

1	Introduction	1
1.1	Participation in Development Interventions: Research Themes and Questions	5
1.2	Theoretical Concepts: Rationalized Myths and Partial Organization	12
1.3	Research Design: A Multi-sited Ethnography	14
1.4	Empirical Context	15
1.4.1	Two Development Interventions as Anchors for Studying Participation	15
1.4.1.1	TSUPU and USMID: An Introduction	17
1.4.1.2	The Field of Organisations in TSUPU and USMID	19
1.4.2	Uganda's Politico-administrative System over Time	25
1.5	Chapter Overview and Findings	32
2	Theoretical Framework	37
2.1	Participation as an Orthodoxy in Development	38
2.2	A Neo-institutionalist Perspective on Participation in Development	42
2.3	International Development as a Field of Organisations	44
2.4	Participation as a Rationalized Myth	49
2.5	Municipal Development Forums as Partial Organization	57
2.6	Analytical Framework	62
3	Methodological Framework	65
3.1	An Interpretive Research Design	66
3.2	Data Generation	70

3.2.1	Methods	70
3.2.2	Fieldwork	73
3.3	Contemplating the Field: A Reflexive Journey	80
3.3.1	Access and Immersion	80
3.3.2	Positionality	88
3.3.3	Ethics	95
3.4	Data Analysis	101
3.4.1	Coding Process	102
3.4.2	Case Analysis	107
3.4.3	Core Topics	110
4	Responding to the Myth of Participation through Interpretation and Decoupling	113
4.1	Cities Alliance: Participation as Empowerment	114
4.2	World Bank: Participation as a Tool for Monitoring and Accountability	119
4.2.1	Understanding Participation as a Tool for Monitoring ...	120
4.2.2	Different Types of Monitoring through the MDFs	124
4.2.3	The MDFs as Mediator	126
4.2.4	MDFs as Functional Participation	130
4.3	Local Administrations: Participation as a Donor Conditionality	132
4.4	Intermediate Conclusion	138
5	Organising Civil Society by Building Membership	143
5.1	Citizens as Partners and Objects of Transformation	144
5.2	Creating Members: The Right People for Participation	148
5.2.1	A Preconceived Notion of Who Belongs to the Community	150
5.2.2	Building on Existing Groups and Relationships	153
5.2.3	Understanding the System: Behavioural Expectations and Professional Requirements	156
5.3	Intermediate Conclusion	164
6	Organising Civil Society by Setting Rules	169
6.1	Formalisation of the MDFs' Structures and Processes	170
6.2	Formalisation of the MDFs' Interactions with Municipal Bureaucrats	176
6.2.1	Sending letters: Documenting Participation	177
6.2.2	Meetings: Listening to People's Needs?	179

6.3	Narratives of the MDFs' Prospective Formalisation in Legal Frameworks	186
6.4	Intermediate Conclusion	192
7	Discussion and Conclusion	197
7.1	Summary and Discussion of Findings	198
7.1.1	Explaining Different Interpretations of the Rationalized Myth	199
7.1.2	Understanding Decoupling of MDFs in Municipal Administrations	203
7.1.3	Partial Organization as Deciding on a Relationship	207
7.2	Contribution of the Study	211
7.3	Limitations of the Study	217
7.4	Avenues for Further Research	219
	Annex I—Interviews, Observations, and Documents	223
	Bibliography	235