

**World Bank - Grant Funding Request (GFR)**  
**GFR Template for GPF W2 (Window No. 4923)**

GFR No.            Evaluation of ICT-mediated citizen participation

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### DESCRIPTION

#### 1. What is the Development Objective (or main objective) of this Grant?

This Grant's ultimate objective is to help countries improve their citizen engagement <sup>1</sup> mechanisms and help Governments improve public sector performance by:

- **Improving the effectiveness of ICT-supported citizen participation approaches with the help of more robust and more systematic evaluations that assess what works and what doesn't in this space - across operations, sectors and countries.**

In support of that overarching objective, a second objective is to improve aid effectiveness and donor coordination by:

- **Internally, helping the World Bank take a more integrated approach to ICT-mediated citizen participation, looking at existing experiences (both in terms of technology and institutional design) and how operations can replicate what works and learn from what doesn't.**
- **Externally, sharing lessons with other actors, such as governments, donors, academia and civil society organizations.**

#### 2. Summary description of Grant financed activities

In the past four years, a growing number of Bank operations have started to test the use of ICT-supported citizen participation mechanisms (such as e-participation). Nevertheless, these operations have often worked in silos, building technological solutions and participatory approaches from scratch, and largely ignoring an existing body of knowledge that should inform the design of these initiatives<sup>2</sup>. This has led, in a number of cases, to inefficiencies and sub-optimal usage of Bank funds. Furthermore, the lack of a common evaluation framework for such ICT-enabled participation initiatives led / supported by the Bank, has been a major impediment for the generation of incremental (and comparative) knowledge in the field.

At the same time, there is a growing number of Bank operations deploying such mechanisms and the Bank's Senior Management is calling for more such initiatives. For example World Bank President Kim said in his opening address of the March 2013 Citizen Voice conference in Washington DC: "A recent survey of Bank staff revealed pent-up demand for real-time data from citizens, the beneficiaries of Bank-financed projects. Standard M&E procedures mostly consist of quantitative indicators measured at periodic intervals. And while necessary, they often fail to fully take into account the perspective of beneficiaries on project implementation. Therefore, we are now at the early stages of working closely with governments to systematically integrate beneficiary feedback into Bank-financed operations and sector work. ... Recent innovations in information technology and the rapid penetration of mobile technology and social media in the developing world provide vast new opportunities for connecting governments and development practitioners with citizens."

The **Open Development Technology Alliance (ODTA)**, one of six Bank-wide Knowledge platforms sponsored by the Knowledge Council and the Bank's Senior Management, has allowed the relevant actors in this space from within the Bank to come together and join forces to promote a more systematic and integrated approach to ICT-mediated citizen participation work. Under the leadership of the ICT sector and WBI - which put forward the joint ODTA proposal - OPCS, SDV, DEC and IMT are part of the ODTA, representing those units that have championed ICT mediated Open Government work in partnership with the Regions.

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<sup>1</sup> Citizen engagement is seen as a sustained, iterative process of participation that allows citizens views and experiences to be taken into account in public policy.

<sup>2</sup> This body of knowledge refers mainly – although not exclusively – to the literature on the design of participatory institutions (e.g. Smith 2009) as well as the literature that deals with processes of technological enactment by governmental and civil society organizations (e.g. Fountain, J., 2001. *Building the Virtual State: Informational Technology and Institutional Change*. Washington: The Brookings Institution; and Smith, Graham. 2009. *Democratic Innovations: Designing Institutions for Citizen Participation*. Cambridge: Cambridge University Press.).

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The ODTA aims to enhance accountability and improve the quality and delivery of public services through technology-enabled citizen engagement, e.g., by using mobile phones, interactive mapping, and social media.

The platform is organized around the following core areas.

Under the lead of the ICT sector:

- **People and communities** - expert networks that provide linkages to leading technologists to consult and consider development challenges related to ICT mediated citizen participation
- **Tools** - platform partners which facilitate the co-creation of ICT tools and share them for use in operations

Under the lead of WBI:

- **Knowledge** - partners provide expertise and produce reports on technology for open development
- **Deployment** - ODTA provides an **Advisory Service** where a pool of 15 Engagement Leaders, Bank staff from the ICT sector, SDV Demand for Good Governance (DFGG) and WBI, work with operational TTLs to facilitate, co-design and help oversee the implementation of ICT mediated citizen participation initiatives as an integrated part of Bank operations leveraging external partners, large foundations and consultants.

