

HOPE FOR DEMOCRACY

25 YEARS OF **PARTICIPATORY BUDGETING** WORLDWIDE

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EMMY MBERA & GIOVANNI ALLEGRETTI

PARTICIPATORY BUDGETING AND THE BUDGET PROCESS IN THE SOUTH KIVU PROVINCE

Abstract

Very often, Participatory Budgeting (PB) is examined as a separate process from regular budget processes, being read as a sort of “sectorial policy” which provides, at the same time, dynamization of local institutions and the social fabric, but has a limited impact on the general budget process. In this respect, the experience which started in 2011 in the South Kivu Province of the Democratic Republic of Congo represents a rare case. This is because since the beginning PB was set imagining that it could have a meaningful impact on the local budget of involved municipalities, and in relation to the transfer of resources granted to them by the Provincial Government. For this reason, this article examines the Participatory Budgeting process of South Kivu from the perspective of the general budgeting process. It tries to highlight a number of activities and decisions in relationship with the PB process that were able to go further than the mere promotion of more democratic decision-making and budget transparency. The PB hierarchy structure and its backup structure, as well as political commitment, contributed to facilitate the success of the process. Decentralized entities have been trained on how to associate citizens during the preparation of budget estimates and key stakeholders have been involved to facilitate the process. Revenue collections have registered improvements as well as intergovernmental transfers to be received by decentralized entities from the provincial government, while local authorities became more realistic in doing their estimates about the future revenues and expenditures. Up to now, citizens have been associated with the determination of investment priorities for the fiscal year 2012 & 2013. This has disclosed some new interesting challenges for the future improvements and scaling-up of the experiment.

Introduction

Public budget refers to the document that contains a forecast of governmental expenditures and revenues for the ensuing fiscal year, which in many countries does not correspond to the calendar year. It constitutes the key instrument for the expression and execution of all government policies in the sense that it enables the guidance of economic, social, political and other activities of a community in a certain direction, in order to realise predetermined goals and objectives. It is also supposed to be a central tool for making executive governments accountable through the control of assemblies (which also include members of the oppositions) and to inform citizens about how their taxes are being used. So, it is a “core” political tool, despite having been gaining a progressively high level of technical complexity that has distorted its public perception, so that many people think it is mainly a “technical tool of gover-

Keywords

Participation,
Budget process,
Participatory,
Budgeting,
Budget .

¹ Jack R. Huddleston: An introduction to local government budgets: A guide for planners, Madison, Wisconsin, 2005, pág. 2

² Mihály Hőgye: Theoretical approaches to public budgeting, Budapest, 2002, pág.

³ Anwar SHAH: Public sector governance and accountability series, local budgeting, Washington, 2007, pág. 27

⁴ DRC: Law No 11/011 of 13 July 2011 on Public Finances, Bukavu, article 3 (4) & (5)

⁵ Ugandan Local government budget committee: General Guide to the Local Government Budget Process for District & LLG Councillors, NGOs, CBOs & Civil Society, online accessed: www.lgfc.go.ug/archives.php, p. 13

⁶ Mihály Hőgye: Idem, p. 6

nment". As has happened in other continents, during the African decentralization and democratisation processes, many countries have transferred central government responsibilities to local, provincial and/or regional governments. One of the advantages recognized for local governments is that they are keener to relate their fiscal and budgetary tasks with principles of responsiveness, citizen participation, accountability and improved revenue mobilisation. Being that it is the local government's budget that usually determines which public priorities will be addressed each year and how public funds will be generated and who will pay local taxes, it is possible to imagine that local governments' budget tends to reflect the overall health of the local economy, and so becomes the place where public scrutiny is focused¹.

The Government of the Democratic Republic of Congo (DRC) is a late-comer to the process of decentralization, which started in 2006 as a new mode of management of public affairs. Through its activities program for five years, from 2007 to 2011, the DRC government has raised a number of options related to the principle of good governance, decentralizing some functions to the Provincial level, and others to Cities, Districts, Sectors and Chiefdoms. The South Kivu Province, which is one of the 10 provinces of the DRC, is in a difficult zone plagued by several years of ethnic and political tensions (and so hosting a very large number of international aid institutions), decided to experiment with the Participatory Budgeting process (PB) in April 2010 as an option for enhancing the transparency in both the budget process and improving the budget itself.

This paper intends to describe how PB is working within the budget process of the South Kivu Province and to figure out its possible contribution to the transparency and improvement of the budget. Therefore, it is structured in three parts. The first summarizes the local budget process and its major steps; the second is devoted to understand the participatory budgeting process in South Kivu province; and the third tries to depict the trend of some activities carried out in relationship with the process, mainly in the administrative and financial domains.

1. Public budget and local budget process

Public budget, according to Mihály Hőgye², can be regarded as the key instrument for the expression and execution of governments' economic policies, being the "core³" of the system of fiscal administration and a sort of "filter" between political promises and the measures that an administration concretely implements. Its functions include coordination and control of public spending to reach predetermined goals which constitute the spine of political/administrative programmes of public institutions. By definition, public budget is the process of planning, adopting, executing, monitoring and auditing the fiscal program for the government for one or more future years. An important aspect that is worth underlining – because it is often the object of a spread of misunderstandings, even among members of public institutions – is that a provisional budget does not immediately constitute an amount of resources in a safe-box which could be immediately spent. It is just a "forecast" of governmental expenditures and revenues for the ensuing fiscal year. These may not correspond to the real amount which will enter in the institutional accounts, depending on how much tax collection, cost-recovery of service providing, transfers of resources and

other processes will perform. On the side of expenditures, a provisional budget can also be under- or over-estimated in relation to the “consolidated budget” which will be calculated only at the end of the referred fiscal year.

In the case of the Democratic Republic of Congo, the State budget is a document containing revenues and expenditures estimates of the central government which include those of the 10 provinces, whose budgets also contain revenues and expenditures of decentralized local entities⁴. The latter often act as national laboratories for governmental experimentation, testing innovations through success and failures.

Although budget approval is far from being the only task of local and provincial authorities, it is undoubtedly one of the most important Political activities undertaken each year. It usually involves consultations and negotiations between the council and various relevant parties, compilation of planning and budgeting inputs from lower levels of local and sub-local government, public hearings, and so on... If formal obligations in terms of final deliverables exist, the budget process can be organized in many ways and may vary slightly from one local authority to another and from one year to another. Notwithstanding these variations, which are often due to different financial and political local conditions, would require a democratic, participatory and transparent budgeting process⁵. In many Congolese administrative institutions this is far from happening. Although the process of preparing and discussing a public budget has progressed considerably during the last decades, the quality of both the process and the final documents is still far from what it would supposed to be in order to fulfil the requirements of the legal framework. Especially, forecasts of the revenues and expenditures are often widely at variance with reality, changes to accountability documents reflect the use of cosmetic political practices, and certain distinctions (such as those between capital and current expenditures) are frequently blurred deliberately.⁶ So, expenditure allocations in the annual work plan and budget are often not realistic or achievable.

