

**THE GENDERED PATHS TO EDUCATIONAL EVALUATION:
FACTORS CONTRIBUTING TO GENDER GAP IN WOMEN
ENGAGEMENT FOR PETS IN KILOSA DISTRICT**

**By
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**A Dissertation Submitted in partial Fulfillment of the Requirements for the
Award of the Degree of Master of Arts in Education (MA ED) of Mzumbe**

University

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CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation titled: **The Gendered Paths to Educational Evaluation: Factors contributing to gender gap in women engagement for Public Expenditure Tracking Surveys (PETS) in Kilosa District**, in fulfillment of the requirements for the award of the Degree of Master of Arts in Education of Mzumbe University.

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I, **Msati, Abdillahi Abbas**, declare that this dissertation is my own original work and that it has not been presented and will not be presented to any other institution of higher learning for the purpose of any degree award.

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DEDICATION

This work is dedicated to my beloved daughters Zamazam and Zakia.

LIST OF ABBREVIATIONS

COSTECH	Commission for Science and Technology
CSOs	Civil Society Organizations
DAO	District Academic Office
EFA	Education for All
GoT	Government of the Tanzania
ICT	Information and Communication Technology
LGA	Local Government Authority
M&E	Monitoring and Evaluation
MDC	Mvomero District Council
MOEC	Ministry of Education and Culture
MSTHE	Ministry of Science, Technology and Higher Education
NGO	Non Governmental Organisation
O&OD	Opportunities and obstacles for Development
PEDP	Primary Education Development Programme
PEDP	Primary Education and Development Plan
PETS	Public Expenditure Tracking Survey
PRA	Participatory Rural Appraisal
SEDP	Secondary Education Development Plan
TTC	Teacher Training Colleges
TTCL	Tanzania Telecommunication Company Limited
URT	United Republic of Tanzania
URT	United Republic Of Tanzania

ABSTRACT

While women and girls make a relative high number of rural populations compared to men, researches show that few women than male engage in the CSOs initiated Public Expenditure Tracking Surveys (PETS) at the district level to evaluate the local government use of financial resources for education sector. Based on such grounds, this study investigated factors contributing to gender gap in women access to opportunities for civic engagement in Kilosa district. The study utilised the descriptive case study design, conducted using both qualitative and quantitative approaches to research. Also, a sample of 120 study participants sampled for this study from Kilosa District was utilised and approached through the use of structured questionnaires and interview schedules. The study relied on descriptive analysis of primary data through the use of the SPSS, and secondary data analysis. The findings of the study show several factors that contribute to gender gap in women engagement for PETS in education sector. The acquired low level of education and multiple responsibilities were found the leading factors that contribute to gender gap in women engagement for PETS. Also, women were found to possess low levels of knowledge on PETS, and this creates fear in women engagement for PETS. Further, officials from CSOs who implement PETS perceived women to lack confidence in the PETS process. This can be possibly explained by the fact that women especially those living in rural areas have been socialized in a non-masculinity tendencies which limit their aggressiveness in the practice of PETS. The study concludes that the gendered type of socialization in rural settings generates factors that determine engagement in PETS. In this light, the study ends up by advancing several recommendations to CSOs and CBNs coordinating PETS and policy makers as women in the rural set ups. The key recommendations were seldom need to prepare strategic interventions to engage women and girls, there was need to institutionalize a gender lens at the local council level. There is a need to feminize the decentralization process in order to bridge the reform gaps. The local council enough planning department together with CSOs, should create a platform which could enhance visibility of rural community members the process of policy.

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CHAPTER ONE

PROBLEM SETTING

1.1 Introduction

Equity in gender participation is the cornerstone to education evaluation, as it ensures that both males and females contribute in evaluating the outcomes of educational policy interventions which affect both genders. Available literature shows that evaluation of educational outcomes in Tanzania's educational systems quite often occurs at three levels: The national (macro-level); the regional, district (meso-level), as well as the school (micro-level). While several literature have focused on evaluation of educational policy interventions at the national and school levels, few studies that I know off have laid there focus at the district level.

According to the Tanzania Census report (2012), women and girls make a relative high number of rural populations compared to men. Because of that it was expected that a high proportion of them would be engaging in CSOs driven Public Expenditure Tracking Surveys (PETS) within the educational lens bearing its importance to their local development. Contrary to that observation, few numbers of them have been involved in tracking local government use of public finances for educational development in Tanzania (Muya, 2012). Against that observation, this study analyses the path to the evaluation of educational policy intervention at the district (meso) level within the gender lens. In particular, the study explores factors contributing to gender gap in women engagement for evaluating local government use of public resources for education sector by using a tool called Public Expenditure Tracking Surveys (PETS) in Kilosa District.

This opening chapter provides the background information of the research which surveys the conceptual issues of the study such as existence of gender gap and education evaluation through PETS; the synthesis of the historical trends of the problem as well as empirical evidences of the existence of the problem. It also gives

the statement of problem, the study objectives, research questions, the importance of the research, and wind up with the scope and limitations of the study.

1.2 Background to the Problem

Feminists, advocacy groups, public technocrats, as well as academics continue to debate on how to bridge gender gap in the governance process. This is seemingly explained by a long time, continuation of gender gap in access to resources and opportunities from various developmental processes. Among others include existence of gender gap in access to health services; access to formal employment opportunities; access to education; access to leadership position; access to finances for entrepreneurial business and many more. The effects of prevalence of gender gap differ immensely on various sectors and communities since the issues, context and societal values also diverge.

Evaluation of education outcomes in developing countries relate to the goals established in educational policies, as well as the national vision. Quite often, the outcomes of educational policies are measured at the macro, meso, and micro levels. While the macro level involves strategic long range planning and evaluation of the outcomes of educational policies, the meso takes a medium perspective for achieving macro-plan goals. Likewise, the micro planning and evaluation focuses on short term and views of individuals and small group in a school or a ward. While micro planning and evaluation have unique goals and characteristics, they are often linked to both meso and macro plans.

The current study focuses on evaluation of education systems at the district level (meso-plan) within the gender lens. Over the last two decades, the use of "civic engagement" such as Community Based Network supported by Civil Society Organisations (CSOs) in the process of governance have become very topical. Within the governance lens, CSOs have engaged with the local community in the evaluation of the local government use of public finances for developing various sectors such as education, health, infrastructures and many more. Essentially, the

governance process of public finances at the local level revolves within the three core building units which are state, private sector and civil society. Achieving that goal involves a transformation in local government management practices, processes and culture.