Activities of the proposed GPF grant are building on what has already been achieved by this ODTA coordination effort - but address a major gap to accompany the increasing number of Bank operations in this space with more robust and systematic evaluations to capture lessons better, reduce redundancies across operations and improve synergies and effectiveness.

In addition, with regards to evaluations in this space- the client funded model has proven to not work as, currently, Bank TTLs have limited M&E funds, which are not reserved for this specific field of assessing ICT-driven citizen participation per se, but for assessing project impact more broadly.

The objective of this GPF proposal is to address these challenges and shortcomings through two main activities. First, through the development of an evaluation framework that could help to inform Bank activities in the field of ICT-enabled participation as well as contribute to the existing knowledge in the area. Second, this proposal would support the application of such a framework by funding the evaluation of Bank projects that are related to ICT-mediated citizen engagement along the following categories:

- **Definition of categories of interventions to be evaluated**

The proposed program is not about evaluating e-Government initiatives that solely focus on Government internal information management systems (IMS) and can be described as supply-driven, government-led initiatives that apply ICTs to deliver services and information to citizens with the help of government internal ICT processes including one-way communications to citizens. This proposal concentrates on a set of more recently emerging initiatives that use ICT to facilitate two-way exchanges between governments and citizens, in particular by using mobile and web-based solutions to facilitate participatory initiatives, including looking at how they compare to more traditional technologies for participation (i.e. radio, television) as most initiatives would employ a combination of tools depending on the context. More specifically, the types of interventions that this proposal focuses on encompass the following sub-categories of citizen participation:

### 1) **Participatory decision-making**

In this area, ICT is used to connect citizens throughout the policy-making cycle. Citizens are effectively associated to one or more stages of decision making by providing input, for example to the formulation of public policies. These initiatives necessarily build on strong Government buy-in. Examples include participatory budgeting or policy consultations.

### 2) **Citizen feedback**

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### **a) Evaluation of public service delivery - citizen report cards approach**

In this area, governments deploy ICT to proactively seek citizen feedback on a specific sector of service delivery to assess their quality and to identify citizens' needs. This builds on citizen report cards approaches that are facilitated by ICT and includes, for example, mobile phone-based report cards and data collection with the help of governmental call centers (311 services).

### **b) Third party monitoring**

In this area, ICTs are being used to solicit citizens or independent third parties to gather information for the monitoring of Government actions (services and policies) focusing on the power of third party generated data to extract accountability. Examples include GPS and camera phone -ased road monitoring or stop stock-out campaigns for pharmaceuticals.

This categorization is provided as the starting point of the proposed work but an integral part of this proposal is the development of a more detailed conceptual framework in collaboration with UNDP, which is commissioning a team of senior researchers to conduct, among other things, a review of the evidence of the use of ICTs to support citizen engagement (see UNDP component ).

- **Case selection**

As the proposed work is fully integrated in the ODTA and as this work builds on existing Bank-wide collaboration rather than creating a new parallel structure, cases to be evaluated will be selected from the pool of ODTA-supported projects. At the minimum, ODTA can be seen as the joint effort of relevant Bank teams in this space, the ICT sector, SDV-DFGG, and WBI as well as the other supporting units including IMT, DEC and OPCS, to bring this work under a common umbrella and exploit synergy better. Currently, ODTA supports 23 Bank projects that implement ICT mediated citizen participation that falls within the three sub-categories defined above under (1), (2a) and (2b). These 23 projects were selected based on (i) fitting one of the defined categories of ICT mediated citizen participation and (ii) team demand expressed through TTLs who are willing to budget for and implement one of the defined approaches as a project deliverable to the benefit of the Bank's Government client (as opposed to being solely used for project M&E). From these 23 preselected projects this work program will select a sub group of ten projects to allow, for each of the three defined approaches (1, 2a and 2b), for comparative analysis amongst the three types of projects and between different environments (e.g., Fragile States; low, middle income; high/low web/mobile penetration).

- **Proposed added-value building on existing evaluation work**

This proposal recognizes the extensive work the Bank has conducted to assess effective social accountability mechanisms around Bank projects, such as Björkman and Svensson's randomized field experiment of a community-based monitoring project in Uganda.<sup>3</sup> This proposal also recognizes the existing research that has been conducted on e-Government and e-Participation initiatives that points to the determinant role that socio-political environment, institutional arrangements and capacity (formal and informal), actors' strategy, and organizational settings play on whether ICT-mediated participation initiatives succeed.

As shown by previous research in the field of technological enactment in the public sphere, the reasons for the success or failure of ICT-mediated initiatives are beyond mere technological issues.<sup>4</sup> Building on this research, a number of lessons can be drawn that advise against an ICT-centric approach in the design and implementation of ICT-supported participation mechanisms.