In DRC, the annual provisional financial budget of provincial and local governments is approved by the legislative body and is, thus, most often, a combination of many different elected officials' views of how public money should be raised and spent for the upcoming year. The diagram below summarizes the budget process in the South Kivu province which is divided into two parts. In the first part, that takes place from March to May, the budgets of the decentralized entities are elaborated and approved by the provincial government while the budgets of provincial services start to be elaborated in May and are approved in August, whereby the governor of the province publishes a budget law, after approval by the provincial council.

Diagram 1 Standard budget process in the South Kivu province

⁷ In Emmy MBERA : Feasibility study of the Participatory Budgeting in the South Kivu province of the DRC, Bukavu, 2009, p. 37

⁸ Presentation delivered on 26th August 2009.



It must be underlined that such a tight schedule is determined by the complex multi-level interdependency which a still centralized country has established among different entities' budgets. So obliging local authorities to receive and send continuous feedback to the provincial government, from whose transfers of their revenues strongly depend. In this framework, participatory budgeting can be seen as a decision-making process through which citizens, either as individuals or through civic associations, may voluntarily contribute to decision-making over a part of local authorities annual budget, during a series of public meetings scheduled with government officials within the first period of the year. It must be clarified that only members of provincial councils are elected in DRC, while the other authorities are still appointed by the central government (as in the case of the mayors of municipalities) or belong to traditional customary authorities These usually run public budgets in countryside territories and have a very small degree of accountability during their action. Thus, their mandate is not submitted to discretionary nor electoral confirmation.

South Kivu, which is one of the 10 provinces of the DRC (to which it has to be added the Kinshasa City, that also has the status of a province), is marked by very poor living conditions of households, being the third province in DRC with the highest poverty incidence (84%) after Equateur (93%) and Bandundu (89%) provinces⁷ In its pluriannual activities program 2007/2011, the government of the Democratic Republic of Congo recognized the weaknesses of its public administration as materialized by the low performance on both the quality and quantity of services expected by citizens and the poor management of available resources. The solution indicated in the government document included the implementation – at different levels of intervention – of a series of mechanisms to ensure more traceability, visibility and control of activities and investments This indicated that they could be achieved through a participatory approach, valuing the role of media, public reports on the state of funding programs to eradicate poverty, as well as the role of parliament and beneficiaries in the monitoring of public spending. Taking into account this commitment of the DRC government, the South Kivu Province decided to introduce the Participatory Budgeting as an opportunity to make such measures more concrete and remediate to some of its administration weaknesses mentioned above.

In 2009, the Governor of South Kivu – during the presentation of budget estimates for 2010⁸ to council members – summarized some structural constraints that the Province faced: a very low tax compliance; systemic corruption affecting both civil servants and

state officials; the archaic way of delivering public services; the huge informal sector development; the low capacity of industries and the deficit of policy incentives, and so on. He gave evidence of the consequences that such a situation determines on the budget structure, highlighting how the leaks in tax collection, together with evasion, tax fraud and embezzlement of public funds happen at several levels, so inducing a “vicious circle” because of the tight interrelation existing between provincial and local budgetary systems. Taking this framework into account, he proposed to test an experiment of participatory budgeting in 8 out of 27 decentralized entities with the idea of strengthening at the same time both the local budgets and – consequently – the provincial one. He said that – in the previous years – the province had barely transferred the due amounts to decentralized entities because it was sceptical on their capacity to manage the budget and delivery services and to implement public works.

The idea of experimenting with PB took strength and a concrete form during a seminar held in April 2010 in the framework of the Project for Capacity Building in Governance (PCBG) which the Provincial Government of South Kivu ran in collaboration with the World Bank Institute (WBI). Such a project commissioned a feasibility study of participatory budgeting in this province. It identified a wide number of challenges and opportunities. The 8 officials that volunteered for joining the experiment supported by the province were the customary authorities running five rural areas (Luhwindja, 64,300 inhabitants spread around 26 villages; Kabare, 618,452 inhabitants distributed in 67 villages; Wamuzimu, 552,997 inhabitants in 184 villages; Bafuliro, 440,000 inhabitants spread around 152 villages; Ngweshe, 617,034 inhabitants distributed in 656 villages) and three urban municipalities that together compose Bukavu, the capital of South Kivu (Ibanda, 249,793 inhabitants; Kadutu, 268,991; Bagira, 199,357 inhabitants).

How was PB imagined and does it work in the South Kivu province?

Participatory Budgeting in the South Kivu Province was defined in Article 2 of the Provincial Order no 12/03/GP/SK of October 5, 2012 on the Institutionalisation of PB in the Decentralized Entities of the Province as the “grassroots investment process which proceeds with the collaboration of citizen and the state and non state actors in the decentralised entities”. The process that has been built since 2011 consists of opening spaces to citizens to debate and (in some decentralized entities) vote for part of the investment component of the provisional budget. It has two main sub-cycles. The first cycle consists of the elaboration of the budget proposal, taking into account priorities chosen by citizens in collaboration with political and technical actors. The second is more related to the implementation of co-decided priorities, which is imagined as indispensable for creating trust in the local authority on its capacity for producing concrete results and management of citizens' tax payments. The first step is usually concluded by a budget voting session during a general meeting of population in the different decentralized entities; nevertheless, in some chiefdoms this voting has not been done and the PB process was closer to a “selective listening” than to a real co-decisional space.

The diagram below, gives the summary of the main common moments that characterized the PB process in the different administrative entities (from budget orientation to the priorities' voting for the 2013 fiscal year). The figures show some mismatching between the real budgetary process which happened in 2011, and the standard timelines which usually govern the budgetary cycle in the South Kivu Province.

Diagram 2 First sub-cycle of the Participatory Budgeting 2013⁹
Source Workshop report on capacity building of PB actors and stakeholders (28th February/1st March 2011). Report elaborated by the Project for Capacity Building in Governance, authors' design.

⁹ The diagram has been designed using information provided in the Workshop report on capacity building of PB actors and stakeholders which took place from 28 February to 1st March 2011, report elaborated by the Project for Capacity Building in Governance. Participants elaborated and agreed on the activities plan of PB for 2012 as well as 2013 fiscal years.



Compared to diagram 1, which describes the normal budget cycle in South Kivu, diagram 2 shows that the PB moves forward the normal process and the investment priorities as voted can be integrated into the standard process. Somehow, PB enroots in the traditional budgetary process so enriching the preparation of the decentralized entity's draft that is then presented to the province. This enables the provincial government's transfer of the due amounts of resources to the local levels, after having received the central government inputs.

As far as it regards the second sub-cycle, which is devoted to the monitoring of the execution of the budget of the decentralized entities and the realisation of the participatory projects, its functioning can be summarized in Diagram 3. The diagram represents the action plan established during the Capacity Building workshop that was organized from 28th February to 1st March 2011 by the World Bank Institute with the presence of a PB specialist from the Assoal association in Cameroon, an NGO that since 2003 has been working in that country on experiments of Participatory Budgeting. The interesting aspect of such a training event was that it enlarged the scope of the first PB experiment. In fact, in the April 2010 event, only 6 decentralized territories had volunteered to experience PB in 2011, but – provided that the February 2011 workshop was open to more local authorities – two new chiefdoms decided to join the experiment and were convinced by the explanation given during the training. It must be also underlined that

several of the local authorities who joined the training course in 2011 (including the three mayors of Bukavu municipalities) were not the same officials who had committed to PB in 2010, due to a round of management shift in government; but the new officials confirmed the commitment of their predecessors, convinced by the Provincial Governor who was imagining PB as a structural reform to enable a new trust-based relationship between the provincial and the local level of the administrative structure.

