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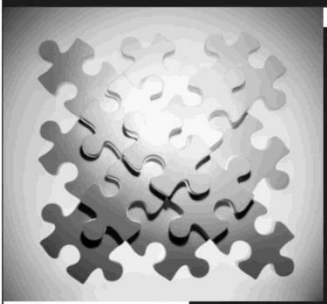
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ASSESSING WORLD BANK CAPITAL POLICY AND THE USE OF TECHNOLOGY IN THE PROCESS OF PARTICIPATORY BUDGETING AND GOOD GOVERNANCE

SELECTED CASE OF MOBILE-ENHANCED PARTICIPATORY BUDGETING IN DEMOCRATIC REPUBLIC OF CONGO (DRC)

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EXECUTIVE SUMMARY

Globally, Participatory-Budgeting is growing in popularity as a dynamic tool of reinforcing public accountability in Good-Governance. Its inventiveness promotes a functional role in the institutionalization of guaranteed public service delivery. It is often argued that sound public-sector and government spending help determine economic development and social-equity, especially for the poor and disadvantaged groups, such as women, children and the elderly (Anwar Shah, 2006). This pre-supposes that a well-functioning civil society that delivers quality public services consistent with citizen preferences, and that fosters private market-led growth while managing fiscal resources prudently is considered critical to poverty-alleviation and the achievement of MDGs. Over-the-years, the World Bank has strived consistently towards this endeavour. The challenge has always been as to whether its policies and programmes are so effective in the countries it is involved with in Africa, numbering the vast majority. The question often asked is, why is good governance and development still lacking in these countries and their communities? This research work examines World Bank's capital policy and its use of technology in improving good governance in South-Kivu, Democratic Republic of Congo (DRC) as a case study, and concludes with some reflections, comparative analysis, recommendations and lessons of how stakeholders sees and influences field realities in determining the actual behaviour changes in governance of this community.

DEFINITION OF CONCEPTS

The important of defining concepts for clarity cannot be over emphasized. Felix Oppenheim in 1981 observed that "the elucidation of the language of political (and by extension Social) Science is by no means an idle exercise, but in many instances an effective way to solve substance problems of political and sociological research.

For the purpose of the study the following few concepts are made clear and concise from the proposal stage, as used in their context, for clarity and profound understanding, and also to project thoughts for further enquires as the study progresses:

Primary Stakeholders

Is used to mean 'potential owners' of the project including all persons or groups who have capacity to make or influence decision that have an impact on project design or implementation. This precludes those who participated actively or passively on or in the World Bank South-Kivu project, those who have an influence whether on site or remotely from other locations and those who provide services that are or could be linked to the project.

Secondary Stakeholder

Is use to describe 'those people whose position and/or authority gives them opportunity to grant or deny access, participation and involvement of various primary stakeholders individuals and group.

Participatory Monitoring and Evaluation (PM&E)

Is use to describe the participation of primary stakeholders in the definition, monitoring and evaluation of project activities throughout the programme implementation. The primary central activity in PM&E is handing over the stick, i.e. enabling primary stakeholders (in South-Kivu) to become genuinely involved as equal partners.

Implementation: Is use to describe the operationalization of research bearing with feasible effects, which can be assessed. (Oduwole et al, 2003)

Underdeveloped Communities: Undeveloped communities is used to mean 'traditional societies' dominated by institutions such as families, tribes and clans, within which roles are ascribed (i.e. people are born into them) rather than achieved.

CHAPTER ONE:

BACKGROUND OF THE STUDY

1.1 INTRODUCTION

The need for, an increased dissatisfaction toward development and good governance, especially in relation to civic disengagement has given prominence to the concept of participatory budgeting. This has led to an increased clamour for open, transparent and inclusive governance system. Participatory Budgeting can be broadly defined as the participation of citizens in the decision-making process of budget allocation and monitoring public spending (Wampler, 2000). Participatory Budgeting being a process of joint decision making in which citizens and their local government come together to decide on final allocations of new pubic expenditures and investment budget, has grown to being increasingly recognized as a viable means of instituting sustainable public accountability and dependable citizen's engagement. Though, despite several years of technical and financial assistance, the story has not been the same for many African countries, in terms of appropriate allocation of resources and conferment of citizens' voices during the process of development.

That development remains a major challenge for many African countries has not only being the bone of contention, the most development efforts painstakingly focus on finding technical solutions to problems. Beginning from a diagnosis of what is wrong, to recommending global best practices that can be applied locally, some African communities proves somewhat a composite terrain in delivering the dividends of good governance and development.

Like many other parts of Africa, South-Kivu province in the democratic republic of Congo (DRC) has not shown any difference than others, despite years of deliberative, targeted interventions by global development partners, the World Bank. To understanding South-Kivu's unique case, it will be noteworthy to have a cursory understanding of the geographical history, people, position and experiences within the outlook of their

administrative endeavours. South-Kivu is a prominent second richest gold deposit province in the DRC with its capital at Bukavu. The South-Kivu province was created in 1969 during the period of dividing the Kivu province. It is bordered to the north by North Kivu; to the west by Maniema; to the south by Katanga and to the east by Tanzania, Rwanda and Burundi. South-Kivu has been experiencing an exponential urban growth since colonial times, with the entry of massive population from citizens of several African countries, western expatriates and corporations, thus making ambiguous the political and social positions of the local Banyamulenge. These incidences has been growing over the years to become a point of contention as the lot struggle for the rich, massive gold resources in the province, thus making South-Kivu being the centre of retinues of conflicts and armed struggle resulting in years of civil wars and deaths of several hundreds of thousands of people (Kodi, 2011).

Of course, the World Bank, like many other recognised global development partners, has made targeted incursions into South-Kivu, in a bid to help galvanize renewed development, provide technical assistance and help ameliorate the high poverty rate predominant in its communities, and if possible promote the concept of open and inclusive governance, however, the multi-faceted nature of South-Kivu's development coupled with the attendant consequences of prolonged, constant inter-ethnic conflicts and internecine disputes has been a major bane besetting the efforts of the World Bank, as well as other development partners. Another major factor posing challenge is the unending and ravaging war situation on the entire DRC and neighbouring countries.

On the whole, a focal part of World Bank engagements in South-Kivu (as much as in other African communities) is its capital policies and the use of Information and Communication Technologies (ICTs) mediated approaches to enhance increased citizens' participation, in order to positively promote and transform the relations between citizens and their government towards development (Chadwick and May, 2003). This research study shall within this purview attempt an examination of World Bank's capital policy and her mobile-enhanced participatory budgeting programme in South-Kivu province, Democratic Republic of Congo as a case amongst many of its other project researches across Africa. *The study will assess World Bank's ICT4Gov policies and strategies adopted within the programme*, alongside its implementation, to determine the impact of the programme on transparency

and public accountability in government and the community, and how these changes helps in enhancing access to basic public services and good governance. The overall goal of this study will have help improve knowledge, which will be useful in shaping the re-assessment of present/on-going and future frameworks of World Bank's engagements, in order to create and sustain realistic practices/approaches that could support and inform the development and implementation of comprehensive, evidence-based and appropriately-resourced strategy for good governance interventions across Africa.

1.2   STRUCTURE OF THE STUDY

This research work will under-study the South-Kivu, DRC mobile-enhanced participatory budgeting case and attempt a cursory comparative analysis of the perceptions of some World Bank practitioners and other professionals and the opinions of researchers on the project, as well as those of the villagers and people of the South-Kivu community. By assessing and gauging their experiences, lessons and positions, the study will be able to explore this evidence-based knowledge to appropriately evaluate identified similar and divergent views, interests, characteristics and recommendations.

This thesis will begin by exploring, describing and presenting some of the rich, useful secondary and technical data available from the project reports in order to expound a thorough understanding on the subject matter of good governance and the concept of participatory budgeting. This will be followed by examining the nature of World Bank good governance Interventions programmes and its ICT4Gov Policy within a broader context of its human and capital strategy. The dynamics that it has presented from one communities of Africa to the other over the years will also be explored, with particular reference to the South-Kivu, democratic republic of Congo mobile technology-enhanced experience. .

The chapter three will be followed by some detailed theoretical overviews of the varying and enriching perspectives in which the subject matter of participatory budgeting and good governance has been approached. Aspects of the main arguments presented in the group-development model as well as the community perspectives will also be highlighted to drive home the point. The chapter will also present some primary data and fresh information

obtained from participants on the project, regarding their opinions, perspectives and experiences before, during and after the intervention programme. This will also include an overview of the lessons they learnt, including recommendations on what they thought should be the way forward.

Chapter four will espouse an in-depth review and analytical insights on the primary data and information obtained from the survey and attempts an evaluation of these, while highlighting and discussing any identified relationships, trends, events or factors that contribute in, or to the experience of the people and those of World Bank as an institution.

The Chapter five will then conclude with the necessary summary, findings and conclusion, particularly aiming to contribute to the body of available knowledge in improving the situation on the ground.

1.3   STATEMENT OF THE PROBLEM

In recent years, Participatory Budgeting (PB hereafter) has emerged as one of a most dynamic tool of reinforcing public accountability in Good Governance process --- It is a practice in which citizens participate in the decision-making process of budget-resource allocation and distribution at the local and/or regional levels (Frame, 2002). The deliberative inventiveness of PB in good governance underpins its practice as one promoting a continuous functional role in the institutionalization of guaranteed public service delivery.

It is often an acknowledged fact that sound public sector and government spending help determine the course of economic development and social equity, especially for the poor and other disadvantaged groups, such as women, children and the elderly. This pre-supposes that a well-functioning civil society that delivers quality public services consistent with citizen preferences, and that fosters private market-led growth while managing fiscal resources prudently is considered critical to poverty alleviation and the achievement of the Millennium Development Goals (MDGs) (Takawira Mumvuma, 2006). In spite of the fact that around five decades have passed since widespread independence, many parts of Africa remain underdeveloped. Yet an examination of the endowment of its nations shows that in

natural and human resources and other conventional prerequisite for development and growth, the continent is still lacking. It is therefore, then a worrying observation that effective development is still so difficult to achieve among sub-Saharan African nations. With serious concerns for billions around the world who daily suffers inequalities in resources, access to education, and good healthcare as well as lack of clean water, functional local government is now becoming a growing issue of global concern (Howard, 2012).