This proposal builds on this learning but, at the same time, also recognizes that while the Bank is increasing the deployment of ICT mediated citizen participation mechanisms through Bank projects, it, in no case, has

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<sup>3</sup> See for example World Bank Policy Research Working Paper 4268, June 2007 Björkman, Martina and Jakob Svensson, Power to the People: Evidence from a Randomized Field Experiment of a Community-Based Monitoring Project in Uganda, and World Bank 2013, Van Wicklin III, Warren A. and Asli Gurkan, Participatory and Third Party Monitoring in World Bank-financed Projects: What Can Non-State Actors Do?

<sup>4</sup> See for instance Chadwick, A. 2011. Explaining the Failure of an Online Citizen Engagement Initiative: The Role of Internal Institutional Variables. Journal of Information Technology and Politics 8 (1)

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conducted comparative analysis of how these ICT mechanisms interact with the broader contextual factors that influence the success of initiatives.

The development of the evaluation framework will draw from the well-established body of research on citizen participation (non-technologically oriented) that considers perspectives and issues as varied as institutional design, social learning, political agency, and collective action problems.

Although the evaluation is not-technology centric, to add value to the existing body of research and help inform future ICT-supported participation mechanisms in Bank projects that Senior Management intends to scale up, the scope of the proposed work program when it comes to considering socio-political factors will be primarily as enablers or constraints to the ICT-enabled participatory approach in question that is being deployed.

For illustrative purposes only, below are a few overarching questions that are being proposed as a starting point for further defining the scope of the evaluation framework:

1. Can citizen participation processes be enhanced through ICT-based two-way communication channels to improve public sector performance?
2. What is the specific impact (if any) of technologies in the levels of participation and inclusiveness of the process?
3. What are technological enactment challenges and how do actors who extract accountability benefit most?
4. What is the capacity of different technological channels (e.g. SMS, web, voice/IVR) to reach different constituencies (e.g. gender, age, education levels)?
5. What is the cost-effectiveness of ICT-mediated mechanisms when compared with more traditional (e.g. offline) means?
6. What is the risk of technological solutions, in certain contexts, to further undesirable outcomes such as elite capture or clientelism?
7. What are existing capacity issues that the technology can help overcome (e.g. capacity for collective action or exacerbate)?
8. What are the enablers of success (with regard to the socio-political environment, Government's capacity to respond to the feedback, etc..)?
9. If the environment and conditions are favorable, can a correlation be established between ICT-supported participation mechanisms and public sector performance?
10. What are the most important factors to facilitate replication of approaches that work?

The evaluation framework will be designed in order to enable the assessment of short, medium (such as on the immediate decisions and performance of governance agencies) and long-term impacts (such as on the capacity of citizens to engage with government for future gains) that participatory initiatives may have. Such an approach is built under a well-established literature in the field of citizen participation that demonstrates that the impact of participatory interventions (both on citizens and institutions) may not be captured by early evaluation interventions.<sup>5</sup>

To increase the impact of the GPF-funded activities, the Bank has engaged in a partnership with the UNDP, whereby the UNDP will contribute to the development of the evaluation framework and will deploy it in its own projects to subsequently facilitate comparative analysis based on a broader set of evaluations/projects (i.e. Bank, UNDP projects).

More specifically, the UNDP e-Governance Program will contribute the following activity to prepare GPF-funded ODTA activities:

- A thorough review of the evidence on the use of ICT to support citizen engagement initiatives, thus building a conceptual basis that lays the ground for the development of the evaluation framework.<sup>6</sup>

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<sup>5</sup> Public Participation in Impact Assessment: A Social Learning Perspective (Webler, Kastenholz, Renn, 1995). <http://www.sciencedirect.com/science/article/pii/019592559500043E>

<sup>6</sup> With the support of SDV, meetings will be organized to discuss both the preliminary and final findings of this review. The outcomes of this process will also feed into the subsequent phase, i.e. the development of the evaluation framework.

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Building on the findings of the UNDP review, proposed GPF-funded activities will:

- (1) Conceptualize and develop a common evaluation framework for systematic cross-project, cross-sector, and cross-country comparative analysis of ICT-mediated citizen participation mechanisms that are integrated in operations of the Bank and the UNDP e-Governance Program.
- (2) Deploy evaluations including data collection, analysis and reporting on various aspects of the ICT-mediated citizen participation mechanisms and their impact - in support of Bank projects.