CSOs play a greater role on enhancing advocacy, empowerment, policy making process, as well as enhancing watch dogs role with the purpose of making social services delivery work for the community at the local settings. The past decade, however, has witnessed significant changes in civil society engagement in undertaking Public Expenditure Tracking Survey (PETS) (CIVICUS, 2010). When CSOs involves the poor and those who represent them in the budget making process as well as tracking its evaluation outcomes, it ensures that the content of the locally agreed budget reflects the nationally agreed objectives related to poverty reduction and social equity. This is because budget is among the most important policy instruments available for achieving poverty reduction.

Available literatures acknowledge the engagement of several CSOs in Africa in the process of PETS. Among others include a South African Non Governmental Organization (NGO) the Institute for Democracy in South Africa (IDASA) regularly conducts analyses of the government's annual budget to identify the implications for particular groups in the community, such as children and women. Also, the Public Service Accountability Monitor (PSAM)-a research and advocacy organization works closely with the legislature to track government agency responses to financial control weaknesses and instances of financial misconduct and corruption contained in the Auditor General's report. Furthermore, the expenditure tracking work of the Uganda Debt Network (UDN) has helped to curb corruption in the intergovernmental fiscal relations system in Uganda in health and education.

According to Muya (2012), the Tanzanian experience with PETS dated back in 1999 after the success of the Ugandan experience in conducting PETS in the areas of education. Since then, it has conducted PETS at different phases. The periods are

1999, 2001, 2004 and the current PETS. The first PETS in Tanzania was conducted by Price Waterhouse Coopers in 1999, jointly commissioned by the Government of Tanzania (GoT) and Department for International Development (DFiD). Tanzania's second PETS, entitled "Pro Poor Expenditure Tracking Study", and was conducted by Economic and Social Research Foundation (ESRF) and Research for Poverty Alleviation (REPOA) in 2001 as a means to ensure that the national budgets followed the pro poor priorities' set by the Poverty Reduction Strategy Paper (PRSP). Tanzania's third PETS was conducted by REPOA in 2004 and covered the various funding mechanisms under the primary education Development Plans (PEDP). Till recently there are a number of PETS conducted at local governments by different NGOs. Though it has been limited, yet, it begins to evolve.

Mismanagement of public finances from either the collected revenues through taxes, licenses and fees from local governments or the grants received from the central government has been one of the major limiting factors towards better delivery of public services at the local government level in Tanzania. The Controller and Auditor General (CAG) report and Local Authorities Accounts Committee (LAAC) in different years have released auditing reports which shows misappropriation of funds in Kilosa district. While the use of "civic engagement" was thought to be among the strong tools towards enhancing governance of public finances, poor involvement of women and young girls who make a relative high composition of the population in the process of undertaking PETS at the rural settings raised gender issues for observations.

At the policy level, Tanzania is among of the countries which reaffirmed its commitment to act in accordance with the rule of equity and implementation of non-discriminatory policies in the development process. As a member of the UN, Tanzania is morally bounded to accept with rule of equality as spelt out of universal declaration of human rights (CEDAW), the Beijing platform for action and the African charter on human and people's rights. Also, gender policy and the women development in Tanzania of 2000 underline the issue of equality between women and

men with women and girls having greater attention. Besides, Tanzania has taken measures to express the sense of these commitments into real national policy underlying structure, the law and strategies. In particular the country has reached several achievements gained served in the implementation of LGRP from 1998, be used up participatory tools like decentralization by devolution (D by D), such as in the process which in forms CSOs engagement in underling PET in district councils which have been legitimized through the PETS directing released in 2007. It is the fact that the outcome of development interventions such as funding education at local setting affects all genders. The research investigates the factors which contribute gender gap in women engagement for tracking local government use of public finance in education.

1.3 Statement of the Problem

The important role that established Community Based Network (CBNs) through CSOs play in monitoring public expenditure to ensure that local councils are adhering to the principles of good governance including combating corruption has been recognized internationally as well as in Africa. CBNs enhance advocacy, empowerment and influence policy making process.

According to the Tanzania Census report (2012), however, women and young girls make a relative high number of rural populations compared to men. Because of that it was expected that a high proportion number of women and girls would be engaging in the CBNs for undertaking Public Expenditure Tracking Surveys (PETS), bearing its importance to their local development. Contrary to that observation, there are grounding literatures which shows that few numbers of them have been engaging in the undertaking of PETS. The gendered participation in the process of PETS reveals that out of ten participants in established CBN group; only 4 were composed of women and young girls (Interview with TACOM-Executive Director, 2016). Seemingly, the entire process of PETS is more in favour of male than female. The justification of the proposed study stem from the fact that despite achievements obtained in the implementation of LGRP and use of participatory tools such *D-by-*

D)” in Tanzania, yet, there exist a gender gap in the use of “civic engagement” for the evaluation of public finances such as those located for education in LGAs.

While various studies (Likwelile & Mwamba, 1999; Cooksey and Kikula, 2005; Mushi *et al.* 2005; Fjeldstad *et al.* 2010; Msami, 2011; Mascarenhas, 2011 and Muya, 2012) have been conducted in the past, most of them focused on exploring capacity of local governments towards financial management, revenue enhancement and financial transparency. Consequently, the study filled the information gap of the factors contributing to gender gap in civic engagement at the local level.

1.4 Research Objectives

1.4.1 Main Objective

The main purpose of this study was to explore the factors contributing to gender gap in women engagement for tracking local government use of public finances for education sector from 2011 to 2016 in Kilosa District.

1.4.2 Specific Objectives

Specifically the research aimed to:

- i. Examine the extent to which women’s levels of knowledge on PETS contribute to gender gap in women engagement for tracking local government use of public finances for education in the study area,
- ii. examine the leading factor that contribute to gender gap in women engagement for tracking local government use of public finances for education sector in the study area
- iii. Assess whether the perceptions of officials from CSOs who implement PETS contribute to gender gap in women engagement for tracking local government use of public finances for education in the study area,

1.5 Research Questions

The research questions for this study were:

- i. To what extent do women's levels of knowledge on PETS contribute to gender gap in women engagement for tracking local government use of public finances for education in the study area?
- ii. What is the leading factor that contributes to gender gap in women engagement for tracking local government use of public finances for education in the study area?
- iii. How do the perceptions of officials from CSOs who implement PETS contribute to gender gap in women engagement for tracking local government use of public finances for education in the study area?

1.6 Significance of the Study

The research was intended add the knowledge on the gender gap in the process of undertaking Public Expenditure Tracking Survey at local government level to the existing body.

