. Ena mwina adamvapo kapena kutenga nawo mbali pa ntchito zake koma samadziwa kwenikweni cholinga chake kapena phindu lake pa miyoyo ya anthu akumidzi. Tinaphunzira kuti ndalamazi zakhala zikuchuluka popita kwa zaka, koma sitikudziwa ngati kuchulukaku kudapindulira anthu amene CDF imayenera kuthandiza. Koma tinaona kuti CDF, poyelekeza ndi matumba onse achitukuko opezeka pakhonsolo, ili ndi chikoka maka kwa aphungu anyumba yamalamulo omwense ali ndi mphamvu yolamula kuti thumalili lipitilire kapena kuti likule kufikira madera ena. Panopa tikudziwanso zifukwa zimene thumalili limaoneka ngati ndila phungu wakunyumba yamalamulo basi, komanso zifukwa zimene anthu ambiri analibire chidwi kuchita kalondolondo wa ndalama zoperekedwa motsata ndondomeko imeneyi.

Koma mwamwayi, thumalili lili ndi buku lomwe muli ndondomeko zofotokoza zonse zoyenera kuchita lomwense linagwiritsidwa ntchito pamaphunziro athu. Malingana ndi zolembedwa m'bukuli CDF ndi ndalama zaboma – mitsonkho yathu ndipo thumalili linakhazikitsidwa ndi malamulo oyendetsera dziko. Ichi

ndichifukwa chachikulu chimene chidatipangitsa kuti tikhale ndi chidwi kudziwa zambiri komanso kuchita kafukufuku pocheza ndi anthu ndi magulu osiyanasiyana omwe anali ndi uthenga osiyanasiyana.

Zinatitengera nthawi kuti timvetsetse CDF maka kukhazikitsa kwake komanso ndodomeko zake. Tinacheza ndi anthu osiyanasiyana monga makomiti achitukuko cha CDF, ADC, VDC, makhansala, alangizi achitukuko, ogwira ntchito kwa DC ndi ena otero. Timakumana kamodzi pamwezi pa miyezi inayi. Panthawi imeneyi kupatula kuphunzira za CDF kuchokera mu buku lofotokoza ndondomeko zake komanso kugawana mauthenga, timapatsidwa ntchito yokafufuza mmadera mwathu mmene ma polojekiti a CDF akuyendera kapena momwe adayendera mbuyomu cholinga chofuna kudziwa mmene adasankhidwira, mmene chitukuko chonse chidayendera kuyambira pa chiyambi mpaka kumapeto. Kenaka timaka pereka ma lipoti kugulu lonse makamaka pa nthawi ya msonkhano wotsatira.

Pakafukufuku wathu tidali ndi mafunso amene amatitsogolera monga awa:

CDF ndichiyani? Kodi langathe kukhala thumba lodalilika potukula miyoyo ya anthu akumudzi? Ndipo mpata utakhalapo ndiziti zomwe tingasinthe zokhudzana ndikayendetsedwe ka CDF. Awa ndi ena mwa mafunso amene amafunsidwa kufuna kupeza mayankho.

Definition of CDF (Tanthauzo la CDF)

Borrowing words from the CDF guideline by definition, we learnt that CDFs are a “funding arrangements that distributes funds from central government directly or indirectly to electoral constituencies for local infrastructure projects. Constituency Development Fund (CDF) is a source of funds that is made available to a Member of Parliament (MP) to facilitate the implementation of minor projects in his/her constituency through the District Council”.

Tanthauzo la CDF

CDF ndi thumba la ndalama lochokera ku likulu la boma kupita ku madera a anthu podzera ku ma khonsolo motsatila ndondomeko ya Mphamvu ku Anthu. Cholinga cha CDF ndikuonjezera ndalama za chitukuko zomwe zili kale ku makhonsolo monga thumba la chitukuko la Local Development Fund (LDF) poonjezera ndalama zina ku dera la phungu wa ku Nyumba ya Malamulo kuti zikathe kuthetsa mwachangu mavuto omwe anthu akufuna kuti akonzedwe.

Objective of CDF (Cholinga cha CDF)

The CDF in Malawi seeks to provide Members of Parliament and their constituent communities with the opportunity to make choices and implement projects that maximize their welfare in line with their needs and preferences.