The work is incrementally designed and implemented.

**(1) Development of an Evaluation framework:** The first activity focuses on the development of a robust evaluation system for World Bank deployed ICT-mediated citizen engagement initiatives. Results in the field provide solid evidence on the merits and uses of citizen and beneficiary feedback to support development reform (through the evidence-based and more effective decision-making it allows) and to strengthen inclusive stakeholder ownership for greater accountability and the sustainability of those reforms.

This activity will focus on developing a framework for the collection of data on the *value added of an ICT-enabled approach* to citizen engagement along various dimensions such as:<sup>7</sup>

- the appropriateness and effectiveness of the ICT tools
- the effectiveness of the broader participatory approach that is being supported through ICT
- the inclusiveness of the process to assess if the poor and previously marginalized groups have a voice and access to the participatory approach
- the overall impact on public sector performance and added-value for Government agency head
- the approach's scalability and replicability.

In addition, factors such as the role played by the socio-political environment and the government's capacity to respond will also be considered in evaluating the impact of the ICT-enabled approach.

**(2) Deployment of Evaluation framework:** This evaluation framework will be deployed and a parallel evaluation stream will accompany projects (about 10)<sup>8</sup> supported by the ODTA Advisory Service. More specifically, multiple parallel in-country evaluations will be carried out assessing different dimensions of ICT mediated citizen engagement (e.g. inclusiveness, impact on decision-making and quality of service delivery).

### **3. (Optional question) What can/has been done to find an alternative source of financing, i.e. instead of a Bank administered Grant?**

As described, part of this process will be funded by the UNDP, which will also deploy the evaluation framework to be developed. Furthermore, the ODTA has already supported a number of activities towards the development of an evaluation framework such as independent impact assessments in country projects with up to \$100,000, which the proposed work would build on. However, these assessments have not yet been optimal as they often started after implementation was already under way and could not build on a systematic framework to allow for cross-project comparison. The ODTA has also started conversations with the Omidyar Foundation and Avina Foundation who have expressed the need of an evaluation framework in this field. These are donors who could potentially fund the deployment of the evaluation framework in their own projects in this field.

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<sup>7</sup> These dimensions are indicative. The UNDP review and the outcomes of activity 1 itself will set the definitive dimensions in that will compose the evaluation framework.

<sup>8</sup> These are estimated numbers: the final number of projects to be evaluated will be defined in function of the final evaluation framework and the knowledge that can be extracted from the different evaluations (individually and across cases).



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**4. What are the main risks related to the Grant financed activity? Are there any potential conflicts of interest for the Bank? How will these risks/conflicts be monitored and managed?**

- 1) Firstly, there are two risks that are in tension to each other: The framework could be so rigorous in its approach that Bank operational teams find it hard to implement and because of timelines and resources, teams may find it impractical to implement.

On the other hand the framework could be too light and not allow for the collection of enough solid data with where project impact can be compared to control-groups.

The evaluation framework needs to strike a balance between both competing interests (rigor and practicality) and it is a declared objective of the framework to find the right balance so that on the one hand data is solid but on the other hand the approach does not create adverse situations where Bank teams are not in a position to implement the framework leading to a situation where little data is collected in practice when it comes to deploying the framework. Merely having a large set of collected data across projects already adds value for cross-project comparison even if not all dimensions could be covered.

- 2) A second risk relates to the timeline under which the grant works. The framework may come too late in time to be available for being deployed from the start in ODTA supported Bank operations. Here, the grant proposes a pragmatic approach where a value is seen in having a common framework as a grant delivery that is available for future usage and to be used from the start and the early project design phase. On the other hand, where implementation is already underway, the framework would be used to the degree that sufficient and relevant data is available - taking a pragmatic approach.
- 3) The third risk relates to the sustainability of the proposed framework, which also depends on in-country capacity to carry on such evaluations and more specifically the incorporation of the approaches in the country's own M & E systems. Before initially deploying an evaluation at the country level, the team will involve local actors to take into account upfront existing systems.

This should happen at the very start when the ODTA is helping design the ICT-enabled citizen engagement mechanism itself. Local capacities will be leveraged as much as possible to conduct the actual evaluations for greater sustainability.

In addition, the sustainability of the evaluation framework will be supported through the following mechanism. As the ODTA also continues to receive demand from TTLs for project design support at inception, the evaluation framework's relevant components will be integrated in the supported projects M&E. ODTA teams both have been approached and will reach out to a number of countries to advise the integration of ICT-mediated two-way feedback mechanisms into their CAS, such as in the DRC, with responsibility for the design of the citizen engagement mechanisms in question and their evaluation. This is an opportunity to embed lessons learnt from the development and deployment of the evaluation framework in an ongoing manner in Bank projects.