The World Bank, like many other institutions, being known for many years, as an International development and multi-lateral institution working for a world free of poverty, projects itself by researching, engaging and offering investment opportunities, advisory, and asset management services to many developing countries including those in Africa in quest of encouraging public and private sector-led growth and development. In recent years, the World Bank has been doing more in direct engagement of local stakeholders, and this has consequently been influencing and changing the nature of Bank policies. Nevertheless, in spite of their many achievements, *World Bank's policies, funding, management and advisory programmes, have not in itself been so singularly effective in communities (and countries) it has intervened, or has being applied across Africa,* thus becoming a reason that has been advanced, by some scholars, as to why good governance and development still lacks in some of Africa's communities (Wily and Dawees, 2001). The World Bank alone cannot complete the process of development and good governance for Africa as a whole, however, it has been predominantly noted that it must necessarily work alongside other International bodies and government Institutions to achieve the needful (Agbiji, 2012). Some researchers argues that with regard to understanding good governance proper, Africa communities still somewhat represents a composite terrain, while others believes that there is actually something fundamentally lacking in World Bank's policy/programme design and implementation strategies itself (Marschall, 2000). Whether this is true or false, this research study will further assess the notion as to whether it is either Africa's sense of good governance is skewed or there is just a random string of unexplainable strangeness to it.

1.4   RESEARCH QUESTIONS

Overall, this research study will attempt to answer some of these hypothetical questions within the context of development, exploring the knowledge and insights derived from the South Kivu intervention project. The questions that will be answered are:

(1.) What is the nature and intention of World Bank's policy/programme design and implementation strategies?
(2.) Why is good governance and development still lacking in communities which the World Bank policies, management and advisory programmes has intervened?
(3.) What are the differences in certain African contexts that present a composite terrain when it comes to good governance?
(4.) Is the World Bank's sense of good governance skewed?

1.5 OBJECTIVES OF THE STUDY

The purpose of this study is to use the World Bank facilitated Mobile-Enhance PB pilot-research reports in South Kivu province, Democratic Republic of Congo as a case to examine World Bank capital policy and its use of ICT in promoting transparency and accountability in good governance intervention programmes. With the use of a feedback mechanism as (survey questionnaire and key informant interview) the study aimed to:

(a) Attempt a Comparative analysis of the perceptions of World Bank practitioners and the opinions of South-Kivu village, while reflecting on the quality of intervention activities and service delivery.

(b) Determine the real influence/impacts of World Bank's policy on interventions, and the actual behaviour change in governance of the community.

(c) Assess the level of stakeholder's involvement in, and assessment of, budget planning, monitoring and evaluation (P M &E)

(d) Further improve programme-design and ownership, and access of Intervention Stakeholders to quality support facilities.

(e) Support, and inform the development of a more effective, evidence–based and appropriately resourced policy-design and implementation mechanism for World Bank's good governance intervention programmes in Africa.

The result of the findings and other fundamental issues relating to the project under examination shall be the focus of attention in this study. The different perspectives to be highlighted in the research study will also inform the structure of the methodologies to be deployed in gathering and evaluating its data.

1.6   SCOPE OF THE STUDY

This research work will specifically restricts its confines to the operations, activities and contributions of three local areas in the South-Kivu province (i.e. Luhindja, Bagira and Ibanda) covered in the World Bank Mobile-Enhance Participatory Budgeting Project, so as to adequately embark on an in-depth analysis of the research work within the study time-frame.

A major reason of narrowing the case study to these three local administrative areas is the fact, that of all the whole eight territories that constitutes the administrative parts of South-Kivu, these three stands out with respect to the issue of presenting concrete information on the real world situation of service delivery influenced by this good governance intervention. This perhaps may also be because of their strategic locations, proximity, and policy thrust in the province during the operation of the project.

The possibility of a wider reach with an online survey and the characteristics of interest to the researcher were taken into consideration when selecting Luhindja, Bagira and Ibanda. For instances, one could say without any fear of condition that these three local areas happens to be amongst some of the few within the province with good access to internet facilities and a relatively well–equipped archives for the sourcing of research data, most especially those relating to multi-lateral institution's intervention programmes and good

governance initiatives. Convenience factor was also taken into consideration when selecting these three local areas. The fact that Luhindja, Bagira and Ibanda have their necessary data on ground at their local government offices with an availability of reachable sample respondents; and with project-extension workers still maintaining continuous network relationships with World Bank officials reduces the time and effort employed by the researcher in gathering the necessary data.

1.7   SIGNIFICANCE OF THE STUDY

Baruch Fischhoff (2011) highlighted in his book, that in a world fast saturating in minute-data and insightful resources and evidences led by renewed power of social networking, there is a perceived impression that the next big things and genuine innovations in governance often get buried beneath the newest forms of application or global development initiatives. Within this trend it is becoming more evident that people's constructive engagement in inclusive, open and transparent State budget and good governance is a growing index of clamour for development by many peoples and nations, thus making it become and aspect pivotal to wellbeing measurement.

This research study's espousal into how these processes originates, operates and develops into actual behaviour changes in governance of the community, is relevant and useful to various scholars, researchers, and most especially political and community leaders, diplomats, political scientists and international development experts and analysts. Most multilateral corporations, institutions and funding foundations across the world will also benefit from the work. Overall, this dissertation will essentially provide the African political class and multilateral development organizations like the World Bank with more enriching and research-based knowledge, evidence and information on the basic understanding of the nature of relationships, and the trends and patterns prevailing in good governance intervention programmes in Africa.

1.8   RESEARCH METHODOLOGY

The main methodology to be adopted in this research work will rely on primary and secondary data. The Primary method will explore the use of survey questionnaire and key Informant Interview method, that is, obtaining some unpublished primary information from at least 50 of the major actors and stakeholders of the World Bank project in South-Kivu, as feedback data to assess the influence and impact of the intervention on the actual change in service delivery and good governance.

The Secondary Source of Information gathering or the library sources will explore the use of necessary extractions and project reports, newspapers, diaries, letters, photos, presented papers, institutional praxis documents, political and technical-expert speeches, administrative, ministerial and governmental records. This method will also encompass the use of the World Bank Mobile-Enhance Participatory Budgeting in South-Kivu Project Reports, and other books, articles, journals and documentary material relating to the project.

More so, descriptive qualitative and comparative analysis and effective use of statistical tables may also be employed within the research work, which may include opinions, views, arguments and positions of several project stakeholders, as well as speeches and lectures that have been codified in written academic papers.

1.9   RESEARCH DESIGN

This research design will carefully integrate both qualitative and quantitative research methods using rich and in-sighting descriptive information alongside graphical table and statistical data obtained from project reports and respondents of the survey questionnaires. The various data that will be collected will be from both primary and secondary sources which includes newspapers, diaries , administrative records, letters and other such as books, articles, journals and other sources categorized as non-human sources such as the internet based source. Specific technical information, and categorized project updates may also be

collected by experts and certain high political officials from World Bank or the South-Kivu communities who are considered to be knowledgeable stakeholders of local politics and development, as well as acquiring some opinion of external consultants on the situations of the people before, during and after the programme interventions.

Aside from the research design exploring sources such as books, articles, newspapers, official statements and internet sources, the design is also partly dependent on archival materials online and offline, and documents or other information obtained via informal chats, phone conversations or other unofficial publications that are useful or succinctly in interpreting some of the events, actions and views of the project and those of its stakeholders in these communities.

1.10 LIMITATIONS AND ETHICAL ISSUES

The ethical issues in this research work will be noted with essential considerations due to the style of the issues observed, findings and positions identified, as well as the research methodology, the composition, sample and the result of the research based on its sources. The research work specifically restricts its confines to the operations, activities and contributions of three local areas in the South-Kivu province (i.e. Luhindja, Bagira and Ibanda) covered in the World Bank Mobile-Enhance Participatory Budgeting Project, so as to adequately embark on an in-depth analysis of the research work within the study time-frame.

A major reason of narrowing the case study to these three local administrative areas is the fact, that of all the whole eight territories that constitutes the administrative parts of South-Kivu, these three stands out with respect to the issue of presenting concrete information on the real world situation of service delivery influenced by this good governance intervention. This perhaps may also be because of their strategic locations, proximity, and policy thrust in the province during the operation of the project. Also the notable weakness and lack of adequately functional state institutions, coupled with the incessant war and regular conflict

besetting the entire country, is another major elements considered in narrowing the scope of study.

The risk of exploring this limited scope can be viewed from the perspective of the information source made available by certain individuals and key strategic World Bank project experts. The validity of the information derived, have to come from certain sensitive or confidential materials which may be difficult to locate for reasons, that they are not public materials and such documents will belong to government of the project jurisdiction.

The characteristics of interest to the researcher were also taken into consideration when selecting Luhindja, Bagira and Ibanda. For instance, one could say without any fear of condition that these three local areas happen to be amongst some of the few within the province with a relatively well–equipped archive for the sourcing of research data, most especially those relating to multi-lateral institution's intervention programmes and good governance initiatives. Convenience factor was also taken into consideration when selecting these three local areas. The fact that Luhindja, Bagira and Ibanda have their necessary data on ground at their local government offices with an availability of reachable sample respondents; and with project-extension workers still maintaining continuous network relationships with World Bank officials reduces the time and effort employed by the researcher in gathering the necessary data.(World Bank, 2011)

Through informal and formal process of conducting due-diligence and interviewing individuals and certain officials on the project or in the local communities of South-Kivu, all relevant materials needed for the thesis will be rigorously assessed. However, it is worthy of note that due to time and cost constraints, every aspect of this topic cannot be analysed though relevant aspects of the dissertation will be explored in detail.

CHAPTER TWO:

REVIEWS AND BROADER CONTEXTUAL ISSUES

2.0 GOOD GOVERNANCE AND THE CONCEPT OF PARTICIPATORY BUDGETING

The concept of good governance has become pivotal in global development, and with the advent and rapid growth of Participatory Budgeting as a tool for enhancing good governance, it is no more doubt that we are at a critical juncture in the history of global public accountability practices (Takawira, 2009). There are new sets of rules, practices and innovations springing up globally. New applications of knowledge, methods, theories, processes and technicalities are also being researched, tested and proven from different domains. It is almost becoming a well-established understanding, that drawing from this precedence, PB practices, literatures and researches are fast gaining momentum adding to multi-lateral institutions', government and local people's knowledge and experiences on the means and tools required to achieving broad-based public accountability and effective participatory democracy. In-between these --- experiences from the research fields are indicating that there is a clear variance (and inadequate knowledge/capacity) concerning the use of and access to ICT (Colley and Comber, 2003). There is also the challenge, according to some World Bank experts, of understanding the varying levels of ICT's impacts on local administration and how these relates to the analysis, application and development of Good Governance (Pailliartt, 2000; Tiago Peixoto, 2008).