Diagram 3 represents a common action plan for all the decentralized territorial entities of South Kivu, but it doesn't reflect the delays which concretely happened (in different manners) in the territories experimenting PB for the first time during 2011. As it is possible to see, the original ideas were to send some monitoring commissions to on-going public works that could start operating in 2011, while the first PB experiment was taking place. This idea originated from the will to imagine PB as an "enabling environment" that (since its birth) could promote a major transparency on budgetary management and so make local authorities more accountable; also that (even before the first participatory cycle was completed) citizens could gradually gain trust in their political administrators.



Diagram 3 Second sub-cycle of Participatory Budgeting, for fiscal year 2011-2012

Source Workshop report on capacity building of PB actors and stakeholders which took place from 28 February to 1st March 2011, report elaborated by the Project for Capacity Building in Governance, authors' design

Below, in Diagram 4, the general standard structure of the participatory budgeting experiment in South Kivu Province is represented. The chart represents a graphic translation of the Provincial Order that – in October 2012 – consolidated an average model for all the decentralized entities, based on the first year functioning. It represents a sort of “minimum common denominator” that can introduce some differences in the local territories, depending on the specificities of both village/sectors structure and the hierarchy in powers and responsibilities/task, which may differ a bit in the different typology of decentralized authorities (municipalities, chiefdoms, sectors and so on...). During the PB annual cycle, needs and proposals launched by citizens in the general meeting of each decentralized authority are usually discussed and detailed in neighbourhoods’ forum, and then voted on at the general citizen assembly depending on their urgency, relevance and the available resources. After, fixed priorities are approved by the deliberative official council of each entity in conformity with laws on budgets.

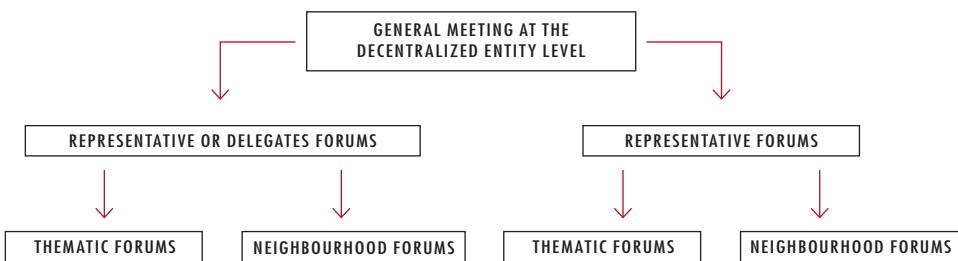


Diagram 4 PB in the South Kivu Province
Source Graphic translation of Provincial Order no 12/03/GP/SK of 05th 2012, Emmy M'Bera's design

¹⁰ According to the legal provision on PB in South Kivu, citizens can enter everywhere, but responsibilities of delegates which belong to “representative forums” (in French “forum des délégués”) shape the priorities emerged during other forums in order to turn them into eligible proposals.

¹¹ See, for example, the Provincial Order no 12/03/GP/SK of 05th October 2012.

The discussion structure of PB in South Kivu is pyramidal. At its top there is the general meeting, which is a sort of mixed assembly made up of members of parliaments originating in a given decentralized entity, together with its Executive Board, members of the “Representative Forums”, development partners of a given decentralized entity and other individuals invited by the decentralized entity official authority. So, it’s a structure composed “by invitation”.

In its composition the “open part” – where citizens can enter¹⁰ – is that called “Representative Forums” which have the task to debate on priorities coming from other sub-local forums (neighbourhood and thematic forums), synchronise proposals according to thematic fields and fix priorities subject to a deep evaluation from experts. In fact, the “Representative Forums” are composed of delegates from these other forums (neighbourhood and thematic ones). The latter, constitute the “base” of the participatory domain. Specifically, the thematic forum is made up of social actors living in a specific given area, and of people having experienced particular problems in some sector of activity of the decentralized entity; they mobilise other actors such as economic stakeholders, the youth, women, and people with disabilities, religious representatives and local development committees. On their side, the neighbourhood forums are composed of associations working in each neighbourhood, religious institutions, household representatives and development committees: they mobilise citizens in order to debate on neighbourhood problems, defining priorities to be submitted to municipal authority and choosing their representatives in the “Representative Forums”. Not all of the local authorities rules

show clearly how to indicate members of these different spaces so that it is possible to say that they minimize problems of co-optation. But, undoubtedly, such a complex structure activated a tide of citizens' mobilization that did definitely not exist before 2011, especially in the chiefdom which has a high number of isolated villages, where it would not be possible the transmission of sub-local priorities without the existence of a sort of "representative structure" included in the PB process.

Finally, it is important to underline the existence of a "back-up structure" that supports in every decentralized entity the implementation of PB. It comprises two important features: (1) the steering committee (in charge of overseeing the whole process, giving new orientation to the process annually, and regularly carrying out an impact study of the process in order to come up with recommendations to the entities and to the provincial government, too); (2) the coordination of PB. Since 2011 (as provided by the official PB rules issued by the Province¹⁰), the latter is composed by the budget overseer, the credits manager, and the tax collector, and it is responsible for giving budget orientations, defining budget components that can be subject to debates in specific workshops or participatory forums.

Trends and the ambiguities of the experiment in the administrative and financial domains

As already mentioned, the pilot phase of the participatory budgeting experiment in South Kivu started in April 2010, but only became concrete in February 2011, when the new local authorities took part in a training course aimed at imagining the start-up of the PB process in 8 decentralized entities. It must be highlighted that the selection of administrative entities was not as easy as one can imagine. In fact, at the training course, almost the majority of the top-leaders of the first-level decentralized entities (the mayor of Bukavu city, the mayors of its three municipalities, the heads of chiefdoms and heads of sectors) participated; and many of them wanted their entity to be considered for the pilot phase. Unanimously, in the first workshop, participants agreed to start, first, with a small number of local administrations. During the workshop held in April 2010, other resolutions (concerning the establishment of a provincial Steering Committee, the schedule of activities related to the PB process, the capacity building of stakeholders, the wide dissemination of the feasibility study's results and the principles of participatory budgeting, to name a few) were taken. As far as it concerns the capacity building, the training seminar held from 28th February to 1st March 2011 was important for establishing the activities of the pilot-PB project for years 2011, 2012 and 2013. They included the identification and awareness-raising of stakeholders and the public, the capacity building for creating multipliers which could help to enroot PB in the 8 local territories, the creation of alliances and networks among actors, budget orientation meetings, neighbourhood and thematic forums, etc. From 25th to 29th April 2011 another workshop on public finances and participatory budgeting in South Kivu province was held, it was attended by three trainers from the World Bank Institute. Ambiguously, a lot of freedom was left to the local authorities to establish both the method of PB (consultative or co-decisional) as well as the criteria for communication and involvement of citizens. The choice itself of the members of the provincial Steering Committee of PB was not the focus of a deep discussion: later on some problems arose. They were

¹² The great majority of actors interviewed during the collective evaluation promoted by the WBI in October 2011 agreed that insisting on setting a more organized and properly monitored start-up would have only led to a “lost year” (as defined by one Mayor), i.e. an impossibility of starting a concrete experiment for 2011.