Second, exploring the leading factor that contribute to gender gap in women engagement for PETS aims at finding out the best ways to bridge the gender gap in conducting PETS by addressing revealed hurdles such the low level of education and PETS. Third, through identifying the perceptions of officials from CSOs who implement PETS, the study contributed to bridge the gender gap in women engagement for tracking PETS by understanding institutional barriers in the PETS process. Further, the findings of the study will provide insights to local government officials, policy makers, parliamentarians, researchers as well as training institutions to understand and design measures that aim at enhancing equity on undertaking PETS in the natural settings.

Another significance revolves at empowering the formulated Local Community Networks (LCN) to understand the leading factor that contributes to gender gap in women access to opportunities for tracking the use of public finances in the local

settings. This will enhance the gender equity in the LCN's engagement on PETS. As a result, the process of combating corruption, increasing accountability of government officials in their work areas, improving ethics, as well as transparency to citizens, will be gender sensitive. More importantly, the study intends to add value in the delivery process of social services within the gender lens. This is because the outcome of any development interventions at local settings affects all gender. Lastly, it should be noted that the provision of basic services such as primary education is financed by domestic and international tax payers. Thus, exploring the efficacy of public spending within the gender lens is not only significant from a development effectiveness lens, but also a means of justifying responsibility to the financial officers of public spending which includes the poor who pays indirect tax and international tax payers who contribute in the form of development credit.

1.7 Scope of the Study

This research was conducted in Kilosa Districts located in Morogoro region. There are several reasons explaining the reasons of choosing Kilosa District Council for an in depth study. This study therefore sought to recognize the contributing factors to the gender gap in women access to PETS in the study area.

1.8 Limitations of the Study

The researcher faced some limitations and managed to get solution accordingly. The first limitation faced was financial problem. Fund for stationary was the issue that other alternatives were needed to manage the problem.

Second limitation challenged the researcher during data collection was the cooperation, some of the respondents seemed to reluctant to provide information the only way used to combat the situation was to educate respondents in line with research ethics. Finally the respondents accepted and gave information for the study.

Third the time factor also contributed difficulty for data collection the researcher bargained with respondents and used time for holiday and weekend.

1.9 Organization of the Dissertation

The first chapter explains the background of the research, the statement of the problem, the research objectives, research questions, the significance of the study, the scope as well as the limitations of the study which sought to explore whether involving NGOs through PETS would make a difference on management of public finances at the district level in Tanzania. Chapter two provides the theoretical and empirical literature. It explains an overview of CSOs/NGOs engagement on tracking PETS at the district level, determinants of CSOs/NGOs engagement on tracking PETS, factors affecting of CSOs/NGOs engagement on tracking PETS, Local government finance management, as well as Local Government Delivery of Social services.

In addition, it covers theoretical framework as well as the empirical literature of studies conducted on gender gaps in access to resources and opportunities linked with the PETS in developed countries, developing countries and narrowed to Tanzanian context. This chapter ends up with the conceptual framework of the study. Chapter three deals with research methodology and study area that was used towards the production of the research data. The chapter is arranged into six sub section as follows; study design, area of the study, targeted population, sample and sampling technique, data collection methods and tools, and data analysis plan.

Chapter four presents and discusses the findings of the study. It critically examines the leading factor that contribute to gender gap in women engagement for tracking local government use of public finances in the study area; examine the extent to which women's levels of knowledge on PETS contribute to gender gap in women engagement for PETS; as well as assess whether the perceptions of officials from CSOs who implement PETS contribute to gender gap in women engagement for tracking local government use of public finances in the study area. Finally, Chapter Five summarises the key results, conclusions and recommendation of the research in addition to proposed for further studies in the subject area.

Chapter five gives summary of the key investigations, conclusion, and study recommendations beside of suggestions of further next studies which is relevant to this subject area.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

As noted earlier, Civil Society Organisation (CSOs) play a major role in monitoring public expenditure to ensure that local councils are adhering to the principles of good governance, and thus enhancing better delivery of social services. This chapter provides the theoretical and empirical literature on CSOs engagement in monitoring public expenditure and social services delivery. Part 2.1 starts by presenting an introduction part of the research. While sub section 2.2 presents theoretical literature of the research, subsection 2.3 gives empirical literature or evidence of the research. The theoretical literature of the study reviews explanations of key terms and concepts that used in the research, an overview of NGOs engagement on tracking PETS at the district level, determinants of NGOs engagement on tracking PETS, factors affecting of NGOs engagement on tracking PETS, Local government finance management, local government delivery of social services in Tanzania, as well as the theoretical framework of the research. On the other hand, the empirical literature demonstrates studies conducted on PETS in developed World, developing countries and narrowed to Tanzanian context. It also provides the survey of general aspects directly related to the objectives of the research linked with practical support. While part 2.4 offers a conceptual framework of the study, part 2.5 provides a conclusion which midpoint on the knowledge gap to be filled by the study.

2.2 Theoretical Literature of the Study

A theoretical review is a compilation of organized ideas based on assumption. It tries to explain why things are the ways are based on theories. Since there are many theories relating to the management of public finances arising from both systemic and behavioral perspectives, this study, however, is informed by the institutional theory developed by innovative insights of scholars varies from Marx and Weber, Cooley and Mead, to Veblen and Commons. An institutional theory considers the

process by which organization, together with schemas; regulations, norms, and schedule, become recognized as reliable guidelines social behavior and consequently mould a more flexible features of social structure. Before discussing it in details, understanding the coverage of this part is prioritized. This part covers the definition of concepts of the study, an overview of the Delivery of Social Services and Public Finance management at the District level, determinants of NGOs engagement on tracking PETS at the District level, factors affecting NGOs engagement on tracking PETS at the District level, Local Government Management of Public Finances as well as the theoretical framework of the study.

2.2.1 Definition of key Terms

Gender Gap

Gender gap is observed a greater difference among men and women boys and girls in considering access of developmental resources such as education health services and decision making (DfID 2001). The state of being inconsistencies originated when there is gender discrimination in the offering and distribution of development opportunities, earnings and rights. For this matter gaps become, indication through gender unfair treatment of girl and women which is observed practiced by the people as a norm, According to Meena (2009) gender gap has been defined as the dissimilarities seems to exist between males and females in terms of statistical benefits that makes males to have the benefit than females in terms of their being participated and receiving of opportunities in social economical as well as cultural and public life. This research defines gender gap as referred to quantitative or qualitative differences in term of how women and men or boys and girls are treated with regard to their engagement to PETS.

Public Expenditure Tracking Survey

Concept of PETS is a survey that measure the amount of funds transferred and distributed from stoke holder to the government for purpose of public service delivery. Chain from the national's Treasury down to the service delivery unit sometime chain from World Bank to the nation's treasury then down to the service

delivery unit by comparing the amount of fund that how much received at the service compare to how much was transferred to the service.