Despite these grim realities and the hundreds of odds constantly faced by World Bank and other multi-lateral institutions in international development works across the globe, a pilot-programme from the World Bank on the use of ICT as a tool to driving participatory governance in South-Kivu province in the Democratic Republic of Congo has been bearing some unexpected fruits --- as mobile technology, civic participation, smarter governance and system-thinking are combining not only to give citizens more voice and choices in their

government, but also helping in reforming and increasing tax revenues (De Borja, Sabageh, Vaan and Jungh, 2008).

Beneath this pilot-programme is an underlying notion and argument by some researchers and authors, that World Bank capital intervention programmes and policies are not instrumental in themselves (Takawira and Matovu, 2009). In referring to these programmes as **lacking instrumentality**, these proponents and authors argues that they are **not operable to the extent that they may otherwise be**. **The focal gap identified here has always been in the policy-thrust, design and implementation.** The argument is that World Bank policies/programmes' successes depend largely on the realities in local communities/contexts and the empirical interpretations generated from field experiences in order for them to assume a practical bearing. The practical bearing in this sense would be a measure of the effects and impacts the intervention programmes has had in the short, medium, and long-term, in determining what changes has occurred or is necessary to be made. Put differently – an evaluation of the impacts of the programmes/interventions on *(both WB Practitioners and local Villagers)* stakeholders should be one of a factor leading to greater engagement when designing and implementing further programmes and projecting further directions of development.

2.1 WORLD BANK GOOD GOVERNANCE INITIATIVES AND PARTICIPATORY BUDGETING PROGRAMMES

The World Bank essentially advocates that for open and collaborative government to take its root in any nation there has to be public clamour for economic opportunities, and an appropriate platform to intensify and justify its significance (Thindwa, 2012). It is only when these factors are present that the World Bank as a development organization believes, open and collaborative governance will enable local change agents (especially those in the developing countries of Africa) to strive for genuine development results in their own realistic contexts.

It is within this perspective that World Bank has strived, over the years, to strengthen capacities of African countries to embrace and engage tested innovative tools and practical approaches that could help them achieve participatory governance and a sustainable change.

This underlying philosophy of collaborative working between citizens and government has sparked several lively debates amongst practitioners, researchers and community stakeholders' experts, some of whom believes, that addressing pressing development challenges is much more than mere relationships between the citizens and government. Some researchers argue that by merely connecting African countries' local stakeholders to global sources of knowledge and promoting collaboration amongst innovative platforms has underplayed and left the most significant cultural aspects of the people's lives in the process of strengthening their capacities (Kraaka, 2000). Some of these authors further opined that World Bank four pillars of collaborative and inclusive governance, which are*: Information; Participation; Innovation; and Leadership* does not fully reflects the realities experienced by most African fragile and conflict affected countries and communities (Ed Campos, 2012).

Though, it is debatable that the foundation for open and good governance is entrenched in easy access to government data, especially those relating to budgets, procurements and contracts, the lack of access to crucial facilities like water, good roads, public welfare services, electricity and other access, has become of a more significant factor impacting hugely and linked to, poor governance (Willoughby, 2004).

2.2 UNDERSTANDING WORLD BANK HUMAN AND CAPITAL POLICIES: ITS PHILOSOPHY, FACTS AND COMPONENTS

The philosophy driving World Bank's human and capital policies derives from the aphorism that the source of a nation's wealth emanates from, and is connected to the skill of its people. Though, it is arguable, that the quality of a country's workforce is a major factor and source for productivity growth as well as economic mobility (Ellewood, 2001; Jorgeson and

Ho, 1999; De Long, Goldin and Katz, 2002), what is unique about World Bank's solutions (which includes financing, guarantees and risk management) are the tools which it uses to support development-related investments programs and the invaluable expertise it offers in several areas and sectors, in order to find formidable and/or sustainable solutions to national, regional and global problems.

The key components of World Bank's human and capital policies seek to address the task of:

1. Meeting investors/stakeholders needs by offering a broad product mix.
2. Ensuring very high standards of execution, monitoring and evaluation.

The components overall, serve to benefit World Bank's poor-member and developing countries so that they can meet their development goals, in order for them to fast-track major, sustainable improvements in standard of living for their people and to promote inclusive, open and transparent government.

Although, some authors have argued that World Bank's human and capital policies which directly seeks to improve the quality of people's living and governance are unlikely to have substantial impact on the nature and forms of openness and the public accountability that can be achieved in a community, unless more fundamental reforms and incentives are encouraged in the inner-cities and villages. A developing scenario in the World Bank's experience is the shortage of operable policy proposals (technical expatriates themselves have not fully realized) which can provide adequate empirical evidence on the value of the realities in the communities in which it intervenes.

Whether there will be a common framework to justify, evaluate and compare findings from different communities, is not yet a matter of discussion, debate or consideration for the bank, the most part of what has been observed and acted on the most in its operations lately is still largely cost-benefit driven as against being tied to a philosophy of skill-formation, which it should be.

2.3 THE BROADER CONTEXTUAL FOCUS OF WORLD BANK ICT4GOV POLICY

The World Bank, ICT4Gov policy, essentially advocates the use of technological tools, such as mobile phones, text messages, computer-simulated and online learning, and other social networking interactivity tools to stimulate civic participation towards:

1. Promoting better public financial management, via transparent budgeting and online tools for tracking public expenditure.
2. Creating and sustaining platforms that support disclosure of government contracts and transparency in the public procurement systems.
3. Contributing to the World Bank mapping system in order to make information readily available to its expatriates and other development institutions' projects.
4. Supporting and testing the development of innovative initiatives and platforms used as pilots for their next stage of development and funding investments (Diane Billups, 2012).
5. The contextual premises upon which the ICT4Gov policies are based are underlined by the assertion that citizens' participation promotes social accountability; and that citizen' innovative solutions are keys to real and definitive development. It is also premised upon the argument that coalition building with change agents and leaders will chart the course of positive and directional development.

Within a broader contextual focus for development, the World Bank's ICT4Gov policy serves in preparing the platforms for forming coalitions between the people and their government, while the World Bank facilitates and guide the collaborations amongst the stakeholders and networks by designing and delivering the process in forms of structured multi-year capacity-building projects, thus fostering the commitment to collective innovation and collaborative action for positive change. These engagements may sometimes include a blend of coaching, knowledge-sharing and provision of learning and funding facilities that empowers the stakeholders to work together in ways that helps them to apply these innovative solutions to complex governance problems.

2.4 WORLD BANK DEPLOYMENT OF TECHNOLOGY IN THE ENHANCEMENT OF GOOD GOVERNANCE

Recent World Bank's researches showed, that in the Democratic Republic of Congo, mobile phones are performing key roles in enhancing transparency and accountability as mobile penetration is increasing rapidly on a continuous basis. The use of mobile phones has increased from an initial 16% to an all-time high 47% by mid-2013, while a massive 55% of the country's population now resides in localities currently covered by mobile networks, including most rural areas from the eastern province of South-Kivu to its northern part (Kabanda and Afri, 2011). Though, South-Kivu, being a community having long-suffered from prolonged conflicts which have prevented the full development of its locals and communities, the people as a result has also not been able to access the most basic of public services, thus making life much of a living hell for them, especially with the challenges of an irresponsible and unresponsive government.

With the World Bank's penetration, its program is introducing mobile technology to empower citizens to demand and work towards improved governance, in order to also alongside fight poverty situations and stimulate new orientations. Through mobile technology and use of text messaging services (SMS), citizens can now express, vote and agree on priorities that they feel are most important for their communities. Once consensuses are reached on what is needed, the local government will devote and allocate certain percentage of the local investment budget to the priority or project selected by the citizens. Already over 25,000 text messages has been sent through the different stages of this initiative introduced by the World Bank (Veeraraghavan and Yasodhar, 2012).

In making the process as smoothly as possible, the World Bank deploys its ICT4Gov policies to enhance good governance in the following ways:

1. To invite citizens to the participatory budgeting meetings and assemblies through geographically targeted SMS messages that reach the phones of everyone receiving signal from a particular tower, announcing the date, time and location of assembly.

2. To allow citizens to vote with their phones, via text messages, which they can send to identify the priorities or projects they would like to see addressed and made available in their community.

3. To ask citizens, through text messages and get feedbacks about the projects that has been chosen, and also to encourage their participation in monitoring of the projects (Walji, 2012).

2.5 IDENTIFIED GAPS IN WB POLICY THRUST AND PROSPECTS FOR GROWTH

Although the World Bank's approach and thrust has been leading to results as the provincial local government in south-kivu are now experiencing increased capacity of local governance, to effectively allocate and distribute resources, however, there still exist some serious identified gaps that continue to thwart the prospects for real growth. In spite of the communities involved already seeing an increasing transfer of funds from the provincial to the local level, the actual limitation placed by World Bank technical expatriates and their mercenaries on the people's real involvement in the local projects design, ownership, implementation, monitoring and evaluation is of immense significance, and has continuously hampered the sustainability of the progress achieved thus far, as it has in previous projects. The worse part of it is that it has not even been acknowledged.

The argument has always been that local agents of change in the communities must always meet the challenge of the How. Whether or not the local programme participants and these agents becomes catalysts for change by creating and maintaining a sustaining coalition, link or network with the technical expatriates is not a factor for explaining whether they will successfully tackle the actual realities of the challenges they will encounter in their communities relating to the particular development endeavour in question, nor will it determine the nature or scale of exchange that would sustain or retract the achievements of the intervention, be it with the expatriates or amongst other locals.

CHAPTER THREE:

THEORETICAL FRAMEWORK; FINDINGS AND RESULTS

In order to provide an adequate explanation for the findings of this research work, there is need to examine a very relevant theory that creates a framework for the elucidation of the responses obtained from the survey. The theory to be considered is;

   I.   The Group Development and Empowerment Theory

The choice of this theory is an attempt to apply the most appropriate developmental theory/explanation, which would provide a framework for explaining the phenomenon under study, i.e., the impact of a targeted and controlled intervention (participatory budgeting) on actual behaviour change in governance of the community, and to inspire thinking toward a new conceptual understanding for influencing a group development while enhancing access to basic public services and good governance.

The attempt to applying this theoretical overview is also in purview of adding credence to the concept of participatory and group development from a broader contextual point of view, while exploring the significance of the effects and results of the intervention under study, relating them to a bigger picture outside what obtains from the experience in South-Kivu, democratic republic of Congo.