¹³ See: World Bank Institute Evaluation Report, 2012.

mainly related to the presence of some people that were not strictly linked to the organized social fabric (as in the case of an ICT entrepreneur) or others that made the “rotation of members” difficult, because they intended their mandate as a “personal task” rather than as a representative role for some social stakeholders. When they stopped belonging to the organization they supposedly represented in the moment the Steering Committee was elected, they struggled for remaining in the Steering Committee, instead of stepping back and making room for other colleagues that still belonged to that social institution. Other weaknesses were determined by the short time which lapsed between the training course and the beginning of public assemblies. These were related to the absence of a proper monitoring structure in charge of following the 8 pilot-projects and the provision of a comparative evaluation through direct observation of public meetings and distribution of questionnaires to participants. As specific funds were not provided for this monitoring task (or a pot for reimbursements for the Steering Committee members to travel to the furthest villages of all the decentralized entities involved in the project) it became difficult to systematize the difference in the organization and consequent results of the eight different PB processes which developed that year. The only gathered data which supported the general evaluation done by the World Bank Institute in the end of 2011 had to rely on those provided by each local administration. This data could not be considered as neutral, so a collective “evaluation seminar” (held on 26th/27th October 2011) had to be organised, where more than 80 actors of the 8 administrations and stakeholders of civil society involved in the pilot-project had the opportunity to present in working groups (and in some detailed questionnaires) their views on the first year of experimentation. Undoubtedly, it was the hurry of starting public meetings in April 2011 without losing the opportunity of a concrete experiment already in 2011 that made this “imperfect start” acceptable to the Provincial Government of South Kivu and the World Bank Institute which co-funded the training space and some other facilities to support to the incoming experiment. In fact, they knew that starting soon was the only way for not losing the enthusiasm created in local authorities for PB during the training events. On the other hand, the legal framework of the Congolese budget approval timeline did not allow for a push to the public discussion on investments further than May of that year. This was because of the need to present the local budgetary estimates to the Provincial Government and then to the National one. Under this perspective, the acceptance of the compromise to quickly start a series of public meetings, even without having the time to make the 8 experiments more perfect and properly monitored, was an understandable one. This taken from the point of view of the need for starting an immediate reformist action on budget approval procedures without losing the only real opportunity as it appeared for 2011¹² Nevertheless, such a rush seemed to disperse with some potential benefits of the process. This was true especially for the investment done in the three urban municipalities (Bagira, Ibanda and Kadutu), where an added experiment was done through the “ICT4Government” project of the World Bank Institute. It mainly consisted of providing an agreement with the major mobile phone company active in the area in order to inform the citizens about public meetings with SMS messages sent to all the telephone numbers active within the range of the local aerials; and in one case a “beta test” was also done to experience

priority voting by citizens through mobile phones. Despite during the October 2011 evaluation, some anecdotal evidence was gathered that several participants were attracted to the PB meeting thanks to these SMS, the fast setting of this experiment of ICT support did not allow the gathering of reliable statistical data on the added value represented by such a facility for the entire process.

What is important to underline is that, despite these imperfections, which appeared clear to the majority of actors involved, the start-up of the 8 experiments in April 2011 was considered by the province and the 8 decentralized entities as a major challenge to their traditional procedure of budget approval, and an opportunity to renew the relationship with civil society¹³ In fact, participatory budgeting was read at the same time as a “learning environment” for all the actors involved (i.e. a space in progressive and incremental transformation whose quality could increase observing each year the weaknesses and strengths of the previous year experiment), but also as an “enabling environment” for local authorities. In fact, as shown by the October 2011 evaluation workshop, several of the top-authorities in the 8 administrative experimenting areas interpreted PB not as a simple mechanism of discussion and co-decision with civil society on the public investments, but also as an opportunity to renew some internal bureaucratic procedures of their local administrations, in order to make results more suitable and effective, and their commitment in the PB experiment more efficient. Just as an example, in two of the municipalities of Bukavu, the will of increasing the positive performance of PB helped an important reform to be approved: they did not allow anymore tax-payments in cash, so introducing bank-transfers as an important measure to grant accountability through the traceability of money transfers. In this perspective, it is possible to say that participatory budgeting acted as a very positive “enabling environment” for other reforms that – on their side – could retroact on the participatory process, making it more effective and attractive for citizens. In less virtuous local governments (as some of the five guided by traditional customary authorities), the first year outputs of PB were public works which could create a “good precondition” for the better management of the second year process: as – for example – construction of roads and bridges between rural villages, purchase of transportation vehicles for allowing public officials to be more capillarily present in villages, and the construction of spaces for hosting decentralized branches of local government offices. Somehow, such measures tried to consolidate pre-conditions for a more effective second year of participatory budgeting in 2012. This exploited a moment of enthusiasm that not only affected the experimenting by local authorities, but also the commitment of the Province to offer a more solid collaboration for them to gradually reform the entire process of budget approval and finance management.

Such a “virtuous collaboration” between local and provincial institutions in South Kivu, could be exemplified as presenting some examples in four specific fields of activity, as can be seen in the following.

1. Stimulating presence in the Province

The capacity of the provincial government was represented in each of the building and evaluation workshops by the visible presence of the Governor or the Deputy Governor (always accompanied by a large number of provincial Ministers and top-level technical officers). A number of decisions vis-à-vis the participatory budgeting process were taken which appeared as fundamental in order to strengthen and consolidate the political will supporting the experiment. In circular N° 2/2011 issued by the Minister of Planning and Budget (also the Government spokesperson for the PB experiment) stated that: “the budget estimates of the decentralized entities for 2012 fiscal year will be developed with reference to the principles of the PB, which require that the base is associated in the preparation of the budget estimates”. Also, as part of public participation in the process of budget preparation and monitoring during the execution of the budget, the provincial government negotiated a green number with the Bukavu agency of the mobile-phone company Airtel. This made possible the sending and receiving of SMS as a contribution not only to the phase of invitation of people to the public meetings, but also (for the future) to the monitoring phase of implementation of public investments for 2012. In the explanation letter to the company we can read an interesting synthesis of the project goals: “... *this process involves a strong participation of the population in the preparation of the budget for the Chiefdom/Municipality and monitoring during the execution of the budget. We hope to increase our transparency in the management of public affairs and thus rekindle the flame of tax compliance in the population in a burst of patriotism and development. Thus, the Information and Communication Technology (ICT) as the mobile phone with its various applications, seems to be an essential tool to reach as many as possible and regularly interact with people*”

The presence of the Governor or his Deputy Governor in the general citizen’s meeting held in the three municipalities of Bukavu between April and May 2011 – aiming at discussing and voting priorities for investment for 2012 fiscal year – undoubtedly testified a political commitment to the process.