Conceptually, “PETS is essentially an analysis that measures the amount of funds received at each link of public service delivery chain from a national treasury direct to the service delivery units, where it supposed to be spent. By comparing how much was sent from treasury with how much was actually received at service delivery units surveyed. The amount lost or diverted on the way can be calculated.

Public Expenditure Tracking Survey (PETS) follow the flow of the public funds and conclude on the extent to which resources truly reach the target group. The surveys inspect the manner, quantity, and timing of releases of resources to special levels of government, particularly to the units answerable for the delivery of social services such as health and education (World Bank, 2008). In the participatory approaches to local governance in cooperation, female and male are quite often trained and engaged by civil societies to trail local government use of public finances. The PETS analyses the total of funds received and spent at each service deliverance unit such as education, health, water, housing, social security and many more provision, of these services is governed by social policy which entails an authoritative declaration of intent that speak to policy problems and alternatives with a goal of civilizing human welfare and to meet human being needs at the local settings.

2.2.2 Civil Society Organizations

The World Bank (2004) visualize the term civil society to refer to the wide range of non-governmental and not-for-profit associations that have existence in public life, expressing the interests and values of their affiliates or others, based on ethical, cultural, political, scientific, religious or philanthropic concerns. Civil Society Organizations (CSOs) therefore refer to a wide of range of organizations: community groups, non-governmental organizations (NGOs), labor unions local groups, charitable organizations, faith-based organizations, professional associations, and foundations. They play role in the process of service delivery and public advocacy

seeking social change by influencing attitudes, policy and practice to reform state services (Ngware, 2008).

In this study, CSOs are perceived to collaborate with the local community, to formulate development plans, design strategies to implement it, monitor the process to identify the elusive bureaucratic channels through which funds flow and evaluate the likely impacts brought as a result of a given intervention (CIVICUS, 2009).

2.2.3 Monitoring and Evaluation

This is a permanent central management activity whose intention is to ensure that a project realises its definite objectives within a prescribed time frame and budget, and gives feedback regularly to the management on advancement of the project performance and the problems faced during the implementation so that corrective measures can be taken timely (Abbot & Guijt, 1998). In the same hint, Oakley *et al.* (1998) contends that monitoring consists of operational and administrative functions that deal with two main activities which are resource acquirement and allocation on the one hand; and the production, delivery of project services or products in time according to the plan on the other. The former is effort monitoring while the latter is output monitoring. For M & E to be proficient and effective there must be information system tied into the project cycle. That is why during groundwork of a project, designers have to clarify inputs, activities, outputs, objectives, indicators of attainment of the objectives, means of ascertaining the indicators and external factors, which may disrupt the whole project's (Davies, 1998).

Oakley *et al.* (1998) defines evaluation as an internal and or external management activity undertaken to assess the overall appropriateness of a programme or project's design and implementation methods in achieving both specified objectives and more general development objectives as well as effects of the project, both intended and unintended. Whereas monitoring is carried out during implementation, evaluation is carried out: during implementation (on going or formative evaluation); in the middle of implementation (Mid-term evaluation); at the end of implementation (summative

evaluation) and some years after cessation of a project (ex-post evaluation) when a project is expected to have reached its full development (Guba *et al.*, 1989).

2.2.4 An Overview of NGOs Practices on Undertaking PETS in Local Councils

The involvement of Non Governmental Organizations (NGOs) in monitoring public expenditures at the Local Government level in Tanzania has been limited, though beginning to evolve. Ngware (2010) argues that in Tanzania three major historical phases are very essential for understanding the emergence of CSO's. These phases are as follows. First is the colonial period and the short time after independence. The second phase is the time after independence and the time after Arusha declaration, 1961-1967 to 1985. The last phase was the post International Monetary Fund (IMF) agreement up to date. During the first phase, various associations were formed, partly as a response to colonial rule and also as a result of the social and economic changes which took place at that time. Needless to say most of these associations became the basis for the anti-colonial movements that led the then Tanganyika to political independence in 1961.

The 1967 Arusha Declaration consolidated controlling trends, which had started soon after independence. The ruling party (then TANU, now CCM) improved its control over societal organizations in all spheres of life. Undoubtedly, real and potential pressure groups such as workers, students, women, youths, disabled etc. were chosen. The supremacy of the party and its monopolistic and rigid control over society demobilized people and discouraged any independent civic organizations and associations that could act as development pressure groups or lobbies for some particular policies and causes.

According to Ngwale (2010), argues that in mid 1980s, Tanzania had begun to experience succumb emanated from the globe force where by IMF/World Bank pressure need the developing countries to practice the monopolistic (and monolithic) policies. In the late 1980s CSOs were started to response to the changes.

Ngware (2010) argues that in the middle 1980s, Tanzania had begun to surrender to IMF/World Bank pressure by implementing stabilization of economic policies. This period experienced the move away from monolithic (and monopolistic) policies. Therefore the development of CSOs in the late 1980s was not only a response to the changes which were taking place, but also an attempt by citizens to independently participate in the country's development. As a result of structural adjustment Programmes (SAP) adopted by the Tanzanian economy in the 1980s and early 1990s, the role of civil society in development and service delivery in Tanzania expanded dramatically, encouraging explosive growth in the non government sector. However, it is encouraging to note that over the past decade, CSOs in Tanzania (and elsewhere in Africa) appear to have become more adept at influencing public policies both at national and international levels, this could be due to many reasons which include the mushrooming of CSOs, intensified demands for democracy, civic rights, economic development and indeed the awareness that CSOs become stronger if they are united. Haki Elimu, Haki Ardhi and Chama cha Walimu Tanzania (CWT) – Teachers' Union and Tanzania Gender Networking Programme (TGNP) are vivid examples. Needless to say, this by itself, is a strong reason why CSOs should do all they can to network in order to survive the state repression. Non Governmental Policy of 2000 and subsequence NGO Acts of 2002 were formulated to establish the legislative framework to allow NGOs to operate freely and effectively. However many provisions remain unclear and are in need of revision. In general terms, NGOs engagement on tracking PETS at the district level in Tanzania was initiated by REPOA, ESRF as well as a coalition of CSOs through the Tanzania Education Network (Sundet, 2004). Other organizations that have carried PETS include Haki kazi catalyst, Tanzania Coalition on Debt and Development (TCDD), Kiteto Civil Society Organization on Poverty Reduction (KCSPR), ANGOZA in Zanzibar supported by the UNDP. What has been the nature of NGOs engagement in undertaking PETS?

2.2.5 Determinants of NGOs Engagement in Undertaking PETS

The determinants of NGOs engagement on tracking PETS at the District level in Tanzania include: NGOs knowledge, NGOs skills on enhancing social change, NGOs capabilities in terms of time, Financial and human Resources, NGOs strategies on enhancing community participation in tracking PETS as well as NGOs working policy environment.