### **OUTCOME**

#### **Description of Grant Outcome Indicators**

Grant Specific Indicators Used

##### **Outcome Indicator 1: Uptake of evaluation standards for ICT-mediated citizen engagement in Bank and other donor projects**

Baseline Value : None

Date : January 2013

Target Value : Applied common standards of evaluation among relevant Bank and UNDP projects

Date : March 2014

##### **Outcome Indicator 2: Capture and incorporation of lessons from comparative analyses from other**

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### Bank projects

Baseline Value : No compiled evidence base and comparative analysis across Bank operations  
Date : January 2013  
Target Value : Additional stock of evidence from Bank projects incorporated back into evaluation framework and ODTA knowledge pillar  
Date : January 2014

### Outcome Indicator 3: Number of relevant Bank projects that have access to and incorporate learning from the initiative (Evaluation framework for ICT-mediated citizen participation)

Baseline Value : 0 Bank projects  
Date : April 2013  
Target Value : 20 Bank projects  
Date : February 2014

### Outcome Indicator 4: Number of government and CSO actors that have access to and incorporate learning from initiative (Evaluation framework for ICT-mediated citizen participation)

Baseline Value : 0 country actors  
Date : April 2013  
Target Value : Government and CSO actors in lab countries given access to such learning  
Date : February 2014

## COMPONENTS/OUTPUTS

### Description of Components / Outputs

#### UNDP Component / Output: Stock-taking and development of analytical framework (UNDP funded)

**Description:** In partnership with the UNDP e-Governance Program, a team of senior researchers conducts a review of the evidence on the use of ICTs to support citizen engagement. Compiling and systematizing relevant academic and data resources; this team will critically assess the validity of current claims on the impact of ICT mediated citizen engagement, identifying the gaps in the existing literature and pointing to a future research agenda. Working closely with the World Bank team, the research team shall develop an analytical framework for the use of technologies in participatory governance initiatives, laying the ground for the development of the evaluation framework.

**Planned Output / Deliverables:** Compilation of academic and data resources, draft document with review of the evidence and analytical framework on ICT-mediated citizen engagement.

**Estimated Value** : 0 USD under the GPF (UNDP funded: 40,000 USD)

**Start/End Date** : January 2013 - May 2013

#### Component / Output 1: Development of an evaluation Framework

**Description:** Development of a robust evaluation system for World Bank-deployed ICT-mediated citizen engagement initiatives. This component will focus on developing an evaluation framework for the collection of data on the value added of an ICT-enabled approach to citizen engagement by looking at and devising quantitative and qualitative indicators on aspects such as the appropriateness of the ICT-enabled tool to a



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given context and challenge, impact on participation and inclusiveness, and effectiveness on institutionalization and in eliciting government responsiveness. This will include the development of an evaluation protocol with a guiding framework and practical information such as a series of guiding questionnaires that can be systematically applied in operations supported by the ODTA, especially as they seek to achieve scale. The collection of such benchmarks will enable development practitioners to discern and quantify impact, and allow for consistent cross-country analyses of what works, what does not, and why with ICT-enabled citizen participation mechanisms.

**Planned Output/ Deliverables:** A developed framework through the setting up of a panel of experts and practitioners to devise the evaluation framework and continue to play an advisory role as it is implemented; incorporation of existing research, independent and randomized evaluations in select countries that inform the development of guides and overall evaluation framework; Evaluation protocol with questionnaires and guiding indicators for country interventions

**Estimated Value** : 60,000 USD

**Start/End Date** : April 2013 - June 2013

### Component / Output 2: Deployment of Evaluation framework

**Description:** Deployment of evaluation framework and parallel evaluation streams to accompany projects supported by the ODTA Advisory Service. Multiple parallel in-country consultancies will evaluate the added value of an ICT-enabled participatory mechanism and the impact of the overall approach through dimensions such as:

- the appropriateness and effectiveness of the ICT tool being used (such as in terms of participation and cost)
- the effectiveness of the broader participatory approach that is being supported through ICT
- the inclusiveness of the process to assess if the poor and previously marginalized groups have a voice and access to the participatory approach
- the overall impact on public sector performance and added-value for Government agency head
- the approach's scalability and replicability
- The role played by the socio-political environment as an enabler or impediment
- Government's capacity to respond and institutional arrangements

However, these dimensions are indicative and the completion of component 1 will determine the final content of the evaluation framework being deployed.