3.0   THEORETICAL FRAMEWORK:

GROUP DEVELOPMENT AND EMPOWERMENT THEORY

Advocates of Group development and Empowerment theory often argue, that existing explanations on Group Development have not treated the group as a complex system, thus attention has not been paid (often by multi-lateral institutions like the World Bank, etc.) to certain aspects of the group development process, such as the complex and discontinuous nature of change in groups and the identity transformation that can occur overtime. Without a strong understanding of how a group develops, the practitioners, they say will

simply be guessing at which tools will be the most appropriate for a given client situation, thus leading to unnecessary limited opportunities for intervention (Minahan and Hutton, 2002). This in essence will have effects on the level of harmony/ success that can be achieved when intervention programmes (such as the one under study) seeks to bring together collectively the aspirations of many thousands of people in communities (such as those in South-Kivu). In this case, the World Bank has to communicate with the people within the communities in South-Kivu, DRC to gain an understanding of what the people need or want to be developed.

These communication and exchange of information which passes between and across the boundaries of the various groups in the community can be called energy or influence. There are different forms of this influence. Some form of influence can be termed social power or psychological energy. This 'energy,' which is often in the form of information, is usually the main product of human relationships, and is a necessary element in the functioning of group development, and for empowerment. (Tamas and Whitehorse, l987; Yukon and Almonte, 2000). There are usually various kinds of social energy, and different people in a community hold varying amounts of these types of power. Some energy is able to help communities progress, while other forms can be unhelpful or retrogressive. Understanding how to help communities gain real and measured access to, and control beneficial types of this energy ought to be one of the main goals of development work which the World Bank should strive in its interventions.

According to Ledwith in 2005, he argues that Empowerment is not an alternative solution to the redistribution of unequally divided resources, rather he emphasizes that empowerment is more than providing the resources for individual person(s) to help a group of person(s) out of poverty, it is the act of providing the necessary tools and capacity to shape the person wholly and promote a critical way of thinking and consciousness. A systematic and critical focus of the core explanations on group development theory further emphasizes that:

(1) The complex and discontinuous nature of change in groups is often neglected, because the group is often not treated as a complex system.

(2) The attempt at understanding Groups oftentimes does not deal directly with group development processes, especially when the change process and key drivers of group-

change is intentional or deliberate (as those of the World Bank's Good governance Intervention programmes in South-Kivu)

(3) The existing explanation on group development predominantly sees negative emotion (such as the initial apathy shown by the locals towards participation on the project) as catalytic to group development, and oftentimes determinedly emphasizes the roles, pace and process of positive emotions.

Researchers (and by extension multilateral institutions) who share the group development and empowerment perspective in the analysis of community development and public service delivery, study social phenomena or undertake social intervention from the stand point of examining patterns of change and continuity in groups over time.

However, in any attempt of identifying the social variables which contribute to social progress and development of groups (such as the ones within communities of South-Kivu), there is always the need to seek to explain:

a. The quality of the output produced by the group (or alongside in this case, the actual behaviour change in society/good governance).
b. The type and frequency of its activities
c. The pattern of cohesiveness evident in the group, and
d. The existence and modes of group conflict identified within given contexts.

On the whole, this theoretical underpinning, though, expatiate the interesting inter-relationships and influences present in the complex web of this World bank's intervention project, it however specifically helps to provide focused explanations and points to the gaps of these knowledge-areas, and helps in creating the opportunity for new models of group development to be discussed by the World Bank and/or other multilateral organizations within the context of good governance intervention and development, as it relates to the empowerment of groups. This overview may also afford the opportunity to attempt to make some evidence-based explanations of other alternatives available for sustainable group development as deemed necessary within the context of a people's local realities.

Overall, this framework is adding to our knowledge-base and propelling us to think further rigorously in a new dimension about the approaches used, especially by multi-lateral

Institutions and development organisations, in the adoption of policy design strategies for good governance interventions, especially across Africa.

3.1   PROJECT FINDINGS AND RESULTS

This chapter presents the responses obtained from the online survey questionnaires designed and administered, to measure the impacts and/or effects of the World Bank's intervention project on actual behaviour change in good governance of the South-Kivu community and the quality of, and access to intervention activities and service delivery. The findings and results, as well as the opinions of practitioners and the villagers, were presented and explained in highlight and comparison with the previous achievements and reports recorded of the programme by the World Bank.

The chapter also attempted to describe the identified trends, elements and patterns of relationships and communication within the perspective of what the project stakeholders feel or perceived to be the true reality on ground within and outside of the project community. It then make a cursory examination, as it analyse the results, of what World Bank's expatriates positions and opinions are as against those of the stakeholder members of South-Kivu province.

SURVEY RESULTS

This results presented shows areas of improvement and impacts on the people and the community, as well as discuss programme short comings and areas where focus should be placed, and in the end attempt to highlight enriching information provided by respondents that can help guarantee good governance and group development sustainability while strengthening way-forward.

The use of graphical and statistical figures and tables was employed alongside the questions asked in the survey, to help present vividly the situations of impacts in the various categories studied. In all, a total 167 questionnaires were completed by the online

respondents via the Survey-Monkey research platform in the various questions categories and finally returned. This is shown below in table I.

TABLE I   **RETURN OF SURVEY QUESTIONNAIRE**

Categories of Respondents	No. Questionnaires Completed & Sent	No. Returned	Percentage
World Bank Project Staffs & Expatriates	48		28.74%
South-Kivu Villagers/ Public Officials	65		38.92%
Others (including Independent experts/ sector professionals/ neighbouring locals & other local & foreign stakeholders)	54		32.34%
TOTAL	167		100%

TABLE ll:

IMPACT OF WB PROJECTS ON PUBLIC ACCOUNTABILITY AND GOOD GOVERNANCE

Question No. 1 asked in Table II

To what extent do you think that World Bank (WB) inclusive governance programmes and PB projects in DRC has helped to reinforce public accountability in the country's good governance process?
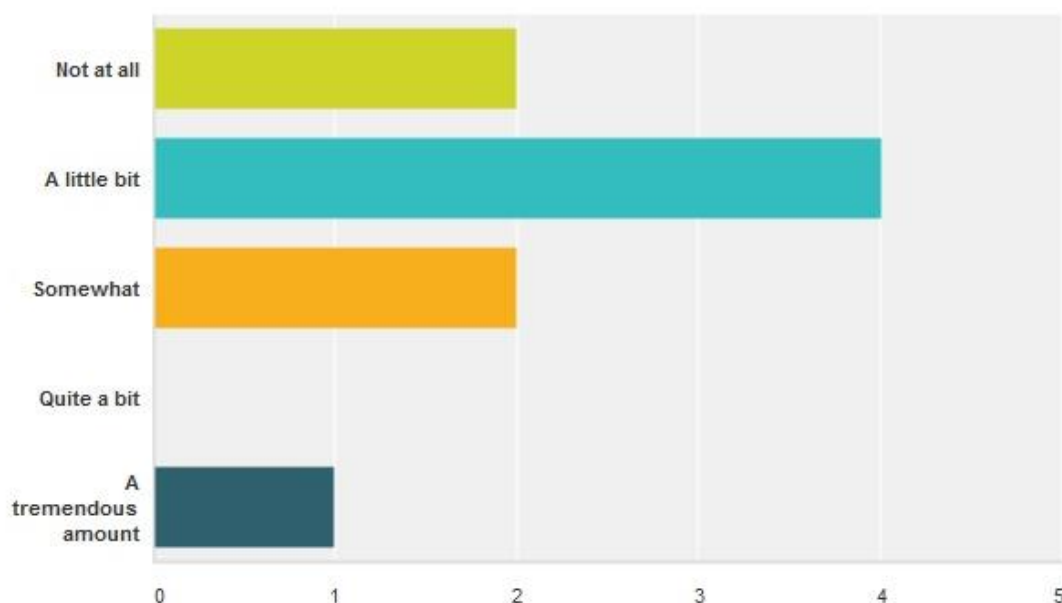
Answer Choices	Responses
Not at all	22.22%
A little bit	44.44%
Somewhat	22.22%
Quite a bit	0%
A tremendous amount	11.11%

Table II shows the dynamics in the opinions of the Respondents as it relates to their experiences about the impacts of the World Bank's project on good governance. It is clear that 44.44% of all the respondents believe that the project only has 'a little bit' of influence on good governance processes in South-Kivu. Another 22.22% even asserted that it had no influence at all, while a sizable 22.22% were not 'somewhat' sure if the project has any considerable impact on access to good governance.

Due to the fact that opinions vary widely in this regarding, it is instructive and noteworthy to mention that although access to good governance or change in behaviours in governance can be influenced by several combinations of factors and events, for the purpose of this research access to governance is being viewed and analysed within the contextual focus of the influence of participatory budgeting.

TABLE lll:

THE INFLUENCE OF WB CAPITAL POLICY ON USE OF TECHNOLOGY IN GOOD GOVERNANCE PROJECTS

Question No. 2 showed in Table III

To what extent do you think WB capital policy has influenced or encouraged the use of technology in its Participatory Budgeting and good governance programme in South-Kivu, DRC?
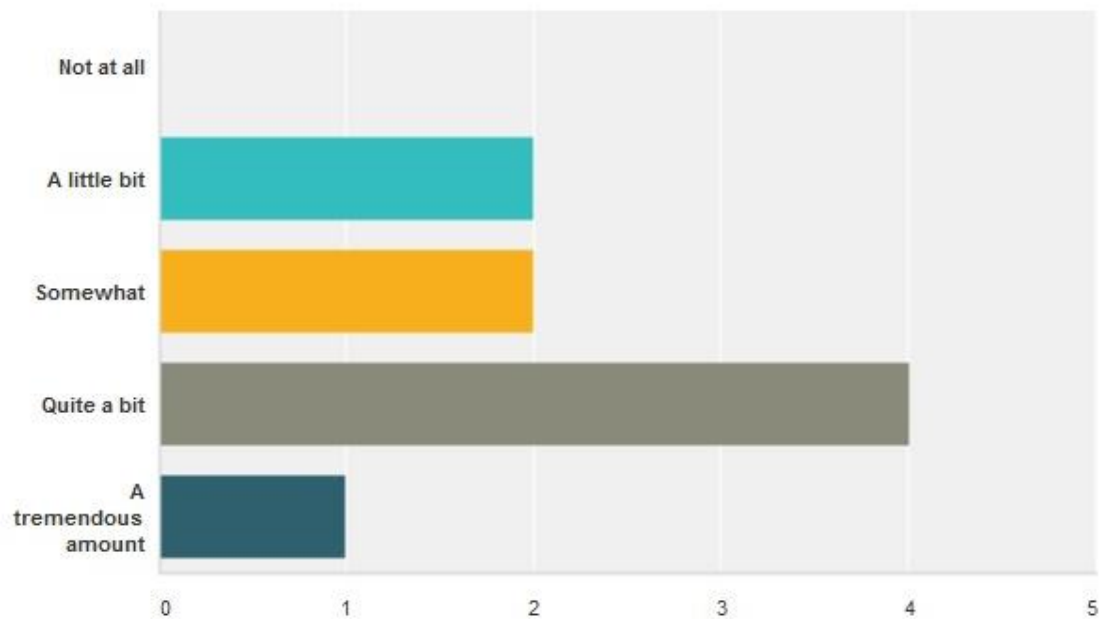
Answer Choices	Responses
Not at all	0%
A little bit	22.22%
Somewhat	22.22%
Quite a bit	44.44%
A tremendous amount	11.11%

In table III, the results shows that over 44.44% of World Banks expatriates, South-Kivu villagers and project stakeholders agree that WB capital policies do encourage the use of technology in its good governance programmes. However, the variability and patterns of usage were not often explained or left out. Whether this is deliberate or not cannot be explained. What is particularly important, though succinct, is the argument by some external evaluations reports that this does not necessarily connects or leads to reduction in tax evasion at the local level as claimed by the Bank. Whether this is true or not is left to speculation and can only be explored by further research study as it is outside the remit of this research study.