NGOs knowledge and Skills on enhancing social change

When NGOs lacks sufficient knowledge about policy processes it becomes difficult to engage in the process. Former UN Secretary General, Dr. Kofi Annan has noted that, *“to change the world we must understand it”* Do NGOs possess knowledge to articulate their vision and influence policy? This applies much to the policy process as it does to specific policy. The problem here is that NGOs often have unexpectedly understanding of policy process. Eventually they fail to engage effectively in the provision of services. Thus, NGOs knowledge on matters related to public finance management is the first determinant for its success. NGOs should have knowledge in terms of Local Government policy development, policy or program planning, budgeting, implementing, reporting as well as monitoring and evaluation are key features which determines NGOs advocacy on undertaking PETS at district level. Equally important, social change does not happen, but it is made to happen. Do CSOs staffs possess sufficient skills and abilities to enhancing social change? This is another important determinant for NGOs engagement on policy process. In this study, NGOs capabilities in terms of the number and qualities of Human Resources (HR) engaged on policy process were investigated.

NGOs Capabilities in terms of Financial Resources

REPOA (2007) view insufficient capacity and funding as the biggest constraints of NGOs engagement in a policy process. Although CSOs need to understand the context of the policy, generating vivid evidence, package it for audience, connect with policy process; and set of connections and communicate with a range of partners. This needs financial investments and an extensive range of technical

capabilities. CSOs have major limitations on technical and financial capacities that can limit their ability to engage with policy processes and use evidence effectively. Continuing relying with donor dependence syndrome definitely constrain their capabilities to engage in a policy process. In this study, NGOs capabilities in terms of financial resources to conduct PETS, its sustainability as well as area coverage was addressed.

NGOs Policy Environment and Strategies on Enhancing Community participation

Available literature shows that policymakers do not see CSO evidence as trustworthy in their undertakings (CIVICUS, 2008). More importantly, exploring whether the government took suitable action on information given by NGOs is important towards explaining the necessity of NGOs engagement on tracking PETS at the District level in Tanzania? This is one among knowledge gaps filled by the study. On the other hand, CSOs engagement in monitoring PETS enhances the local community accountability on managing their own public finances and therefore their development. To what extent do the CSOs involve the local community in the policy process? What is the nature of the involvement? Is there any policy instrument to foster such movement? What have been the NGOs strategies on enhancing community participation in tracking PETS? And, how has the local community members actively shape their society's future in novel ways? These are among critical questions addressed by this study.

2.2.6 Factors limiting NGOs engagement in undertaking PETS

The factors affecting NGOs engagement on tracking PETS at the District level include lack of conducive political environment in the form of free and able media, institutional information disclosure, laws and political will to make government systems more open towards releasing information on public finance expenditure. On the other hand, lack of commitment among government leaders or officials vested with powers to manage public expenditure is one of the setbacks that exacerbate the problem of poor financial management in the local settings. Other challenges include poor systems of accountability and responsiveness, discrepancies in Performance

Management Systems (PMS) tools, adoption and their quality, as well as inadequacies in legal framework to ensure that local governments' structures and processes are fully operational and effective.

Accelerating NGOs engagement on tracking PETS at the District level has been achieved through implementation of Local Government Reform Programme (LGRP). This is a major reform of the public sector aimed at enhancing better delivery of social services with intent of fighting against poverty. This reform was translated into government policy and published as a policy paper on Local Government Reform, in 1998, and the Local Government Reform Programme (LGRP) Action Plan and Budget. The first LGRP was being implemented under the medium term plan of 2005-2008, and currently, we have LGRP II. The LGRP is closely linked and coordinated with other Public Sector Reforms. The LGRP envisaged decentralization in four key areas: Political devolution: Fiscal decentralization: Administrative decentralization and altered central-local relations.

2.2.7 Local Government Finance Management

Strengthening ethics, accountability and transparency of the government institutions to citizens towards public finance management are the determinants towards enhancing public expenditure management at the district level. Nevertheless efforts towards making LGAs more transparent and accountable upwards have been addressed at different times, yet, much remained to be done. Upward accountability entails a situation in which the local government performance was supervised as opposed to controlled by the central government. Primary supervisory instruments included auditing of accounts and the establishment of service delivery standards such as reporting, monitoring and evaluation systems. A shift towards improving downward accountability has recently been emphasized. The supply side is the obligation of LGAs, adhering to principles of good governance. LGAs are required to explain publicly, fully and fairly, how they are conducting responsibilities that affect the public. This trend is measured by the presence of institutions and mechanisms necessary to enforce accountability such as elections, financial and

procurement audits, and for citizen participation. The demand side comes from civil society (communities and organizations). Among measures used to hold the local authority to account include the use of media, meetings, participatory processes, and now through Public Expenditure Tracking Survey (PETS). PETS track the flow of the public funds and determine the extent to which resources actually reach the target group in terms the manner, quantity, and timing of releases of resources to the units responsible for the delivery of social services such as health and education (World Bank, 2008).

2.2.8 Local Government Delivery of Social Services

The strengthening of service delivery is an integral part of the Tanzanian Government's Poverty Reduction Strategy. Improved service delivery is also the overriding objective of the country's major reform programmes, including the Local Government Reform Programme, the Public Sector Reform Programme, the Public Financial Management Reform Programme and the Legal Sector Reform Programme. Other reform programmes, such as the Health Sector Reform and the Primary Education Development Programme, target improvement of service delivery directly. A main concern of Prime Ministers Office – Regional Administration and Local government (PMO-RALG) and central government via other reforms has been to improve social service delivery through better financial management in local government authorities (LGAs). This has been achieved primarily through capacity building of the 'supply' side of service provisioning, such as institutional strengthening, strategic planning, training and increased budgetary allocation.

Local Government efforts towards provision of social services such as education, health, water, housing and social security to meet human needs is informed by both national and local government policies and plans. These in turn are usually translated into budgets. The budget is the link between the policy or plan and the output. The output that is usually of interests to citizens is in the service they receive. In Tanzania, like many other developing countries, the delivery of public services at the district level is informed by a policy document called Local Government Reform

Programme (LGRP) established since 1998 with the purpose of improving public services delivery at local level.