**Planned Output/ Deliverables:** Multiple parallel in-country consultancies targeting 10 projects to evaluate specifically the 1) value added of the ICT 2) impact of the overall intervention on citizen capacity to engage and public performance; Country-project evaluation reports

**Estimated Value** : 390,000 USD

**Start/End Date** : July 2013 - March 2014

### Component / Output 3: Incorporation, dissemination and sharing of lessons learned

**Description:** Development of knowledge products and select dissemination activities to ensure the lessons gathered and knowledge created through the products developed are in turn incorporated in the evaluation framework and disseminated.

**Planned Output/ Deliverables:** At least one how-to-note for each of the categories of intervention

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(participatory decision making and the 2 sub-categories of citizen feedback (citizen report cards and third party monitoring); Knowledge dissemination event through the ODTA presenting the evaluation framework (target: Bank staff); 2 regional events (target: country stakeholders from government and civil society): 1 LAC, 1 Africa

**Estimated Value** : 50,000 USD  
**Start/End Date** : March 2013 - March 2014

### GPF

#### **1. What are the country's current governance impediments to development effectiveness? What are the**

Citizen engagement is about more than one off exercises of collecting citizen feedback but rather about fostering accountability through an ongoing two-way conversation between government and the public that aims to take into account citizens' views in decision-making and allows as well as to track progress s. Countries however grapple with the lack of institutionalization of participatory mechanisms and lack of real time data to allow governments to respond more effectively. More relevant and convincing data that can inform evidence-based policy-making and on what has worked and can be applicable to other countries is also needed. The deficit of trust between state and non-state actors that exists in many countries and often stems from a lack of meaningful interaction, in addition to capacity constraints, also presents a real impediment to collectively tackling the development challenges.

Successful in-country experiences like in Afghanistan, Tanzania, India, Democratic Republic of the Congo, and Brazil have produced first lessons on what might work under which conditions when trying to enable citizen engagement in public decision-making and monitoring, notably through ICT to alleviate many of the aforementioned challenges. However, there is a major unmet demand: besides anecdotal evidence, there is insufficient hard data that demonstrates the impact of ICT-mediated citizen participation and how this translates into better performance, inclusion and social accountability.

#### **2. Demonstrate how the proposal will contribute a GAC-specific dimension to Bank operational products in country and how it will provide specific and focused entry points for further interventions to address governance constraints in country. (400 words)**

The ODTA presents a unique opportunity to facilitate ICT-mediated participation mechanisms that bridge both state and non-state actors in a country by leveraging Bank projects around the World. ICT-mediated engagement allows for two-way feedback mechanisms on public decision-making and service delivery between these actors that, when well designed and embedded in Government-owned reform processes, can strengthen social accountability and public sector performance.

Adding to this process, new forms of visualizing the citizen-generated data as a complement to existing government data contribute to better analysis and monitoring while facilitating a more open State-citizen dialogue around results. Both the country's statistical capacity development and these more innovative methods will become part of Government-led reforms. Here, the World Bank's access to Governments is a key added value compared to other actors working in this space of ICT-enabled citizen engagement.

In addition to helping TTLs and Bank teams to design, budget, and implement participatory mechanisms that overall strengthen GAC components in projects, the ODTA is more specifically working to meet the demand in this emerging field by building on country-owned experiences and more systematically strengthening M&E across Bank projects. With a proper M&E framework and deployment, the GAC-specific dimensions of bank operational products such as voice and accountability can be strengthened.

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Although still fledgling, initiatives centered around ICT-mediated citizen participation are growing and reaching the stage where lessons can be learned. The ODTA itself has been involved in collecting citizen feedback on public services like water and electricity to connect users with providers and improve that delivery (Democratic Republic of the Congo, Dominican Republic, Tanzania) and multi-channel participatory policy-consultations (such as in health) and participatory budgeting (Cameroon, DR, DRC, Brazil) that led to concrete policy changes based on citizens' opinions and votes.

To fully benefit from the thereby increasing number of operational experiences, additional resources are needed to carry out systematic evaluation cycles on Bank-deployed ICT-mediated participatory mechanisms. Currently, Bank teams have limited M&E funds, which are not reserved for the narrow field of assessing ICT-driven citizen participation per se. Additionally, funds for M&E of governance ICT activities will help to create knowledge that benefits not only the World Bank but a wide range of development actors, including CSOs and governments.

A robust evaluation framework will enable systematic cross-country and cross-project comparative analysis of what works in which environment (e.g., Fragile States; low, middle income; high/low web/mobile penetration; by sectors, etc.), allowing for the opportunity to make each future intervention more efficient.