Apart from that visible presence during the process, in 2011 the provincial government (unlike in the previous years) committed to quickly transfer to the 8 municipalities and chiefdoms involved in the process the resources for investments due to them in accordance with their size, number of inhabitants and contributions to the provincial budget, as provided by law.

Furthermore, following the results of the evaluation workshop held in October 2011 (where an important discussion group was dedicated to the issue of which measure could be taken in order

to make the general budgetary process more friendly to the insertion of the public discussions on investments), the Provincial Government decided to introduce some variation in the time-line of budget approval. This was to relax some tight rules and flexibilize deadlines in order to allow some months more for the decentralized authorities to undertake their participatory activities before detailing their budgetary proposals.

As a final result of the Provincial Government’s commitment to help consolidate PB as a constitutive part of budget elaboration methodology, the Provincial Governor’s Order 12/03/GP/SK was issued on the 5th October 2012. This new legal measure not only institutionalized participatory budgeting in the South Kivu province, providing a progressive extension to all the 27 decentralized authorities, but also consolidated the vision of PB as an important feature for the Province, and not only to its lower-level administrations. In 2013 it will be important to see how such a challenge will be translated into the general budgetary process.

2. Invitation and investment priorities

In April 2011, the procedures aimed at inviting citizens to public assemblies, and communicating and informing the entire territories about the process, counted on several different channels: beyond the SMS experiment (limited to the three urban municipalities), radio announcements were used, posters displayed in public areas (such as churches, markets, schools, streets, local administration offices) and even street-theatre – in places as the chiefdom of Luhwindja – tried to attract citizens, in continuity with more traditional tools already used in the past for other processes of social dialogue. The announcements on PB meetings (except those sent by SMS) were usually written both in French and Kiswahili, languages that are largely spoken in the province, especially in Bukavu city. The time that elapsed between the release of announcements and the meeting was relatively acceptable to facilitate attendance (five days on average). It is interesting that the concept of “participatory budgeting” was never mentioned in public announcements, in order to not confuse people about a *new word* that could be misleading due to its technicality. Invitations to neighbourhood and thematic meetings released did not indicate any special selection of actors, the message only said that “all citizens are invited to attend”. Some individualized invitations were issued by local administrations, depending on the recognized social centrality of some people (pastors, priests, sheikh, technical experts, community leaders, etc.). The creation of mobilizing commissions composed of managers of chiefdoms, religious leaders, schools leaders and civil society representatives (including

young students) were aimed at a large scale sensitization of inhabitants.

Several meetings were scheduled to take place during weekends to allow for higher numbers of attendants. As regards the places for public meetings, they were chosen in order to be big enough to accommodate large numbers of people, and often were open-air spaces (stadiums, football fields, school compounds, etc.). Invitations usually used words to encourage meeting attendance and remark on the uniqueness of the opportunity: for example, some announcements underlined “*absents will regret*”, others “*let us together build our entity*” or “*let us discuss our future as community*” etc.

The announcement provided an encouraging agenda for the meeting (“*selection and validation of priorities*”). The voting procedure was usually by raising hands, and the three urban municipalities adopted the criteria to allow for the selection of two main priorities for each neighbourhood in order to equalize chances and the distribution of public resources in the territory. The same was not possible in the rural chiefdoms, where too many villages existed (up to 600 in some cases).

Minutes and proceedings of the meetings were always signed by a high official of the decentralized entity and countersigned by the so-called “President of civil society” of each decentralized entity (this person could be a representative of all the civil society organizations voted annually in each municipality, according to the use of South Kivu’s umbrella-network of NGOs and CBOs which could represent them at provincial level). Unfortunately, many of these documents were lost in a fire which destroyed the WBI offices in the first semester of 2011, so that today it is not possible to provide an advanced comparative study of the different methods and results of public assemblies in each of the 8 experimenting local authorities.

In any case, it is possible to say that some effects of this diversification strategy used for expanding participation in PB public meetings were clearly visible. Finally these priorities emerged as the most important. If we take as an example the 4 decentralized entities whose data are more easily available and organised, these priorities can be grouped into six main categories: water, sanitation and hygiene (WASH), education, health, reforestation, rehabilitation of small infrastructures and construction of decentralized public offices.

From the graph n° 1 (above), it appears that in the urban area of Bagira, participants focused on the construction and rehabilitation of public offices (over 50% of its investment), followed by the WASH (20%) and the rest is shared between the infrastructures, health and reforestation. Instead, Ibanda’s participants decided to allocate over 60% on WASH, followed by infrastructures and reforestation, while in Luhwindja more investments were allocated to the construction and rehabilitation of schools (80%), the rest being devoted to basic infrastructures (20%). Kadutu’s participants have, for their part, decided to invest in income generating projects by rehabilitating an attractive park for children and volleyball and a basketball stadium; such a decision was followed by the decision to build decentralized public offices