Improved delivery of public services requires a focus not only on distribution, but also on established social institutions, norms and practices that condition citizens' ability to control their lives and livelihoods. The delivery of social services at the district level is determined by a number of factors such as the capacity of the provider in terms of human resources, finance and materials, commitment of the provider, needs or demands of the public, purchasing power of the public, political will or good governance, and power dynamics that govern the entire process of public service management. It is therefore important to understand and manage the politics of public service delivery in terms of the role played by the central and local government, private sector, markets, civil society as well as communities or citizens. According to Hartley *et al.* (2008:5) public services are important in a number of ways. First, their scale is widening and enlarging the expenditure pattern, employment rate, organization size, level of investment, and the production of goods and services. The welfare state is also an important part of public service delivery. The role they play in building the conditions and infrastructure for an entrepreneurial and prosperous private sector, and for integrity of the nation state. All these factors behind the delivery of social services could be well addressed through having a well established district strategic plan on the delivery of social services that reflects community needs and priorities. Community priorities identified during the Opportunities and Obstacles to the Development (O&OD) should be reflected in the District Strategic Plan (DSP) which theoretically is a foundation for developing a Medium Term Expenditure Framework (MTEF), a resource mobilization plan with annual targets.

2.2.9 Theoretical literature review

Enhancing healthier management of public expenditure ensures better provision of social services. Achieving this goal involves a transformation in management practices, processes and culture. The use of "civic engagement" such as Civil Society

organizations (CSOs) is suggested to be among the strong tools towards enhancing management of public finances and thus better delivery of social services. Researches show that institutional processes, systemic practices and culture influence behaviors of the people within an organization. Thus, narrowing systemic gaps that provide the elusive bureaucratic channels through which funds flow is instrumental for managing public finances, and therefore enhancement in the delivery of social services.

This research can be broken down into three primary areas of theoretical research, though of course there are many overlaps in terms of sub groupings and practice. The three primary areas are as follows: the theories relating to the public sector planning, monitoring and evaluation, the theories related to community participation in tracking public expenditure, as well as the theories related to institutional framework on the management of public funds as well as delivery of social services. Each of the theoretical approach is seen through the lens of improving efficiency and effectiveness in the delivery of social services. This study, however, is informed by the third theoretical paradigm, which entails the theories related to institutional framework on the management of public funds as well as the delivery of social services.

The roots of institutional theory run richly through the formative years of the social sciences, enlisting and incorporating the creative insights of scholars ranging from Marx and Weber, Cooley and Mead, to Veblen and Commons. Institutional theory attends to the deeper and more resilient aspects of social structure. It considers the processes by which structures, including schemas; rules, norms, and routines, become established as authoritative guidelines for social behavior. It inquires into how these elements are created, diffused, adopted, and adapted over space and time; and how they fall into decline and disuse. Although the ostensible subject is stability and order in social life, but understanding conflict and change in social structures is inevitable (Scott, 2004b). In study, institutional theory is applied to describe the use of “civic engagement in monitoring institutional bottlenecks on management of

public finances at district level in Tanzania. Due to weaknesses revealed in the institution theory such as the failure to explain the factors contributing to gender gap in women engagement for PETS in Local Government Institutions, the study went further to utilise African Feminism theory. An outsider watching the civil society's processes and activities such as the conducts of PETS at the district level in Tanzania since 2000s would most likely come away with the impression that civil society processes and activities are very much a man's game. Despite women's relative absence from the formal halls of civil society advocacy, it would be premature to conclude that women are not interested or involved in civil society processes and activities. In an attempt to explain the extent to which the gender gap exists in civic engagements concerned with the management of public finances at the district level, the study utilized the Institutional theory. Due to its incompleteness, it was further supported with feminism theory. Drawing on the insights of the early social theorists, Meyer (1970) suggested that much social order is a product of social norms and rules that constitute particular types of actors and specify ways in which they can take action. Such behaviors are not so much socially influenced as they are socially constructed.

In this study, institutional theory helps to explain how the persistent gender gap in access to opportunities for conducting PETS from civil society organisation is created, diffused, adopted and adapted via a plethora factors established by the CSOs. From this theoretical lens, the study briefly discusses the importance of deconstructing values and assumptions embedded in institutions that support the transformations of local community to understand the way in which gender gap persist.

The assumption behind this theoretical paradigm is that the institutional structures and processes supporting CSOs activities such as the conducts of PETS in LGAs, determines the effectiveness of PETS results. Emerging from the open system perspective, Scott (2004:1), asserts that institutional theory seeks to understand the deeper resilient aspects of social structure including schemas (rules, norms, and

routines) become established as authoritative guidelines for social behaviour, and how these elements are created, diffused and adapted over space and time (Hodgson 1994).

According to Scott (1995), Institutions include regulative structures cognitive and normative activities hind the provision of stable state and rendering of meaning to social way for behaving. Implicitly the institutional theory is related to several forces which promote the existence and legitimacy of an organization (Roy, 1997). With considering to these pillars institutions have a bearing on both, CSOs orientation and decision making.

Given the quality of being complex and variety of the context of this study the theory assist to explain how CSOs structure processes as well as procedure foster community transformation in local governments. Total transformation, however is incomplete if not gender issues are main streamed in the CSOs process and activities. A critical analysis of the extent to which the gender gape exists in civic engagements provides a linkage between institutional theory and the object of the study. Even if the institutional theory facilitates the comprehension of institutions barriers as well as the challenges women at the district level face in engaging with CSOs facilitated PETS at the district level, it has failed to explain how to address gender inequality. For example, it has failed to describe how social cultural norms and values established by institutional structures shape the existing gender gap. In fact, the evolving institutional frameworks have limitations to account for the persistent gender gap in access to opportunities for women in PETS. Because of this weakness, the institutional theory is supplemented with the critical third world feminism, under which African feminism falls.

The theory in its broad sense assumes that women generally experience subordination and that their treatment in relation to men has neither been equal nor fair (Fischer, Reuber, & Dyke, 1993). Seemingly, this is what explains why fewer women than men engage in the PETS process. Campbell and Wasco (2000) highlight four major variants of feminism as articulated in academic discourse: liberal

feminism, radical feminism, socialist feminism, and the critical third world feminism. This study, however, aligns with general feminist theory, which asserts that equal access to resources can help to obliterate gender differences in performance (Carter *et al.*, 1997). In this regard, feminist research emphasises on the destruction of systemic discriminatory tendencies that keep women down.

2.3 Empirical Literature Review

This part reviews an empirical evidences as well as literature explaining studies conducted on NGOs engaged in monitoring PETS from developed World, developing countries and zeroed in Tanzania's' context.