For the purpose of this work, it is important to note that influences in technology may change or vary from time to time, place to place and from one purpose to the other, a common denominator, however, is its characteristics of seeking to drive the knowledge-base and development of a people, elements or trends that it's applied to. Its relevance to government can be demonstrated in the changes it will bring to behaviour in terms of building willingness for local political leaders to be open, transparent and seeking to genuinely include citizens in the affairs of the locality or the State, without any special favour or abuse of position, power or authority. Though, this may not be the case in all situations, the majority of instances mentioned emphasized use of technology as fit for purpose.

IMPACT AND EFFECTS OF USE OF TECHNOLOGY IN GOOD GOVERNANCE PROJECTS

Question No. 3 asked …

In your opinion, would you say technology has helped to advance or affect good governance initiatives in DRC? Give reason(s)

A sizeable 56.40% of respondents disagree that technology has actually helped in advancing the course of good governance in South-Kivu, democratic republic of Congo. This in effect means that citizens participation on the good governance programme, does not effectively translates into demonstrated and measurable results in terms of encouraged use of technology. Some of the reasons advanced by local stakeholders are that because mobile phones and other technological facilities are not very accessible and effective in remote villages, it is very difficult to reach this vast number of the community's population, who constitute the bulk of those who should be deciding budget priorities. Because technology is constantly and fast-evolving globally, in poor countries like the DRC, with poorer communities as South-Kivu, many people are not financially capable to keep up with the pace of acquisition, thus rather than impacting positively on them, it has somewhat not contributed much to their lives in terms of true measurable development.

Quite apart from the challenge that it has become increasingly difficult to ascertain the exact impacts or effects of technology, most of the respondents asserts that there are still too many problems faced by the war-ravaged communities of South-Kivu province, coupled with the challenge that not everyone is educated enough, able or willing to understand and exploit the benefits of these technology.

In Luhindja, Bagira and Ibanda, a sizeable 14.73% of the respondents indicated that contrary to expatriates' claims and project reports that citizens are now empowered to participate in the decision that impact their communities, through processes that are more transparent, inclusive and effective more than ever before, the real situation on ground is not the same. They claim, that instead citizen's voices and choices has never been more at a low ebb, as many do not have a say in the decisions finally reached by members of the local political class and community leaders.

TABLE IV:

PROJECT DESIGN, OWNERSHIP, IMPLEMENTATION, MONITORING AND EVALUATION

Question No. 4 showed in Table IV

How often does the World Bank involve/engage the villagers/stakeholders in the design, implementation and monitoring of participatory budgeting and good governance programmes in DRC?
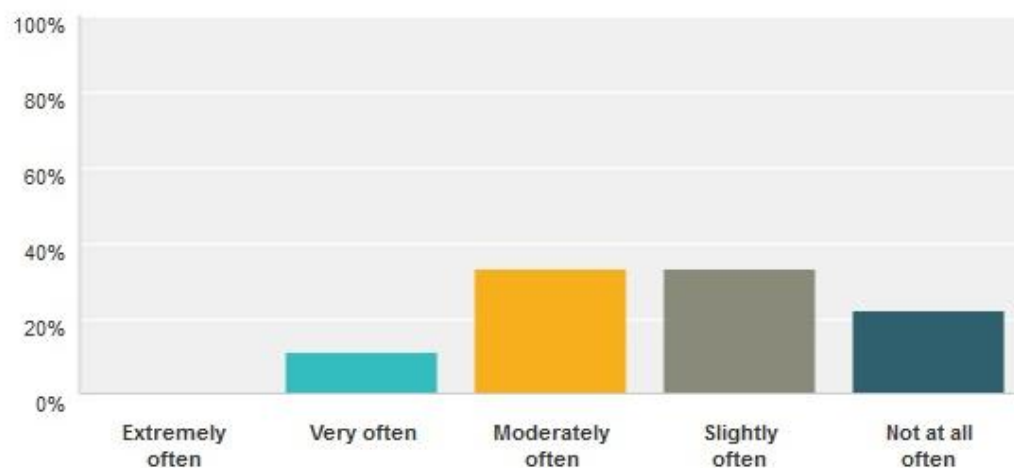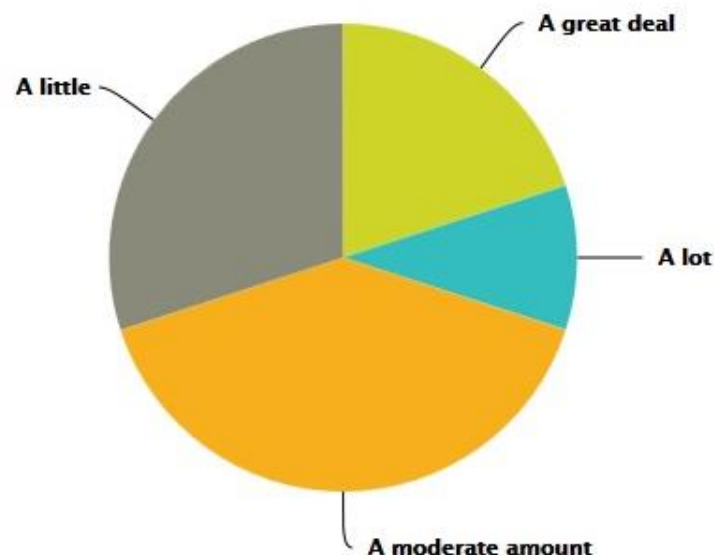
Answer Choices	Responses
Extremely often	0%
Very often	11.11%
Moderately often	33.33%
Slightly often	33.33%
Not at all often	22.22%

Though Table IV shows evidently about 33.33 percent of the respondents agreed that the World Bank 'moderately often' involve and engage the stakeholders in project design, implementation, monitoring and evaluation, while about another sizeable 22.22% of the respondents asserts that villagers and stakeholders are 'not at all often' engaged, which makes project ownership difficult from the standpoint of the villagers. The consequence of lack of real ownership of a project is the disconnections that will evident in people's participation and the level of acceptance that will be accorded the initiative by local stakeholders.

TABLE V: IMPACTS OF STAKEHOLDERS PARTICIPATION

Question No. 5 asked in Table V

Has Stakeholders participation always resulted in improved/ inclusive governance and public accountability?

Answer Choices	Responses
A great deal	20%
A lot	10%
A moderate amount	40%
A little	30%
None at all	0%

From Table V, it is indicated (by 40% of the respondents) that stakeholders participation on the project, only moderately resulted in actual behaviour change in governance of the community. The quality of intervention activities, access to good governance, accountability and service delivery still have identifiable limitations as another 30% of the respondents agreed that only 'a little' impact is made with the methods and strategies adopted on participation. This invariably indicates that the consideration and weight given to local ownership is *'very critical'* to the survival of programme design, engagement and participation.

It thus appear that local ownership and acceptance of projects, in this case, is basically explored as a sole element essentially linking the relationship between citizen's participation and the level of impacts and or change in governance behaviour achieved via the programme intervention. It would be proficient to argue thus, that participation and ownership of programme then becomes an indispensable *'sin-qua-non'* in any aspect relating to development. Although, this argument is debateable, especially with the differing opinion presented in parts of the result, however it has added to our knowledge within the context of development.

CHALLENGES FACED BY WORLD BANK IN ITS GOOD GOVERNANCE IMPLEMENTATION STRATEGIES

Question No. 6 asked …

In you opinion, what are the challenges/
difficulties that the WB faces in its
implementation strategies during
Participatory Budgeting and inclusive
governance projects in DRC?

Some of the challenges and difficulties mentioned include:

1. The challenges of building formidable partnership that can enhance local ownership.

2. The complex research and dissemination processes that villagers, local and uneducated people do not often understand.

3. The lack of proper local engagement platforms or organized groups on ground at the intervention communities.

4. Transportation to local and remote areas.

5. Corruption and lack of local accountability and clarity.

6. Lack of education and/or adequate skills of local project-champions.

7. Lack of organized local representative, and sometimes the attendant issue of their legitimacy.

8. Problems associated with extreme poverty.

9. Lack of strong government institutions, and adequate cooperation of State and local institution/people.

10. Security problems.

A major challenge that was chiefly mentioned by all respondents is the perpetual war situation in the South-Kivu province that has eaten to deeply into the fabrics, values and ethics of the communities. The majority of the respondents, including some independent World Bank expat opined, it will take longer before World Bank's participatory budgeting interventions and other multilateral e-governance programmes reflects and have a meaningful impact on the lives of the locals.

A majority 52.46% of the respondents also think that World Bank is more complacent in dealing with the 'usual suspect' while many others are side-lined in the community. These categories of respondents seem to imply that inclusive governance will only be genuinely, when marginalized people enhance their critical awareness, understand the issues of power relations and power dynamics, which will enhance their political capabilities for their voice to be really heard. They submit that without these, the efforts for change in governance behaviour will only have come to nought.