Graph 1 Investment priorities emerged and voted for

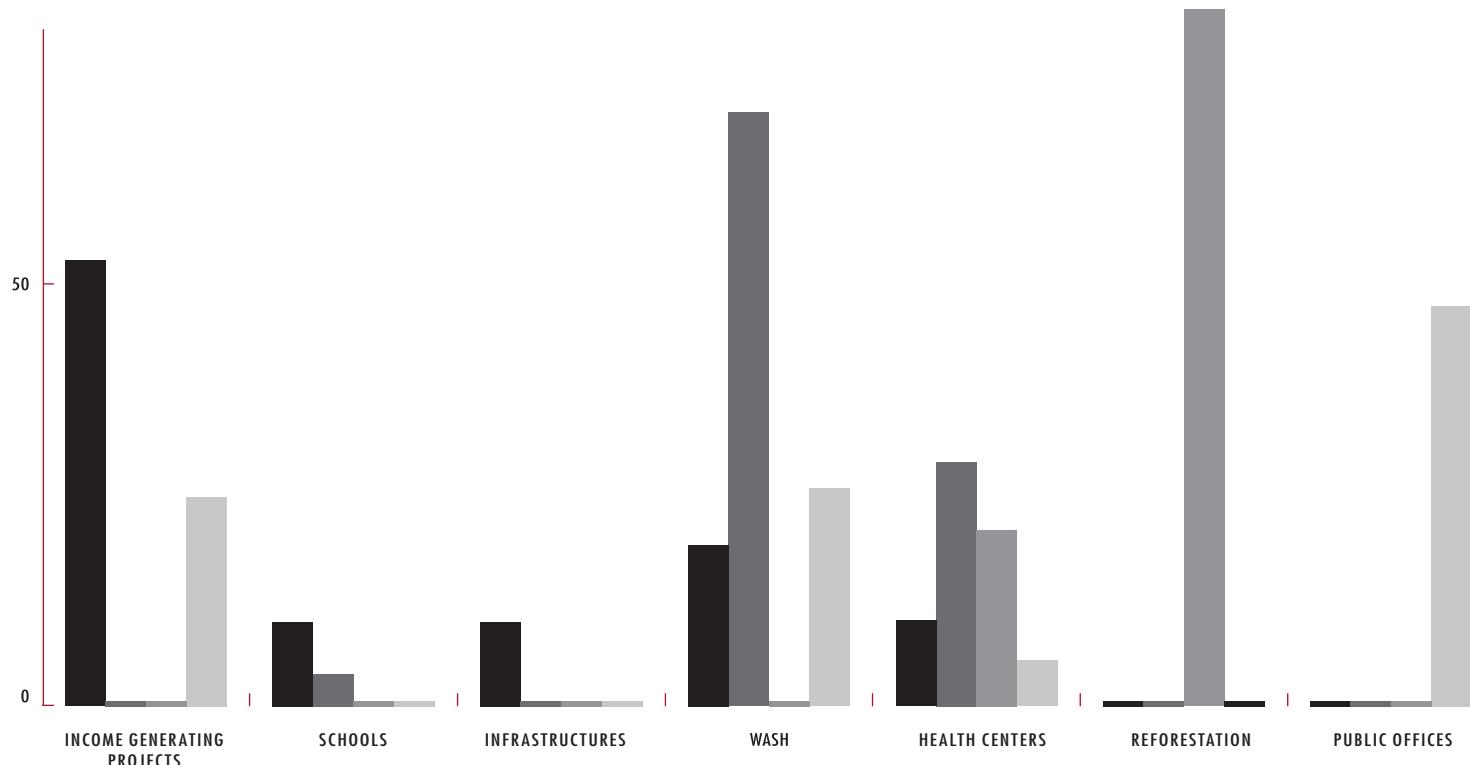
2012 in general citizen meetings

Source Provincial Finance Office; elaboration by

Emmy Mbera

Label

- KADUTU
- LUHWINDJA
- IBANDA
- BAGIRA



and some basic infrastructures. From the analysis of these choices, one can easily imagine that the construction of public offices cannot be the number one choice for the population that has limited access to basic public services such as education, health and others, but this can be a significant strategic choice for managers who want to offer other services that people may need for the future. Also, investing in income-generating projects can also be seen as a strategic choice to invest – in a mid-term perspective – on activities which can continuously generate resources for the decentralized entity. In this perspective, the cases of Bagira and Kadutu raise doubts about the possibility that public officers that conducted the public meetings in the areas could have had a strong influence on the final voting for priorities. Although they corresponded to a strategic vision of the territory, they possibly did not exactly reflect on the basic-needs of the participants. It is only a doubt, but it indicates that for the future it will be important to guarantee that the methodologies used for gathering citizens' priorities during public meetings should guarantee the real autonomy of participants. Although it is very important that the adminis-

tration could give information about its plans and vision, in order to add quality and complexity to the debate. In this perspective, it is interesting to point out that in Ibanda district the SMS voting results for 2013 fiscal year (which guarantee more secrecy of the voters) gave completely different priorities (as visible in the graph n° 2, below). In fact, out of 533 voices, almost 40% of participants voted for construction of public toilets, followed by drinking water facilities (29%), reforestation and bridges (accounted respectively for 17% and 13%).

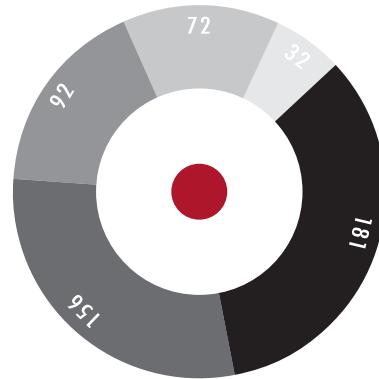
3. Budget estimates and implementation

Subsequent to the results of the feasibility study of the PB in the South Kivu province, in 2011 it was agreed to introduce this process in only 8 decentralized entities before expanding to others in the province. The idea was to test if the process can open a virtuous circle in the management of local authorities. Among the weaknesses identified by the feasibility study, in fact, there were: the still low level of revenue collected against the annual estimates, the low amount of the investment budget (which could make the PB process a bit unattractive for people), the past accumulation of projects approved but still not implemented, and mainly the low level (or in certain circumstances the total inexistence) of intergovernmental resource transfers. As matter of fact, the 2010 feasibility study about PB in South Kivu indicated that, out of the 8.9 billion Congolese Francs which were to be transferred to the 27 decentralized entities in 2009; only 20 million had been really transferred from January to June 2009.

The study also revealed that the revenues estimated for the Province were achieved at 30 % and 16% respectively during 2008 and 2009, which means that the budget estimates were following a track marked by a visible lack of realism¹⁴

The graph n° 3 helps to formulate an hypothesis on the weight that PB could have had on the municipal revenues, showing how tax collection in the Kadutu municipality changed in the first five months of 2012 fiscal year, compared to 2011 while the graph n° 4, related to the Ibanda municipality, shows how much the intergovernmental financial resource transfers from the Province changed between the first five months of 2011 and 2012. In fact, in 2012, it constantly received 7.5 million Congolese Francs each month, while in 2011 it only received 4.5 million Congolese Francs both in January and February.

As underlined by several actors during the evaluation process, the participatory budgeting experiment was an important engine for the Province to entrust investments' resources to the Ibanda local government (which at the beginning of 2012 started to implement the PB priorities co-decided in the previous cycle), but also the municipality financial team, learning from the experience, reviewed downward its budget estimates. In 2010 (and previously) the achievements of transfers had not surpassed 4% of the estimated transfers. Instead, in 2012, the financial resources transferred by the Province in the first five months had already covered 15% of the expected transfers¹⁵

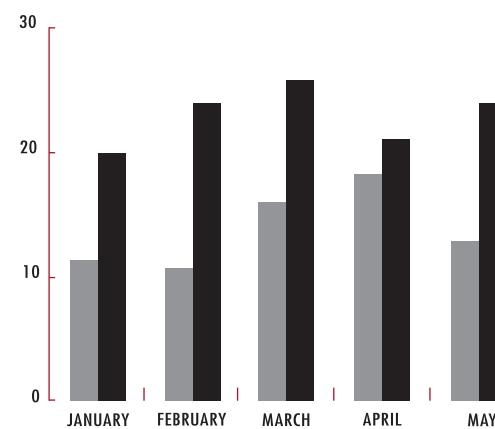


Graph 2 IBANDA 2013 SMS voting results

Source Provincial Finance Office; elaboration by Emmy Mbera

Label

- CONSTRUCTION OF 3 PUBLIC TOILETS
- 4 DRINKING WATER SPRING
- RELORESTATION OF ELAKATE SITE
- CONSTRUCTION OF 12 SMALL BRIDGES

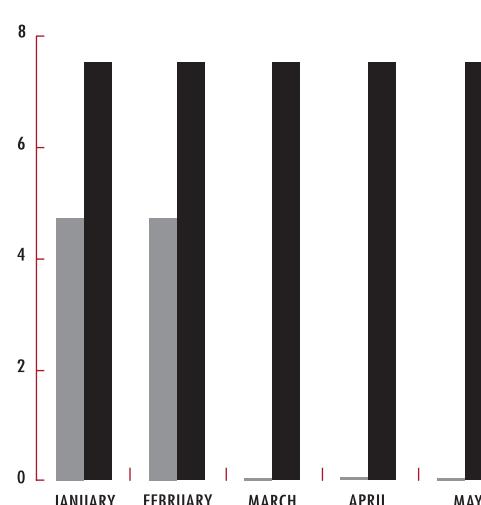


Graph 3 Comparisons of Kadutu collections from Jan to May 2011 and 2012^(million)

Source Provincial Finance Office; elaboration by Emmy Mbera

Label

- 2011
- 2012



Graph 4 Comparison of financial resources received by Kadutu Municipality from Jan to May 2011 and 2012^(million)

Source Provincial Finance Office; elaboration by Emmy Mbera.