2.3.1 Studies Conducted on PETS in Developed Countries

World Bank (2004) conducted a study that aimed at strengthening performance in the public sector. In that study, the bank suggests that civil societies whether NGOs' Parliament, Think tanks, Universities and so forth must engage in the process of strengthening its M&E and Policy analysis capacities before assessing Government performance as an outcome. World Bank (2004) supported two types of activities related to performance. One was called "civic engagement" and focused on a bottom-up process by which NGOs defined performance outcomes and were involved in assessing the achievement of those outcomes. Undertaking Public Expenditure Tracking Survey (PETS) in the government machinery falls in this category. The other drew from the experience in New Zealand and was a top-down effort that emphasized efficiency outcomes and market-based solutions. The two approaches within the Bank rarely interact with one another. Also, the World Bank group seeks to find a way to determine how and what they call "civic engagement" fits into a macro system that includes the policy framework, regulatory environment, resources, information and capacities.

Empirical evidence of NGO undertaking substantive reviews of government Performance can be drawn from Bangalore, India, where an NGO called Mazdor Kisan Shakti Sangathan (MKSS) a peasant and worker union has conducted citizen

surveys since 1993. The surveys focus on the services provided by the municipal governments, such as water and electricity, garbage collection and hospitals. Ordinary citizens are asked about their level of satisfaction with these public services, whether government staffs are helpful, and whether bribes are have to be paid to officials to obtain these services. The results of the surveys have been widely published, with lively press coverage. Evidence is also built from Mexico, whereby a local NGO, Fundar, has worked with a coalition of civil society organizations to monitor the government commitment to reducing maternal mortality.

In the same vein, Developing Initiatives for Social and Human Interaction (DISHA) located in Indian state of Gujarat, a social movement representing unions of tribals and labourers has developed budget work in the mid 1990 as a means of supporting their claims for land and labour entitlements. In the same token, the Institute for Public Finance (IPF) in Croatia is a publicly funded research organization which analyses a wide range of public expenditure policy issues. Most budget information that Government publish contains a great deal of technical terminologies and jargons that are difficult to understand. Most of it is descriptive, with relatively little reported on the outputs, outcomes, or impact of government activities. By digesting this information and making it more widely available to civil society, including the media, the budget analyses prepared by NGOs can play a valuable role in ensuring budget transparency, and priorities for national development.

2.3.2 Studies Conducted on PETS in Developing Countries

In some parts of the Africa, civil society has played an important role of producing, analysing and reviewing governmental performance. A South African (NGO), the Institute for Democracy in South Africa (IDASA), regularly conducts analyses of the government's annual budget to identify the implications for particular groups in the community, such as children and women. IDASA also provides training and capacity building support for a number of NGOs throughout sub Saharan Africa to enable them to undertake such work in their own countries. Civil society can play an important role of not only creating M&E information but also as a user of M&E

information. Such information can be used for budget analyses as performed by IDASA and increasingly number of other NGOs in sub Saharan Africa. Also, in South Africa, the Public Service Accountability Monitor (PSAM)-a research and advocacy organization works closely with the legislature to track government agency responses to financial control weaknesses and instances of financial misconduct and corruption contained in the Auditor General's report.

Furthermore, the expenditure tracking work of the Uganda Debt Network (UDN) has helped to curb corruption in the intergovernmental fiscal relations system in that country and to generate new information on the quality of expenditures in health and education. In the 1991-1995 UDN found that, on average, only 13 percent of the annual per student capitation grant reached the primary schools. This implies that only 87 percent of the funds leaked away from intended education uses. Equally important, majority of the schools received none of the capitation grants they were entitled to at all. These findings prompted Uganda Authorities to embark on a number of initiatives to enhance transparency and accountability which led into receipt of more than 90 percent of the capitation grant when the same PETS study was done by UDN in 1999. Uganda Debt Network (UDN) is an advocacy coalition of over 100 NGOs in Uganda. Since 1999, it has been conducting budget analysis, tracking and performance evaluation, as well as working at the local and district level organizing budget consultations between local governments and communities. The UDN has since expanded its budget monitoring activities from 2 to 17 districts in Uganda. It conducts quarterly field surveys, using researchers and community members, to track the actual government spending on poverty relief and other issues (Schultz, 2002).

2.3.3 Studies Conducted on PETS in Tanzania

Experiences in Tanzania and elsewhere have shown that PETS have the potential to enhance downward accountability at all levels of government, provided that they are conducted effectively, and the results they generate are publicly discussed and actions taken to correct mistakes and to strengthen systems. Experience and research

also confirms that better accountability and governance leads to better development, through better services. In this situation the children get a better education, everyone gets better health care, natural resources are managed more effectively, and so on. Ngware (2008) suggest that the essence of involving Civil Society Organizations on monitoring performance of the public sector towards public financial expenditure does not aim at replacing formal audit institutions but rather strengthen a country governance framework and the effectiveness and efficiency of its anti poverty programmes.

The Tanzanian experience with PETS dated back in 1999 after the success of the Ugandan experience in conducting PETS in the areas of education. In a nut shell, Tanzania has conducted PETS at different phases. The periods are 1999, 2001, 2004 and the current PETS. The first PETS in Tanzania was conducted by Price Waterhouse Coopers in 1999, jointly commissioned by the government of Tanzania and DFiD. It is the most comprehensive to date, and the one that most resemble the Ugandan studies. It covered three districts in three financial years (From 1996 to 1999) with focus of two sectors of health and education. The findings of the study indicated that only 43% of the education funds went to schools, while only 12% of the health funds went to hospitals, dispensaries and health care units.

Tanzania's second PETS, entitled "Pro Poor Expenditure Tracking Study", and was conducted by ESRF and REPOA in 2001. The Poverty Reduction Strategy Paper (PRSP) had been adopted since the previous survey, and these PETS took place within the framework of the Public Expenditure Review that was established to ensure that the national budgets followed the pro poor priorities' set by the PRSP. The survey covered different parts and aspects. Five districts (Babati, Kisarawe, Mtwara Urban, Dodoma Rural and Kigoma Urban) were covered. In addition, four sectors (Primary Education, Primary Health Care, Water and Rural roads) were analysed. The findings of the study revealed that there was a tendency of councils to underreport receipts of other charges. In addition, an analysis of recorded expenditure on OC for education and health in Kigoma and Babati Districts showed

that the council spent the majority of funds on activities that directly benefited the council, rather than schools and health centers.

Tanzania's third PETS was conducted by REPOA in 2004 and covered the various funding mechanisms under the primary education Development Plans (PEDP). PEDP was often cited as one of, if not the, success story of the previous government development policies. When enrollment fees for primary education were abolished at the start of the programme, in 2002, the enrollment rate shot up by 43% (MOEC, 2003). In one swoop, this satisfied one of the target set to be achieved by 2015 under the first PRSP. At the same time, substantial resources were allocated to build new classrooms, assisting schools to cope with the massive influx of new pupils. Although many came to associate PEDP with the abolishing of school fees and the building of classrooms, the programme also presented more fundamental changes in the way education is financed.