Cholinga cha CDF

Cholinga cha CDF ndi kupereka mwayi kwa aphungu ndi anthu a kudera lawo kuti azisankha chitukuko chomwe chingatukule miyoyo yawo potengera zinthu zomwe akuzisowa. CDF inadza ndi cholinga choyankha mavuto a chitukuko chofunika mwansanga komanso chimene chingagwiridwe mwa kanthawi kochepa

After our assessment of how past CDF projects were planned and implemented we had a fair understanding of what CDFs are and we were at least confident to make recommendations based on what we found out by

observation also by asking some citizens or people who worked directly on them or were associated with them. This was arranged in a table to assist us to make recommendations to our members of parliament.

Titachita kafukufuku kuona mmene zitukuko za CDF zikuyendera tinamvetsetsa bwino lomwe momwe zimayendera ndipo tsopano tinali ndichikhulupiliro komanso mphamvu zotha kuperekapo maganizo athu potsatira zomwe tinaona komanso kumva kwa anthu omwe tinawafunsa

Recommendations and Reasons for making these recommendations

1. Project identification (Kusankha Chitukuko):

- The district council should facilitate identification of CDF projects based on village action Plans of the area or the district development plan.
- The projects to be implemented under CDF should have passed through a normal project appraisal process.
- The MPs should closely collaborate with the ADCs in selecting and implementing the project; therefore, MPs should be attending ADC meetings.

Reasons for making these recommendations:

Based on our observations, in most projects, which we visited it was difficult to know who was responsible for selecting them to be part of the CDF programme because the ADCs, traditional leaders, surrounding community and the councillors denied being involved in the identification of the projects. Most projects implemented were not in line with the District Development Plan. The district council did not assess the feasibility of most projects in order to make accurate cost estimates. As such, there was no guidance in choosing projects leading to selection of big projects, which could not be done using CDF money in terms of size; as a result, most of such projects are still not finished and in some cases, they are totally abandoned. Rarely do MPs work with ADCs in fact they do not even attend ADC meetings even when they are invited.

Malangizo

1. Kusankha chitukuko:

- *Nkhonsolo izithandizila posankha chitukuko poonetsetsa kuti zitukuko zikusankhidwa motsatira ma pulani akumudzi (Village Action Plan).*
- *Zitukuko zonse za CDF ziunikidwe bwinobwino motsata ndondomeko zopangila ma pulani achitukuko cha khonsolo.*
- *A phungu akunyumba ya malamulo agwirizane ndi ma ADC pokhazikitsa zitukuko za CDF*

Zifukwa zomwe tikuperekeri Malangizowa

Muzitukuko zambiri zimene tinayendera kunalikovuta kudziwa kuti ndi ndani amene anali patsogolo posankha zitukuko poti mamfumu, ma khansala komanso anthu ozungulira zitukuko amanena kuti sakudziwa amene anasankha zitukuko anangoona zitabwera. Ndipo zitukukozi sizimagwirizana ndi pulani yachitukuko ya khonsolo (DDP). Muzitukuko zina chifukwa chosa wunika bwino bwino zitukukozi, zitukuko zina zinali zikuluzikulu zoti zizingatheke ndi ndalama zochepa. Zina mwazitukukozi mpaka lero ndizosamalizika.

2. Project Implementation (Kukhazikitsa Chitukuko)

- Each project should have a project management committee (PMC) which is independently elected and trained. This is already a requirement, but the council should ensure that community development assistants (CDAs) are given the responsibility to deliver the training using the CDF guidelines.

Reasons for making these recommendations:

Our observation of how CDFs are implemented show that MPs usually use political committees, which assisted them during campaign. Most of them do not bother to ask the community to elect a project implementation committee as a result it has always been difficult to monitor CDF projects implemented in this manner. There has been several accountability issues because these political committees fail to adhere to procedures –proper planning and implementation of the project, bookkeeping and records management and reporting to VDC/ADC and to MP. By using political committees, it meant that ADCs and VDCs to whom the project committee was supposed to report had already been bypassed.