The scope of this specific proposal is to develop and implement a framework that would allow for evaluations of two-way ICT-enabled citizen participation mechanisms in public policies as encompassing approaches that are influenced by both technological and non-technological factors, but with a focus on the value added of the ICT as an under-evaluated area in mechanisms of citizen participation that is however more and more being applied. **Explain how the proposal stretches the frontiers of governance work by the Bank, particularly on the 'demand-side'. (300 words)**

The Open Development Technology Alliance's approach is centered around the implementation of tested tools of citizen engagement such as citizen report cards and participatory budgeting - and the leveraging of ICTs to enhance and take them to the next level. Therefore, by introducing technology as an enabler of citizen feedback, the initiative aims at boosting and diversifying public participation in public decision-making and monitoring and systematizing such processes for greater accountability and improved service delivery. The ICT-enabled mechanisms in question help generate relevant and complementary real-time data from beneficiaries and third-party actors at large that can help allow for more government responsiveness. They therefore represent a more agile, iterative and sustained approach to engaging citizens for better governance (the demand-side) than the more traditional methods of participation leveraged in general including at the Bank - and to development in general that goes beyond mid-term reviews.

More specifically, the evaluation of ICT-mediated citizen participation that is the focus of this proposal will be one of the first attempts at the Bank at developing a robust evaluation methodology for an approach that is nevertheless more and more gaining currency as a complementary way of bringing citizens into the public debate. Having an evaluation framework that can systematically be deployed in Bank operational projects supported by the ODTA will allow for: 1) the collection of key data on the value-added of using ICT to engage citizens in various settings including in fragile states and any discernable and attributable impact on public performance; 2) cross-country analyses for lessons that can be applied in other environments and that can inform the Bank's ongoing governance and social accountability work.

The proposed approach to developing an evaluation for ICT-mediated citizen engagement is an encompassing one that looks at the role of the technology but also put the overall approach in a broader context of citizen engagement that is influenced by several contextual factors.

**3. In case the proposal includes a country/countries that will prepare a CAS in the next few years, explain how the propose activities will help in developing the CAS and how this activity can be a building block for a CGAC strategy. (150 words)**

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The ODTA is aware that taking calculated risks by innovating gives it a responsibility to more thoroughly assess what works and what doesn't in ICT-mediated citizen engagement for governance reforms. Successful in-country experiences in Africa and Latin America in that realm already present an opportunity to help strengthen GAC components in countries on voice and social accountability and more specifically through this proposal, systematically help enhance operational M&E across Bank projects. ODTA aims to reach out to a number of countries to propose and advise the integration of ICT-mediated two-way participation mechanisms into their CAS. For instance, building on its successful experiences in the DRC helping local governments implement ICT-supported participatory budgeting, and the national water company start integrating beneficiary feedback in the water Sector, the ODTA is advising on ways to scale up such initiatives through the DRC CAS including on M&E aspects. In this way, the country team is in particular looking to strengthen its overall Monitoring and Evaluation system.

**4. For the indicators created under \*OUTCOMES\* tab of the GFR, please explain how these will be used to monitor and measure, in a cost-effective way, the expected outcomes and outputs of your proposal. (200 words)**

The overarching objective of the proposed is more effective ICT-enabled citizen engagement interventions in development projects through a common evaluation framework and better coordination among actors. The number of Bank projects - outside of the ones targeted for deployment in this proposal- that take up the common evaluation standards, will therefore be a relevant and measurable indicator of the standardization of the dimensions of evaluation for ICT-enabled citizen engagement projects at the heart of this proposal. That standardization and capture of lessons learnt is especially important to the Bank in order to reduce the redundancies already noted in operational projects that use ICT for citizen engagement. Special attention will be paid to the incorporation of such standards in the Bank projects M&E frameworks even for the ODTA-supported projects not targeted by the proposal. Lessons from these Bank projects should and will be in turn incorporated into the initial evaluation framework developed in order to strengthen it and build a lasting and dynamic evidence base. Finally, it is important that all the lessons and knowledge produced are disseminated, notably through knowledge sharing activities throughout implementation with actors both in the Bank and donor community and country stakeholders to build broad knowledge and capacity to implement ICT-enabled citizen engagement interventions in a coordinated and more effective way. The existing ODTA organizational apparatus will be of particular use for the monitoring of the described indicators in a cost-effective manner.