TABLE VI:

DEMOCRATIC REPUBLIC OF CONGO AND THE CHALLENGES OF GOOD GOVERNANCE

Question No. 7 showed in Table VI

Would you agree that DRC represents a composite terrain, fundamentally lacking in, and has a skewed sense of good governance?
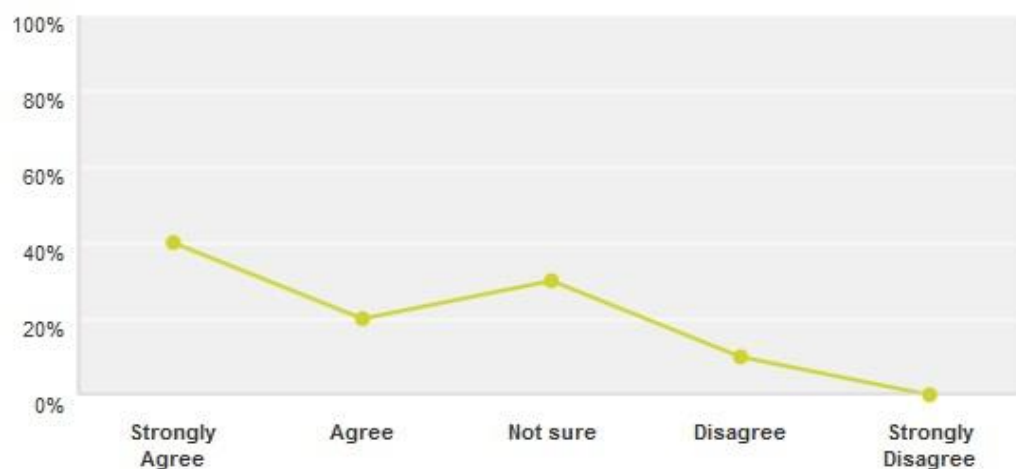
Answer Choices	Responses
Strongly Agree	40%
Agree	20%
Not sure	30%
Disagree	10%
Strongly Disagree	0%

Table VI vividly showed that a sizeable 40% of all respondents surveyed strongly agree that the democratic republic of Congo (DRC) represents a complex terrain challenged with factors which could handicap public accountability and good governance behaviour. This, perhaps may be due to the prolonged years of disputes, conflicts and war situations in which the country has been subjected, where State institutions and local authorities has been extremely bastardized and degraded to almost non-functional state in which it currently is. For a people, who have been faced with such prolonged war situation lasting over a decade and still continuing, there is little doubt they may have been proned and

subjected to bad leadership, entrenched institutional corruption, non-existent and non-functional governance and administrative institutions. In the survey, about 20% of the respondents even agreed that, due to these same factors, the people have had, or being led to a skewed/poor sense of proper governance. Whether this is true or not is a topic for another debate and stands to be countered or supported by further research work, as is not entirely within the remit of this research study.

Although, it may be argued that the concept of good governance is relative from place to place, time to time and from region to region, and even may have different connotation to different kinds of people; what constitute good and proper government in any society is not essentially determined by a single factor and may be a combination of several multiple or complex factors all knitted in explaining what a people truly considers 'good' enough to be regarded as such within their own local socio-cultural, economic and political environment or context.

A poor sense of good governance may also be an attributed consequence of a society or community lacking in cohesion, mechanisms for building consensus and a spirited means of creating, maintaining and sustaining group development, in a structured way that reflects choices of people, and that connects to long-term development of the community. The recent uprising and conflicts between the rebel factions and the government in democratic republic of Congo, particularly in the eastern region and the South Kivu province, is the latest in a pattern of the decade-long deteriorating security and massive violations of the international human rights and humanitarian laws. Rebellious factions and several other armed groups have refused to join the transition process, thereby using violence, force and internecine strife's to oppose every attempt at integration into the new DRC, and challenging the authority of the fragile DRC transition government.

Quite apart that several World Bank researchers and expatriates had documented the gloomy economic situation, several war crimes stories, other World Bank programme situation reports, and some forms of human rights abuses --- which includes summary execution, looting, deliberate arsenal attacks, Rapes and abuse of women and children, some of which were committed because of ethnic chauvinism by the various fighting groups, the World Bank has not changed, or at best, reviewed its outlook, policies and

intervention strategies, in ways that is suggestive that they genuinely care about the plights of the local Congolese population, whom the development intervention programmes are being targeted.

TABLE VII:

ACCESS TO PROJECT/PROGRAMME RESOURCES, SERVICES AND SUPPORT FACILITIES

Question No. 8 showed in Table VII

Do you think that Stakeholders in South-Kivu, DRC have adequate access to World Bank's project intervention resources, services and support facilities?

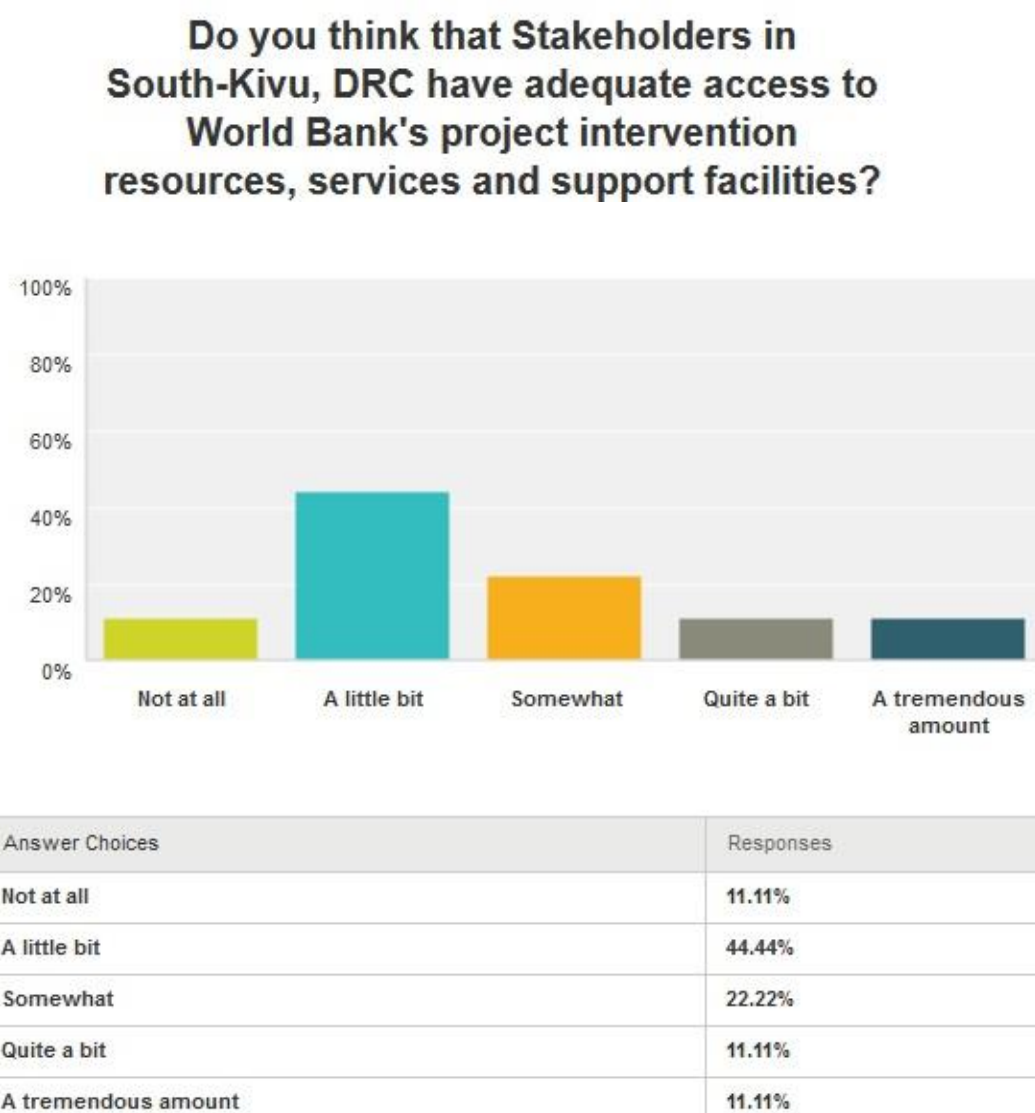| Answer Choices	Responses
Not at all	11.11%
A little bit	44.44%
Somewhat	22.22%
Quite a bit	11.11%
A tremendous amount	11.11%

Table VII shows that 44.44% of respondents agree that the people of South-Kivu had 'a little bit' access to project support facilities and resources as against the 11.11% who objects that

there is no access at all. What is not mentioned here is the variability in the level of access, and which support facilities or resources in particular were access provided the most during the intervention. What is clear however on the other hand, is that a sizable 22.22% of the respondents, which includes majorly the villagers and local stakeholders are 'somewhat' not clear as to whether adequate or proper access were provided, which again boils down to the issue of acceptance and ownership of the project in the first place. This kind of situation makes ownership a very critical factor to consider in any intervention or development efforts.

Quite apart from the preliminary external evaluation reports of the intervention claiming, that beyond creating a more inclusive government, where the citizens had 'extra' access to the programme resources and support facilities, the project reported that the ICT4Gov policies applied in South-Kivu to enhance citizens participation translated in demonstrated and measurable results, especially in terms of helping to mobilizing more public funds for services for the poor. This perhaps, may be advanced as an argument, for making the case for how the return of investment on open government approaches becomes pivotal in determining the directions for community development (Weber, 2011).

As it has now been established, the knowledge obtained from the survey has proven instructive in the direction, that project reports and evaluations may sometimes indicate (for known reasons) that citizens has been empowered to participate and take decisions impacting their community, through processes that are transparent, inclusive and effective, however the true situation on ground with the people may differ and may be reflectively the opposite. Why this may have often being the case with most projects/programmes and interventions conducted in developing countries as those of Africa, are not entirely clear, but sure can however be explored by further research.

QUALITY OF INTERVENTION ACTIVITIES AND SERVICE DELIVERY

Question No. 9 asked …

In what ways do you think that the World Bank can further contribute to the quality of intervention and support facilities in South-Kivu, DRC?

32.47% of the respondents stated that training the local people and encouraging them to engage between and amongst themselves, especially in relation to project design, monitoring and evaluation (PM & E) is more beneficial in the short, medium and long-term, instead of leaving experts who knows little or close to nothing about local realities on ground in the community, to conduct pre and post-project organisations, monitoring and evaluations. Some of the respondents assert that allowing and involving local stakeholders to do actual planning, designing projects, implementing and monitoring programmes will entrench a feeling of ownership, and promote acceptance, which will help in the reflections on true local realities, as seen by the people themselves.