Label

- 2011
- 2012

¹⁴ Emmy MBERA : Feasibility study of the PB in the South Kivu Province, Bukavu, 2009, p. 30.

¹⁵ Ibanda District Budgets from 2009 to 2012, authors' computation.

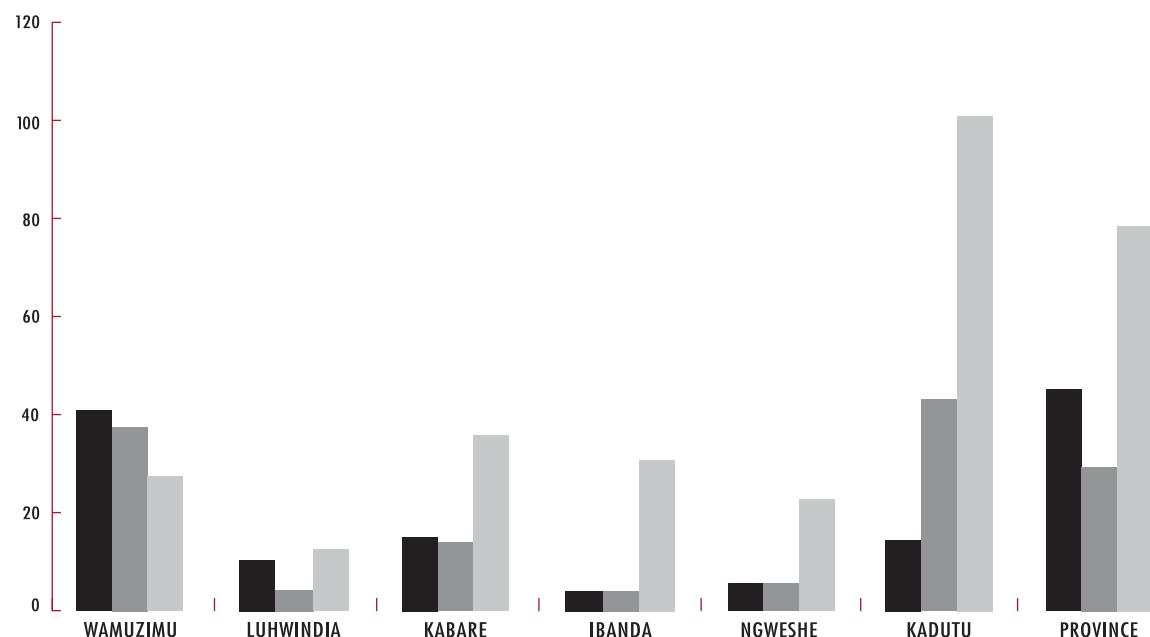
Graph 5 Percentage of taxes collected from 2009 to 2011 (with extrapolation of 2011 data Jan to March multiplied by four)

Source Provincial Finance Office; elaboration by Emmy Mbera.

Label

- 2009
- 2010
- 2011

¹⁶ Data on taxes collected in 2011 were extrapolated multiplying those from the first trimester, being that the distribution usually tends to be more or less regularly fractioned among the 12 months.

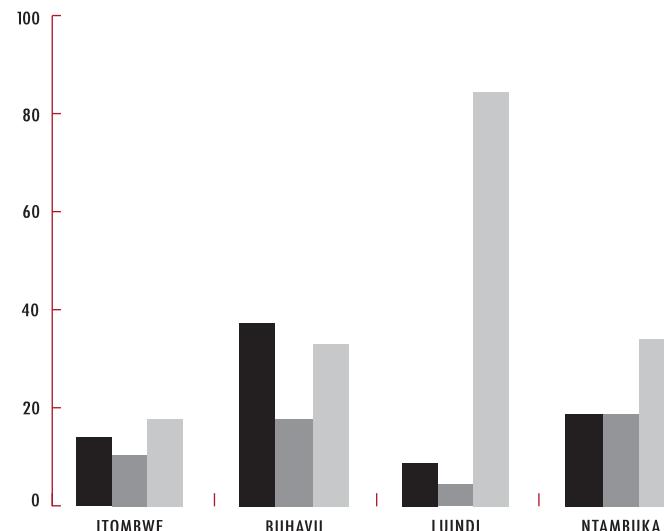


Graph 2 Percentages of revenues effectively collected in 4 decentralized entities of South Kivu Province on the whole annual estimates for 2009-2011

Source Provincial Finance Office; elaboration by Emmy Mbera

Label

- 2009
- 2010
- 2011



4. BP as an added value for the development of experimenting territories?

One of the important questions to be answered while the South Kivu legal system worked to expand the 8 PB experiments to all the 27 decentralized entities of the province is which kind of added value did participatory budgeting provide to these administrations (if any), including in fiscal/financial terms. In order to understand the incidence of the PB on the improvement of the budget, a comparison of budget data between some of the decentralized entities with and without PB could be useful. As shown in the graph n° 5 (below), the comparison between the resources collected by six of the eight pilot administrations from 2009 to 2011¹⁶ reveals a meaningful growth, except in one case (Wamuzimu chiefdom).

Improvements could be interpreted as the convergent result of different intertwined factors, which can be related to PB if it is regarded as an “enabling environment” which attracted major transfers by the Province but also stimulated the local authorities to build a more effective tax collection. By the way, the comparison of the percentages of revenues collected during the period 2009–2011 (on the whole amount estimated in the previous year) in Bukavu – whose three municipalities piloted PB – and in a control group of other decentralized entities which did not experience participatory budgeting show a not dissimilar trend (see graph n° 6 below).

It could be imagined at a first sight, these results do not support a simplistic conclusion that PB has not been significant in revenue collection. Indeed, they require further analysis, and the disaggregated data on revenues collection of 2012 (which have still not been made public) could be very helpful in this deduction. Anyway, the provincial financial officials and local authorities involved in the 2011 collective evaluation workshop provided their own interesting interpretation of such data, which is linked to the general benefit produced by PB on the entire budgetary cycle in the province, and on the capacity of decentralized entities to formulate their budgets in a more realistic and grounded way than in the past. This vision is supported by the fact that – since 2010 – almost all the 27 decentralized entities have been involved in a profitable dialogue with the Province for the gradually expanding the pilot phase of participatory budgeting. So many of the issues related to the modernization of the budgetary process have been shared among all South Kivu local administration, even though only eight municipalities and chiefdoms received specific training on how to involve citizens in the public discussions on public investments in order to contribute to shape local budget drafts. It must be recalled that – in the April 2010 workshop that opened the way to the first 8 pilot-projects of participatory budgeting – the decentralized entities not directly involved in the pilot phase were given the opportunity, after huge debates, to begin their PB process according to their own pace; but – at the same time – the Circular note no 02/MINIPLAN&BUDGET/2011 of 04/04/2011 (issued by the Provincial Minister of Planning and Budget) partially reformed the budget estimation procedures for the entire provincial territory. In fact, if on one side it clearly stated that “...all decentralized entities should follow the principles set by participatory budgeting, which require that the population is involved in the preparation of budget estimates”, on the other, it also launched a new cooperative relationship with provincial offices, committing the supra-local institutional level to a more careful and punctual distribution of transfers than in the past, but also to favour a dialogue with local authorities which could lead to the presentation of