A final assessment for the GPF grant will look at how, overall, the evaluated work has helped create the conditions and learning to reduce redundancies and increase synergies across the projects that were evaluated and, secondly, future ODTA supported Bank operations.

**5. Indicate how the proposed program will strengthen Bank and/or recipient capacity to address governance constraints at the country level. (150 words)**

Proposed activities will create a set of more robust data stemming from in-country operations that will help inform work to be carried out by the ODTA's knowledge pillar to produce knowledge products based on the evidence of what works and what doesn't in various environments and according to the defined types of interventions. This will contribute to a body of knowledge for a range of actors and development practitioners from the Bank, government, civil society and other donors. More specifically, the program will leverage the ODTA structure and pillars to share lessons learned through (i) the development of knowledge products such as how-to notes, case studies and knowledge papers; (ii) linking experts with projects; (iii) and facilitating the development and dissemination of the ICT tools used during implementation. The knowledge produced by these ICT-mediated citizen participation processes have the potential of being shared, operationalized and scaled-up through the ODTA's continuous support to Bank's operations. Furthermore, lessons learned from these activities will feed into the ODTA's "business model," which aims to reduce the transaction costs that ICT-mediated citizen participatory mechanisms may still carry, by providing semi-tailored off-the-shelf solutions for ODTA supported projects.

At the country level, in-country expertise will be developed, with the aim of building capacity to conduct evaluations and overall more effective ICT-enabled citizen engagement interventions through leveraging local

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consultancy teams. CSOs groups can also contribute their expertise to the development of the evaluation framework and evaluations. Governments will be able to collect evaluation data that can help improve their capacity to respond to citizens' needs and for improved policy-making.

**6. Describe how other development partners in country (donors, non-government organizations) have been involved in the design, or will be involved in the implementation of the program. (150 words)**

As described, in a partnership, the UNDP e-Governance Program will contribute to the development to the evaluation framework and UNDP will deploy it in its own operations.

In addition, the nature of the proposed activities calls for working hand in hand with local CSOs in the design and implementation of country specific consultancies. Although it would vary by country and capacity, CSOs can also effectively play the role of intermediaries and infomediaries that are helping make sense of the feedback generated notably through analyses that can be used in the evaluations. In the planned interventions in a country like the DRC, both non-state actors through multi-stakeholder Steering Committees (such as the government-CSO coalition overseeing water service delivery) and other donors like the UNDP (who plans on scaling up ICT-mediated participatory budgeting in several provinces) will be involved including in the design and deployment of the accompanying evaluation activities. An aspect of this proposal (under component 3) is to help develop the capacity and knowledge of relevant local CSOs notably through knowledge exchange with other countries and actors.

**7. Please provide evidence of commitments by the Bank to continue payment of all personnel costs associated with this proposal. (100 word)**

The World Bank Institute is assigning a team to the proposed work composed of one Senior Government Specialist, one Governance Analyst, and one Extended Term Consultant, will continue to cover their staff costs for the duration of this proposal. Their contracts are ongoing.

Also, ODTA has been adopted as a longer running WBI mandate under its focus on Open Government, which will continue in the absence of the GPF-funded evaluation work.

Staff from SDV-DFGG, the ICT sector and project teams in the regions - including TTLs - are working on ODTA supported operations, which are board approved.

**8. Please describe in detail how the project will be organized, staffed and managed. Describe how the components will be coordinated to achieve the overall project results. For Window 1 projects indicate the role the CMU in managing the project.**

The work will be led by a TF accredited TTL in WBI.

Bank projects are being advised by ODTA *Engagement Leaders* staffed with colleagues from the units that support ODTA (ICT sector, SDV-DFGG and WBI).

For the proposed program, there will be a *Panel of Experts* consisting of a group of evaluation specialists who collectively develop the Evaluation framework and advise in-country evaluation processes to ensure cross-country and cross-project consistency and cohesiveness for effective, systematic comparative analysis.

In each country, a *Country Evaluation Team* will be responsible for the co-design and implementation of project-specific evaluations in line with the Evaluation framework and taking local contexts into account. The Country Evaluation Team can be comprised of international and local consultants with M&E expertise including data collection and analysis and familiarity with the use of ICT for development projects. To ensure coherence, relevance and communication with project teams, the ODTA *Engagement Leader*

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assigned to the project will supervise the overall work in coordination with the operational team on the ground. This will be part of the support generally provided by the Engagement Leader in ODTA projects such as through regular check-ins.

In addition, the Engagement Leader can call on as needed on the ODTA other core areas/pillars: knowledge, people/communities and tools to both leverage them and help integrate lessons.