A total of 15.40% of the respondents mentioned, that World Bank should continue to supplement funding, on a short, medium and long-term basis to stimulate pre, during and post-project phases as well as evaluation, in order to fully exploit the learnt and shared lessons and consolidate on post-project benefits of intervention programmes. This could also be used for further replication elsewhere or kept as a data-base for use on subsequent projects/programmes. They also said that World Bank should endeavour to involve more local NGO's and ensure they are leaving behind, with local project-champions and stakeholders, adequate resources which they could fall back on or tap into for sustaining the projects recorded achievements.

The survey also showed about 86.02% of all the respondents agreeing that World Bank should start talking more to ordinary people directly instead of relying heavily on its project expatriates and researchers. This group of respondents seem to asserts that the process of critical learning and controlled group-development should be part of the process, and this should be supported and facilitated (also with investment funds) so that ordinary people are more able to name the real issues, question and challenge the wrongs in their communities. Some of the respondents interviewed also opined that a comprehensive work of interventions and awareness still needs to be done pre, during and post-programme, in order to sufficiently influence local policy formulations and good governance practice design on the long-term.

Communities where the quality of project intervention and access to support facilities are minute reported, that although local stakeholders were partly aware of the existence of a

development programme facilitated by the World Bank, most of them do not understand they are the intended beneficiaries. A sizeable 24.47% also cited that the World Bank should integrate peace resolution mechanisms in their intervention strategy of conflict-affected communities like South-Kivu province, for good governance and public accountability to truly take its roots. Whether there is a correlated relationship with between the quality and access to support facilities and the need for a peace resolution mechanism is not, however established in the survey responses, however, what is succinctly understood is that, though human and capital policies, as those of the World Bank may not directly relate to access to service delivery, they can however point to the fundamental channels that is necessary for the realization of peace within or outside a particular community.

IDENTIFICATION OF RESPONSIBLITIES OF PROJECTS-CHAMPION AND TARGETS BENEFICIARIES

Question No. 10 asked …

Whose responsibility do you think it is to ensure and promote good and inclusive governance in South-Kivu, DRC?

Over 91.87% of all the respondents agree that the responsibilities to promoting and ensuring good governance lies with everybody – both citizens, government, local NGO's, multilateral institutions and/or any other who holds a stake in the community. However, a sizeable 54.32% of the respondents specifically emphasized that the responsibility primarily rest more with those who have more power and control over the resources and programmes (and not the ordinary people). They refer to the World Bank as an institution and the leaders of local government structures.

These respondents inferred, that the people of power and position need to be open, transparent and with clear progressive agenda of social justice and equality in mind to lead the movement for good governance and public accountability. They opined that people who are socially excluded and marginalized may not really be expected to promote good and

inclusive governance to the same level as those people involved in government, when they themselves suffer exclusion. In effect, their argument indicates that much as the onus for responsibility is viewed as the prerogative of everyone, the people are only responsible to the different extent and in the different ways, depending on their ability to access power and resources.

On another note, 47.81% of all the respondents, including some of those interviewed suggested that the onus of responsibility for good governance lies solely with National and/or Regional government, key stakeholders and local NGO's as well as the international community and institutions such as the African Union (AU) or the United Nations (UN). Whether this is acceptable to be true or not, the obligation for the development of a community is relative, and though, may vary from place to place or from time to time, depending on the contextual situations of development within or outside the territorial space, irrespective of whom or what is involved. What adds to our knowledge in this is the dimension and the pathway negotiated in achieving this obligation, as well as the beneficiaries to whom a particular development initiative is targeted; and also the ways and strategies devised to reach and get meaningful feedbacks from this group. In the end, whether project-champions and post project analysers deliver project-truth on promise or not, and/or development targets are met or not, the factors that propels the vision for development, in the first place, would have been influenced, in such a way that it leaves something worthy for the community or people to reflect on long after when the intervention has ended.

CHAPTER FOUR:

ANALYSIS AND EVALUATION

In this chapter, an attempt is made at exploring a detailed examination of the structured responses and significant information and elements obtained from the survey, as it relates to the broader contexts of improving and encouraging public accountability and good governance. This chapter also takes a cursory comparative look at the positions and perceptions of World Bank practitioners and the prevailing opinions of South-Kivu stakeholders. The concluding part reviewed the various efforts by the change-agents before, during and after the project and attempt to draw out lessons on the values that the mobile-enhance participatory budgeting intervention in South-Kivu has added to the good governance and open public accountability struggle in the province, and in the Democratic of Congo (DRC) in general.

4.0 ICT -MEDIATED PARTICIPATORY BUDGETING IN SOUTH-KIVU: LESSONS LEARNT FROM PROCESSES AND ACHIEVEMENTS versus CHALLENGES AND PROSPECTS

The information and results gathered from the primary data obtained during the survey seem to point to evidence that strongly indicated that the World Bank policies intensively encourage use of ICT to promoting good governance. However, it appears, nevertheless that the often-preferred mode and form of this technology (i.e. mobile phones, SMS and or emails, etc.) does not seem to have a massive impact towards changing governance behaviours, particularly (participation and accountability) in South –Kivu, in a way that leads to more openness, transparency and inclusiveness. The immediate implications of this in the intervention towards governance process is, that as citizens receives invites via SMS messages and attend budget-setting meetings; casting their votes of preferred priorities, and feeding back opinions via SMS, while also deciding which priorities they would like to see addressed in their communities, the underlying apathy that the people experienced in their inability to access the opportunity of being part and parcel of the whole project/programme designing, coordination and facilitation, does have an overall and

proportionate potential of disconnecting them from the project. These also can consequently make acceptance and ownership more difficult for the local stakeholders from a program point of view, for a project that is originally aimed at resolving their own problem. It could also prove a daunting for the foreign field researchers (presumably from World Bank) who are relying on the local knowledge of these stakeholders and project-champions to enable them conduct a strain-free and adequate research, which will be useful and relevant to the phenomenon under study.

A larger part of the information and responses obtained during the survey also pointed in the direction, that although, the provincial government have been increasing the capacity of the local government, to better allocate community resources, the prolonged and perpetual series of unrest, riots and armed conflicts supported by foreign governments, which fuels and encourage unending economic mismanagement from the politicians, often thwarts the progress and the achievements already recorded, and plunges the community back in a sudden and unending vicious-circle (DFID, 2008). This recurring situation has had far-reaching contextual implications and consequences for World Bank's policy formulation mechanism in the region, quite apart from having a blow-back effect for the locals' livelihoods.

Other challenges such as those associated with decentralization which impacts on the success of coalition-building and the formulation of participation policies in the community are also still not fully implemented or respected by the Congolese national government and their local counterparts. Since the country receded into war since 1998, these ideas and initiatives, has perhaps, never been put to practice again, thus to some extent de-legitimizing them over the course of the years. With the current situation now, the prospects of renewing the interest of citizens to believe in or acknowledge the possibility of good governance seemed waned, as local authorities (accused alongside their friendly experts) more often than not abuse their own powers rather than use it in the interest of the population. To this extent, some respondents even mentioned that a strategic way to mitigate this kind and level of abuse is not simply by going through the almost non-functional judiciary system in the republic, but by engaging and equipping the civil society with more resources to be able to promote and articulate their voice and create platforms, where their choices are attended to.

4.1 WORLD BANK PRACTITIONERS POSITIONS AND SOUTH-KIVU STAKEHOLDERS PERCEPTIONS: A COMPARATIVE OUTLOOK

Following World Bank's review of the poverty reduction strategy paper (PRSP) that was adopted in DRC in 2006, many of World Bank project expats and practitioners took the position that the overwhelming poverty situations in the DRC can be controlled, even though its dimensions varied substantially across the region (Sambanis, 2004). Hence the World Bank good governance initiatives was conceived, primarily to intervene, build awareness and strengthen the sentiment, that institutional weakness, including poor governance and lack of transparency and accountability were major contributors of poverty in democratic republic of Congo (DFID and SIDA, 2008)

As the mobile-enhance participatory Budgeting initiatives for good governance take shape and roots in the various provinces across DRC, practitioners initial aim and position was to restore sound public financial management, in order to address the vast development needs. However, the challenge of creating, maintaining and increasing the fiscal space as well as improving the efficiency of public expenditure was one that the South-Kivu local stakeholders have to quickly embrace within a post-conflict context. With an aged-long, acute and weak treasury management system, combined with a severe liquidity constraints, causing prolonged delays in expenditures processing, and creating political favouritism for only the well-connected, it becomes instructive that World Bank expat has to integrate monitoring and follow-up mechanisms in their intervention strategies, which is although sometimes not favourable to some of the corrupt locals, due to the expenditure tracking method involved. This perhaps, may be advanced as the reason which somewhat led to the communication challenges, that had vast implication for the intervention.

For the WB practitioners and field researchers, even when proper framework exist and rules are defined clearly, local underpaid stakeholders and demoralized civil servants still get tempted by opportunities to circumvent them. Some of the local stakeholders on the other hand, also feels their situation is more often connected to their being victims of a fragile coalition government, which is often disposed to consuming their time and energy only in initiatives that largely benefits their international expatriates cohorts and partners in crime.

Whether this situation reflects what impacts, or affects the overall quality of intervention activities and service delivery is entirely debatable, and is not unconnected to the stated objectively verifiable indicators (OVI's) considered in measuring World Bank's success in the participatory budgeting and. good governance programme.

The most important lesson to draw out from this experience are that although, there may be different justifications and arguments regarding the characteristics and factors which informs the opinions and perceptions of both the World Bank practitioners and the South-Kivu local stakeholders, the denominating consensus for action towards good governance and public accountability can always be attributed to the aspirations and need to enhancing transparency for the constituent. Whether this comes in the form of engaging citizens to be more involved in the decision-making process or it is just engineered as a tool only for the efficient allocation of limited budgetary resources and improved service delivery, there are more likelihood that it will both serve to promote social inclusion of the poor and marginalized, while going a long way to helping local governments and the citizens in the fight and elimination of corruption (MDP ESA and World Bank, 2007).