¹⁷ Other RDC Provinces, and the same capital Kinshasa, started in 2012 to forge proposals inspired to the South Kivu experience.

more realistic annual estimates and budget drafts. Indeed, if in many places (independently from having or not experienced the pilot-PB) the budget estimates for 2012 were reviewed accordingly to a more realistic vision which could learn from the trends of the past, such a transformation would become more visible in the 8 local authorities with PB. This is possibly due to the fact that management of citizens' expectations is felt as a central feature for the success of any participatory experiment. As publicly explained by the Mayor of Ibanga during the October 2011 evaluation workshop: "*For estimating the budget for 2012 we evaluated the realization of budget estimates during the first three months of 2011 and then we extrapolated data, projecting them on the entire year. This was to avoid unrealistic estimates which could create high expectations in PB participants, and then obvious frustration. It has no meaning to create a voluntary participatory process that then risk to act like a boomerang for its creators...*"

Looking to the future

Taking into account the conditions in which the Participatory Budgeting has been introduced in the South Kivu Province, some of the activities carried out so far and its first achievements give hope for the future.

The hierarchical structure composed of neighbourhood, thematic, representative forums and the general citizen assemblies in charge of identifying, discussing and voting the investment priorities of the decentralized entities can be undoubtedly bettered, and the qualitative level of public debates must be increased – for example producing more printed and online material for supporting public discussion on investments. The same “back-office structure” that supports the PB experiment (including the general Steering Committee at provincial level and the PB coordination boards in each decentralized entity) needs to be strengthened and supported more by a capacity building effort which then becomes indispensable especially for the 19 local authorities which must sum-up the scaling-up of PB experiment. This is provided for by the South Kivu Regulations which gradually institutionalized the experiment done in 2011, and especially the Governor Order no 12/03/GP/SK of 05th October 2012. The World Bank Institute and other international partners could do a lot to help the Congolese experiment evolve, especially through transnational networking and supporting peer-to-peer learning¹⁷. This will be an easier task, if we take into account the new pan-African framework of support to the multiplication and qualitative growth of PB opened by the commitment of UCLGA (the African section of the world association called United Cities and Local Governments) during the “Africitics” meeting held in Dakar in December 2012.

Nevertheless, it has to be underlined that the experience, despite its contingent fragilities in the first moment, seem to contain important elements of strength that can help it to enroot, scale up and spread in other contexts. The first is, certainly, the visible commitment of the provincial government, shown by the presence of the Governor (or the Deputy Governor accompanied

by a large number of Ministers) during many of the training activities and public discussions on the budget. The second is the political will shown by local authorities of the experimenting administrative entities, which not only confirmed the commitment of their predecessors, but also engaged in “evolutionary” processes and in re-setting some administrative procedures in order to make PB more effective. So enabling immediate practical results that could attract more sceptical citizens and stakeholders for the future. Being that the 2012 fiscal year revenue collection in many of the experimenting cities seemed to confirm the improvement register in 2011, we could say that the goal of “fiscal civism” (for many local authorities a central one when deciding to adhere PB) started to prove its feasibility, and could be pursued with more innovative measures and methodologies in the next years. Until now, the PB experiment in South Kivu proved not only that – through an ambitious project of participation – it is possible to rationalize public investments and raise the accountability of public spending procedure (especially in customary-driven chiefdoms, which are very seldom politically accountable by definition), but also that it is possible to activate a “virtuous circle” between administrative reforms and participatory control of the decision-making in delivery of public services and in the planning of territorial transformations. In this perspective, the more realistic budgetary planning proved by the 2012 and 2013 budget drafts of both the Province and several of its decentralized entities represents a good start indeed, being that it can reduce the scepticism that “inflated” estimates generated in the last decade.

In South Kivu, the growing effectiveness of participatory budgeting between 2011 and 2012 depicts well the possibility of a positive “mutual influence” of structural reforms of government and participatory reforms of governance. If the few existing studies done in Brazil in the last decade (mostly by the World Bank) did not prove a specific impact of participatory budgeting on revenue collection and financial autonomy of local authorities, the South Kivu case allows us to imagine that improvements in this field are possible. PB could be envisioned as an “enabling environment” for promoting richer reforms. This could be seen in both the acceptance in the increase of the role of citizens in the setting of public policies and in working on the ground of a new inter-institutional relationship based on “mutual trust” among different governmental levels.

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**TWENTY-FIVE YEARS OF
PARTICIPATORY BUDGETS IN
THE WORLD A NEW SOCIAL
AND POLITICAL MOVEMENT?**

NELSON DIAS

**TRANSNATIONAL MODELS
OF CITIZEN PARTICIPATION:
THE CASE OF PARTICIPATORY
BUDGETING**

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TO TRIGGER A VIRTUOUS
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**BEYOND THE LINE: THE
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FROM DAKAR TO MAPUTO**

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PB AND THE BUDGET
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**THE MOZAMBICAN
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**THE EMERGENCE OF THE
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**ANALYSIS OF PB IN CHILE.
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**BUILDING SUSTAINABLE
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PARTICIPATORY
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DONATA SECONDO
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**CIVIC ENGAGEMENT
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INNOVATIONS IN PB IN CHINA: CHENGDU ON-GOING EXPERIMENT AT MASSIVE SCALE.

**CABANNES YVES
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CONSULTANTS**
**MICHELLE ANNA RUESCH
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**THE PARTICIPANTS'
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PARTICIPATORY BUDGET:
OVERVIEW ON THE
SPANISH EXPERIMENTS**

**ERNESTO GANUZA
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PARTICIPATORY BUDGETS IN ITALY: RECONFIGURING A COLLAPSED PANORAMA

**GIOVANNI ALLEGRETTI
STEFANO STORTONE**

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**A DECADE OF
PARTICIPATORY
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PORTUGAL: A WINDING
BUT CLARIFYING PATH**

NELSON DIAS

**PARTICIPATORY
BUDGETING IN SWEDEN:
TELLING A STORY IN SLOW-
MOTION**

LENA LANGLET
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**PARTICIPATORY
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STYLE. WHAT KIND OF
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**BUILDING A
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BUDGETING AS A “SCHOOL
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PEDRO PONTUAL

**PARTICIPATION AS OF THE
GENDER PERSPECTIVE
FROM THE ANALYSIS OF
SPECIFIC PARTICIPATORY
PROCESSES**

CRISTINA SÁNCHEZ

MIRET

JOAN BOU I GELI

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PSYCHOLOGICAL EMPOWERMENT IN PARTICIPATORY BUDGETING

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