Kukhazikitsa Chitukuko

Chitukuko chilichonse chikhale ndi Komiti yosankhidwa mokomera anthu onse ndipo iphunzitsidwe bwino. Izi zilipo kale mundondomeko zoyendetsera CDF. Khonsolomiwonetsetse kuti alangizi achitukuko aphunzitse makomitiwa pogwiritsa ntchito Ndongomeko zoyendetsera CDF.

Zifukwa:

Mukuwunika kwathu tanaona kuti aphungu amagwiritsa ntchito makomiti a ndale amene anawathandiza kampeni. Ambiri safunsa anthu kuti asankhe okha komiti choncho zimakhala zovuta kuchita kalondolondo zitukuko zotere. Komanso kumakhala kovuta kutsata bwino bwino momwe zinthu zikuyendera poti makomitiwa samadziwa ndondomeko za CDF monga kagulidwe kakatundu, kusunga katundu, kasungidwe ka chuma, kupereka malipoti kwa ADC/VDC ndi MP, ndizina zotere. Pogwiritsa ntchito makomiti a ndalewa ndiyekuti makomiti a ADC ndi VDC mphavuzawo zikhala zopanda phindu pa zitukukozi.

3. Project monitoring supervision and reporting (*kuyendera ndikupereka ma lipoti a chitukuko*)

- The MP should have full responsibility to ensure that projects are being implemented as planned.
- ADCs to be responsible for compiling records of all CDF projects implemented in their area and submit reports to MP and Council on quarterly basis.
- In collaboration with the ADC, the Council should monitor implementation of projects and provide technical advice on regular intervals.
- The Council should use the 5% it deducts from CDF funds to monitor implementation of projects and provide technical advice on regular intervals.

Reasons for making these recommendations:

The 5 percent is usually deducted but the council does not do the monitoring as required by the guidelines. An investigation on the projects indicated that most projects were not even visited by council officials and were of poor quality largely owing to lack of supervision. When asked, council officials reiterated that they lack information of the location of the projects and confided in us that some projects exist only on paper, progress may be reported on them when actually there is nothing on the ground. The MPs never go to visit these projects to check progress or to encourage the workers there. The VDCs were not even aware of the existence of the projects in their areas, as they were not informed. Equally, ADCs had no records of the existence of these projects and it was therefore difficult to report on them on a quarterly basis as required by the CDF guidelines.

kuyendera ndikupereka ma lipoti a chitukuko

- Phungu adzakhala ndi udindo owonetsetsa kuti chitukuko chagwiridwa monga momwe chidakonzedwela.
- Komiti ya chitukuko ya kumudzi (VDC) ndi ADC/UDC ndiwo adzakhala ndi udindo ochita kalondolondo wa chitukuko chomwe chikugwiridwa ndi CDF.
- Bwanamkumbwa mogwirizana ndi ADC/UDC achite kalondolondo wa kagwiridwe ka ntchito za chitukuko ndi kupereka upangiri wa momwe ntchito iyenera kugwiridwira ndipo izi achite potsata ndondomeko ya kagwiridwe ntchito ya khonsolo.
- Khonsolo igwiritse ntchito Gawo la ndalama zogwilira ntchito ya kalondolondo pa chitukuko (5%) pofuna kuwonetsetsa kuti zitukukozi zayenda bwino.

Gawo landalama zochitira kalondolondo (5%) limatengedwa nthawi zonse koma kalondolondo sachitika pa zitukuko za CDF. Kuwuniwuni wathu akosonyeza kuti zitukuko siziyenderedwa ndipo zitukukozi sizidapangidwe mwaukadaulo chifukwa chosowa upangiri woyenera chifukwa chosayenderedwa. Titafunsa ena ogwira ntchito ku khonsolo omwe sanafune kuwatchula dzina, anati iwo sadziwa kumene kuli zitukuko za CDF ndipo zina akuti zimatha kungolembedwa mmapepala, nkuma pereka malipoti ngati kuti zitukukozi zilipo ndipo zikuyenda bwino khalekhaleni zitukukozi palibe. A MP sayendera zitukukozi, ADC sikudziwa kumene ziliri choncho sangathe kupereka lipoti la pamwezi kukhonsolo.