4.2 TOWARDS DRAWING A MODEL FOR PROJECT OWNERSHIP AND DESIGN OF MOBILE-ENHANCED PARTICIPATORY BUDGETING IN SOUTH-KIVU, DRC

As survey results indicated, 22.22% of the respondents suggested that the World Bank officials or field researchers does not at all often engage or consult adequately with the local stakeholders during project pre-planning, designing and implementation stages. Also there is little or no proper engagement during the more important monitoring and evaluation (PM&E) stages. The immediate consequences of this trend are, that systematic data on which to base focused intervention and detailed analysis of the true local realities of the people are scarce. The overall implication for project evaluation of the mobile-enhanced participatory budgeting initiative for good governance is that strategic project reports and progress reviews will at best rely on educated guesses and unreliable small or unverifiable sample surveys. Given this form of challenge and those associated with the constraints of building a successful project-model, the World Bank mobile-enhanced participatory

budgeting initiative for good governance in South-Kivu, could have been more improved only if priority sectors and stakeholders (through well thought-out and targeted consultations with the authorities) are accorded their proper place and functions in the project.

With the full initial assessment and baseline knowledge, the perception and anecdotal evidence that the democratic republic of Congo's wealth is not shared equitably amongst its population is a major factor understood to be leading to the war in the territory. Armed with this, the World Bank shared commitment and efforts towards instituting a model and foundation for true and sustainable development could translate in the right direction once the appropriate investments are made, and the essential policies are being implemented. A practical way to begin this process, is to take a useful stock of the progress already made in the area of public financial management in the province, and to encourage all the stakeholders to agree on (or at least discuss) the way forward (DFID, 2008). This can be followed by post-project recommendations on how to further strengthen the State budget formulation process and improving reconciliation of the different sources of project data as well as modernization of budget classification.

With these strategic tools and instruments, backed up by appropriate computerization skills programme, local political leaders and project champions will be able to explore and improve execution of budget and sustain programme benefits, thereby sustaining local ownership and acceptance on the long-term.

CHAPTER FIVE:

SUMMARY AND CONCLUSION

In this chapter, a short brief of the critical factors, contexts and objectives identified in earlier chapters, informing this end-line research study is described while concluding on the outcomes of the intervention programme. The chapters also highlights shared and learnt lessons and recommends way forward for the World Bank, as well as the local stakeholders in South-kivu, DRC while projecting the significance of research and its benefits to development endeavours.

5.0   SUMMARY

In Summary, the concept of participatory budgeting is one that is fast growing and accepted as a viable tool and means of engagement towards enhancing good, open and transparent government in the 21ST century communities. PB creates a process of prioritization and conjoint decision making through local communities representatives and local government. It in essence evolve a public sphere and form of system, which creates the possibility for the population to make their demand and needs known with an emphasis on the specific local problems, that explores conditions and alternatives for the future (Matovu and Takawira, 2007).

That said, participatory budgeting as a process whereby communities work together with elected representative and officials to develop policies and budgets in order to meet the needs of their communities, makes the work and intervention of multilateral institutions as the world bank become pivotal in the global framework of alleviating poverty and enhancing coordinated and targeted development (Economic Justice update, 2001: 1). What is important to take note in the whole mobile enhance PB intervention experience is, that citizens' participation is not only an instance of acting to vote or limited to enacting political executives, but also the opportunity it affords citizens to decide on spending priorities that is directly and indirectly related to their wellbeing and development and have power to influence or control the management and activities of their local government.

Putting this within the preview of the mobile enhanced intervention, one may be quick to reason that the World Bank capital intervention and policies is approximately justified, especially if one were to consider the capacity it contributes towards deepening local democracy and expending opportunities for good governance. Aside from this, this intervention, as engineered by the bank, has also offered local government, the civil society and the private sector the benefits of direct involvement in budgeting process, which is resulting in greater accountability of governments to their citizens.

With the findings from the survey results, it is clear that opinions and perceptions varies across practitioners and local stakeholders, what is instructive however is that a greater call for openness, accountability and transparency as well as the zeal to make available better service delivery; better prioritization of social policies and a constantly renewed need for enhanced decentralization, are the outstanding denominators that is required for participatory budgeting and change in governance behaviour of the community to thrive positively towards a responsible public accountability practice.

Summarily, though a reduction in corruption practices is also pivotal to enhancing open accountability, the need to increase the process for transparency and information access is of more extreme and prime importance, particularly for developing economies like those of Democratic Republic of Congo (DRC), where unending situations of war and conflicts has plagued its communities for over a decade.

5.1 EXPECTATIONS

Deepening local democracy and effecting change in governance behaviour, to promote transparency and public accountability is not simply a matter of enhancing a spirit of openness or public ownership of development programmes and projects. As citizens' experience targeted interventions like that of the mobile-enhanced Participatory Budgeting by the World Bank, they build and demonstrate some sense of ownership because of the feeling that they perceive of public investment. This can lead to some expected reduction in

vandalism, create a willingness to want to pay government charges and fees regularly or increase their zeal to voluntarily want to support public initiatives and pay their taxes regularly. These expectations will necessarily lead to some form of positive change in attitude towards their local government thereby making easier to enlisting their support for initiative aimed at public accountability.

On the other hand, the World Bank being the major project stakeholder here does not perceive the process of change in governance behaviour the same way members of local communities see it. If anything, as expats research and come up with new findings and knowledge about how community responds as a group of development, they essentially will argue that the expectation for building project or programme is far removed from the real problems facing the community and less concerned with finding interventions addressing these problems (World Bank, 2012).

A fundamental argument posed by some World Bank researchers within this purview is, that the current challenges of decentralization lies in and requires a self-conscious citizenry whose right, first of all needs to be protected-including the right to being respected by government and the right that government responds to their needs, while allowing them to express their opinions and voice(Thindwa, 2009).

With the mobile-enhanced participatory budgeting programme in South-Kivu, some of the lessons highlighted, that the expectations of stakeholders does not necessarily include a pre-conceived opinion about World bank aims; it involves rather more, a perceived need for open communication and the willingness of the people to be listened to when they have important things to say about their community. That said, a critical question that then reverberates from this would be, how participation and group development should be institutionalized in such a way that it essentially increases accountability and responsiveness on the part of government. This way consensus building would be much easily achieved, in order to manage the scale and levels of diversities and polarization found in conflict ravaged communities as the South-Kivu.

5.2 RECOMMENDATIONS

For World Bank human and capital policies to become more efficient and functionally operable towards the enhancement of good governance in countries like Democratic Republic of Congo and the poor communities like those in South-Kivu province, the World Bank and its experts and researchers, should aim more at the formulation of reconstruction strategies and policies from the long term perspective. They should essentially aim, that this is done within a participatory approach that consists of mobilizing the different segment of the Democratic Republic of Congo's society in a structured and targeted manner. And as the local authorities encourage and engage citizens to actively participate in the inclusive governance process, the population will respond with meaningful representation to facilitate and monitor the process at the provincial and territorial level, once they know the engagement process proves credible and the participation tools for making people conscientious about their role in development is openly communicated, discussed and made accessible to all, without any form of restrictions.

The lack of initial trust on the part of the citizenry towards multilateral institutions like the World Bank, which has done real and untold damage to the process and engagement of participatory budgeting over the years, will not be further compounded by the argument that the approach taken by the World Bank in organizing national reconstruction initiatives and good governance programmes has not been adequately people-centred and grassroots'-development driven. Some authors argues that, if the World Bank approaches has been predominantly people-centred or grassroots-driven, the results and outcomes of interventions would essentially equip individuals; promote cohesion and understanding that can, in the long-term lead to measurable development (Weber, 2011).

Whether a sound public engagement and government spending will help determine this course of economic development and social equity will then be dependent on the push that is given the civil society in delivering quality public services that is consistent with citizens' preferences. The roles of multilateral institutions as World Bank may then be reviewed within this purview of its relations with citizens and their governments towards the instance of genuine development.

5.3 CONCLUSIONS

On the whole, it is now understood that investment-intensive interventions or value-laden development programmes does not necessarily leads to real and genuine development. Even though the World Bank works to promote poverty reduction an sustainable development by empowering the poor to set their own priorities, control resources and influence the government, market and civil society institutions, the real onus of assuming long-term responsibility for development comes with strategically influencing individuals, government and private institutions; being genuinely responsive to the peoples' choices; being inclusive and accountable, as is expected of intervention communities.

With regard to the nature and form which World Bank policies and programme designs has taken, the implementation of development works will continue to reflect the realities and biases inherent in both society and the institutional flaws of the Bank. Whether this will help in effecting good governance behaviours in the long-run is an issue that will be determined overtime in the course of development. As the contexts and socio-cultural experience changes and reflects the challenges, as well as the opportunities in each community, the change-agents which will influence good governance, will naturally identify and play their roles in the scheme of things, while the World Bank as an institution stands its test of time.

In all, the impact of the mobile-enhanced participatory budgeting in South Kivu has not been a wholesome one compared to the benefits other communities experienced with the application of technology towards changes in governance behaviour and service delivery. Whether this is entirely unconnected to the war in Congo has not been fully established, but can however be explored in further study. On the whole, the World Bank intervention has added to our knowledge of what should consist of development initiative, as well as which dimensions are important and necessary for the World Bank to stabilize and improve its policies for further development interventions, especially in Africa.

5.4   FINDINGS

Changing governance behaviours and making services work for the poor people is not as straightforward as it initially seem. Whether the World Bank intervenes or not, the public sector of most developing countries is often the target of numerous criticism. This is largely due to the situation that it is often bedevilled by lack of or no infrastructure, absenteeism of service providers, poor quality of services, non-transparency, corruption, discrimination, favouritism and political high-handedness (Social Development Notes, 2003).

According to the findings of this research study, these factors have a way of affecting the level of stakeholders' involvement in development initiatives, especially as it concerns project, monitoring and evaluation (PM&E). Nevertheless, the level of stakeholders' participation in a development project, especially in communities such as war-ravaged South-Kivu, could only be revitalized by making services work for the people.

The roots of these service delivery problems have thus been identified:

1. Either the government is misallocating resources – i.e. spending on the wrong goods and the wrong people.
2. Or the resources never reached the frontline service providers.
3. It may also be that the incentives to providing services may be weak or discouraging.
4. The demand-side failure resulting from people not availing themselves of the services provided to them.

In whichever way we would be looking at it, participatory budgeting must necessarily involve the civil society to actually partake in making the public budget; and the use of technology, in this case, by multilateral institutions like the World Bank is just one of such drive and attempt at stimulating the civil society towards this all important demand in change in governance behaviour. Whether this change actually happened in South-Kivu, Democratic Republic of Congo though is still a subject of several debates, however this research has added to our understanding of the current situation thus far, and has in the end shed light on the intrinsic areas not earlier mentioned in previous reports.

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