4. Procurement and Storage of Goods (*kugula ndikusumga katundu wa Chitukuko*)

- Procurement and storage of goods of CDF should be in accordance to the rules and procedures laid down in the Public Procurement Act.
- The Council should conduct rigorous audits by project by constituency and make the findings of the audit report public.
- CSOs should include in their community awareness, advocacy and training programmes issues related to CDF as a way of empowering communities.

Reasons for making these recommendations:

Evidence show minimal involvement of IPC in the procurement of goods for CDF. Actually, it can be said that there is total chaos in this area as committees identified by the MPs or their agents go round to source quotations from suppliers to supply good and services for CDF projects instead of the Council. For instance in Salima South, the wife of the previous MP of the area was the one running the show. The Council, whether willingly or by force facilitated the supply of the goods /materials of the quotations sourced in this manner. Equally, during payment of contractors, some council operatives demanded MK50, 000 for themselves in order to facilitate payment i.e. after payment they requested the contractor to give them that amount of money from his pay (Salima South East).

No proper records for procured goods were kept. Nor were there proper storage facilities. There was also evidence of MPs coming to collect goods already bought for a particular project to unknown destinations without documentation. The MPs usually colluded with school head teachers, who were custodians of project materials and the goods were collected at night (Salima South).

In some cases, due to poor storage facilities procured good was damaged e.g., cement got soaked in water due to leakage of roofs of storage facilities etc.

Kugula ndi Kusunga Katundu wa Chitukuko

Malangizo:

- Kugula ndi kusunga katundu wa chitukuko cha CDF kuyenera kuchitika motsatira lamulo logulira katundu wa boma la Public Procurement Act (PPA)
- Khonsolo ichite kawuniwuni wa mmene ndalama za CDF zagwiritsidwira nchito pa chitukuko Ichilichonse mu delara lirilonse la phungu (constituency) ndikuika poyera zotsatira zakawuniwuniyu kwa anthu onse.
- Mabungwe amene si aboma atenge nawo gawo pophunzitsa ndiku memeza anthu kuti adziwe mwachindunji kuti CDF ndi chiyani komanso kuti anthu akhale ndi mphavu zoyang'anira ndikutengapo mbali pa zitukukozi.

Zifukwa

Umboni ukuwonetsa kuti katundu wambiri wa CDF sagulidwa kawirikawiri ndi komiti yo gula katundu pa khonsolo (IPC) ngati momwe malamulo amanenera. Zoono ndizakuti pamakhala chipwilikiti pa gawo limeneli, nthawi zina uwona kuti makomiti amene amathandiza MP kampeni ndi amene akujijilika kufuna zikalata zotsatsira ndi kugulira katundu kwa anthu dni ma sitolo ogulitsa katunduyo. Mu dela lina la Phungu, mkazi wa phunguyo ndi amene anali kotalakita komanso wothamanga thamanga pogula katundu wa CDF. Chimodzimodzinso nthawi imene kotalakita akulandira malipiro ake ena ogwira ntchito ku khonsolo amawauza ma kotalakita kuti apereke kangachepe (MK 50,000) kuti zikalata zawo zolandilira ndalama zidutse mwachangu kukhonsoloko.

Kuonjezera apo, zitukuko zambiri zinalibe ndondomeko zoyenerera zosungira katundu. Palonso umboni woti a phungu ena amabwera kudzatenga katundu wogulidwa kale pachitukuko cha CDF kupitanaye kwina kosadziwika popanda kulemberana bwino bwino. Izi zimachitika nthawi zina mogwirizana nfia head apa sukulu pomwe katunduyo amasungidwa, kawirikawiri katunduyo amatengedwa madzulo. Nthawi zina chifukwa chopanda malo abwino osungira katundu, katundu amawonongeka monga simenti imatha kunyowa ndi madzi a mvula maka ikasungidwa mnyumba yodontha.

However, although in our observation we have highlighted the above recommendations, it is important to say that the main problem with CDF is lack of adherence to CDF guidelines. If all CDF implementers were to follow the guidelines, we would not be having problems with CDF and this fund would be one of the most popular fund. As such, a general recommendation is that CDF implementers should follow recommendations. That being said, it is our belief that if the above recommendations are considered and adopted, it will go a long way towards improving the delivery of CDF programmes in our constituencies.