The earlier PETS (1999) had covered education and health while the 2001 study covered education, health, water and rural roads, but they did not provide samples that were statistically significant. The 2004 PETS, on the other hand, drew data from a sample of 21 districts and 210 schools, purposively picked to give a nationally representative sample. It covered three categories of funding under PEDP namely: Capitation annual grant of 10 USD per pupil, development grant for construction of classrooms and teachers houses and capacity building grant for school committees with dual aim of improving planning and financial management at school level. The findings of the study revealed some significant leakages. While for capitation grant there was an average leakage of 46%, in development grant there was an average leakage of 15% and a leakage of 24% of capacity building grant for school committees.

Since the last PETS exercise in 2004, a number of organizations have undertaken expenditure tracking studies. These include; a coalition of CSOs through the Tanzania Education Network (TEN/MET). Other organizations that have carried PETS include Haki kazi catalyst, Tanzania Coalition on Debt and Development

(TCDD), Kiteto Civil Society Organization on Poverty Reduction (KCSPR), Association of Non Government Organizations in Zanzibar (ANGOZA) supported by the United Nations Development Programme (UNDP). Other initiatives of the process include those made by Action Aid in Zanzibar and the Community Score Cards used to facilitate community evaluation of projects under Tanzania Social Action Fund (TASAF). The following is a survey of aspects related to the objectives of the study.

2.3.4 Perceptions on community participation on PETS within the gender lens

The Afro barometer surveys conducted in 2001, 2003 and 2005 demonstrate Tanzanians' perceptions of the quality of social service delivery specifically with respect to education, water supply and health. People's access to these services, their evaluation of the government's performance in providing them, and specific problems they have encountered, were the subject to this briefing paper. In general, studies done under this area, show variations towards people's perceptions on delivery of social services. However, various groups of the public, in a variety of settings and contexts are to a lesser extent satisfied with the manner in which local council deliver social services at the district level.

Different scholars provide different conceptual frameworks for analyzing community participation or engagement in a development undertaking. While Arnstein (1969) provides a typology of participation which demonstrate three rungs of ladder ranging from mere non participation, tokenism to genuine sharing of power or control, Pretty *et al.* (1995) advances a typology of participation which include different levels. The levels are explained here below.

Passive participation: Pretty *et al.* (1995) assert that people participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management without listening to people's responses. The information being shared belongs only to external professionals.

Participation in information giving: Pretty *et al.* (1995) contend that people participate by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, as the findings of the research are neither shared nor checked for accuracy.

Participation by consultation: Guijt (1999) advances that people participate by being consulted and external people listen to views. These external professionals define both problems and solutions, and may modify these in the light of people's responses. Such a consultative process does not concede any share in decision-making, and professionals are under no obligation to take on board people's views.

Participation for material incentives: People participate by providing resources, for example labour, in return for food, cashes other material incentives. Much on-farm research falls into this category, as farmers provide the fields but are not involved in the experimentation of the process of learning. In this form, people have no stake in prolonging activities when the incentives end (Rugh, 1992).

Functional versus Interactive participation: In functional participation, Guijt (1999) notes that people participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organization. Such involvement does not tend to be at early stages of project cycles or planning, but rather after major decisions have been made. On the other hand, in interactive participation, Campilan (1997) advances that people participate in joint analysis, which leads to action plans and formation of new local institutions or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use of systematic and structured learning processes. These groups take control over local decisions, and so people have a stake in maintaining structures or practices.

Self mobilization

Freeman and Rossi (2006) assert that people participate by taking initiatives independently of external institutions to change systems. They develop contacts with external institutions for resources and technical advice they need, but retain control over how resources are used. Such self-initiated mobilization and collective action may or may not challenge existing inequitable distribution of wealth and power. To recap, the level of people's participation in the process of monitoring PETS is influenced by a number of reasons. Kessy (2006) advances that among factors influencing people's sustained participation in the process of conducting PETS include perceived benefits related to social service delivery; relevance of PETS to the priorities of participating groups; flexibility of the process to deal with diverse and changing information needs; quick and relevant feedback of findings; capacity to act on recommendations that might arise from PETS findings; capabilities, leadership and identity of the groups involved, including their openness to sharing power; as well as longer-term information needs especially in social service delivery.

2.3.5 The Gendered Attitudes of CSOs in Conducting PETS

Although civil society is a relative new actor in public budgeting, it has positive impact on budget decision making and implementation. CSOs face a series of capacity challenges that determines their ability to agitate for, and participate effectively in public budgeting programmes (Schulz, 2002). Their capabilities are explained by both internal and external environment that NGOs operate. Internal factors relates to availability of resources such as human and financial resources, technical and organizational capacity such as NGOs weak strategies for policy engagement, weak communication approaches in policy influence, limited understanding of specific policy processes, institutions and actors, inadequate use of evidence, working in an isolated manner, ineffectiveness and inefficiency towards measuring public finances. In addition, Capabilities of NGOs can also be measured on the basis of external factors which relates to conducive political environment in the form of free and able media, information disclosure laws, and political will to make government systems more open. In addition, NGOs and CSOs capabilities are

constrained by lack of technical know how. Capacity building requires broad based participation and a locally driven agenda; it needs to build on existing local capacities; it requires ongoing learning and adaptation and needs to integrate activities at different levels to address complex problems. Capacity gaps that constraint NGOs engagement in the process of monitoring PETS include environmental barriers such as technical skills and overall capacity to analyze, track and evaluate different stages of the budget process.

2.3.6 Bridging Gender Gap in the Process of Conducting PETS

The budget is the key guidelines document organized by government.

It tells how much fund that the government expect to raise and from which source and how it shall spend. This kind of decision affects all citizens. At local level, budget determine what revenue will be raised through taxes and other sources of income, what level and types of services will be provide by the government and how the cost (taxes) and benefits (goods and services) will be shared within the society. In this context, budget has straight effects on the effectiveness and efficiency of income tax payers' money and relieve. Government budgets indicate decree in terms of cumulative or total figures, without referring to gender. Though, in examining the impact of the budget, differences have to be made between the impacts on rich and poor households, and on different individuals, women, men, girls and boys within family units. Budget analysis disaggregates or separate out different kinds of information in order to expose the complex outcomes of a certain policy on men, women, girls and boys.

A range of tools developed in order to facilitate budget analysis. Public expenditure analysis is concerned with the allocation of resources on; how does the government spend money and who benefits? These are clearly important questions and approaches to analyzing expenditure allocations. The scope and validity of analysis of this nature depends critically on technical features of the budget such as budget coverage and the budget classification system. Budget preparation and implementation is not linear and technical process through which policy is translated

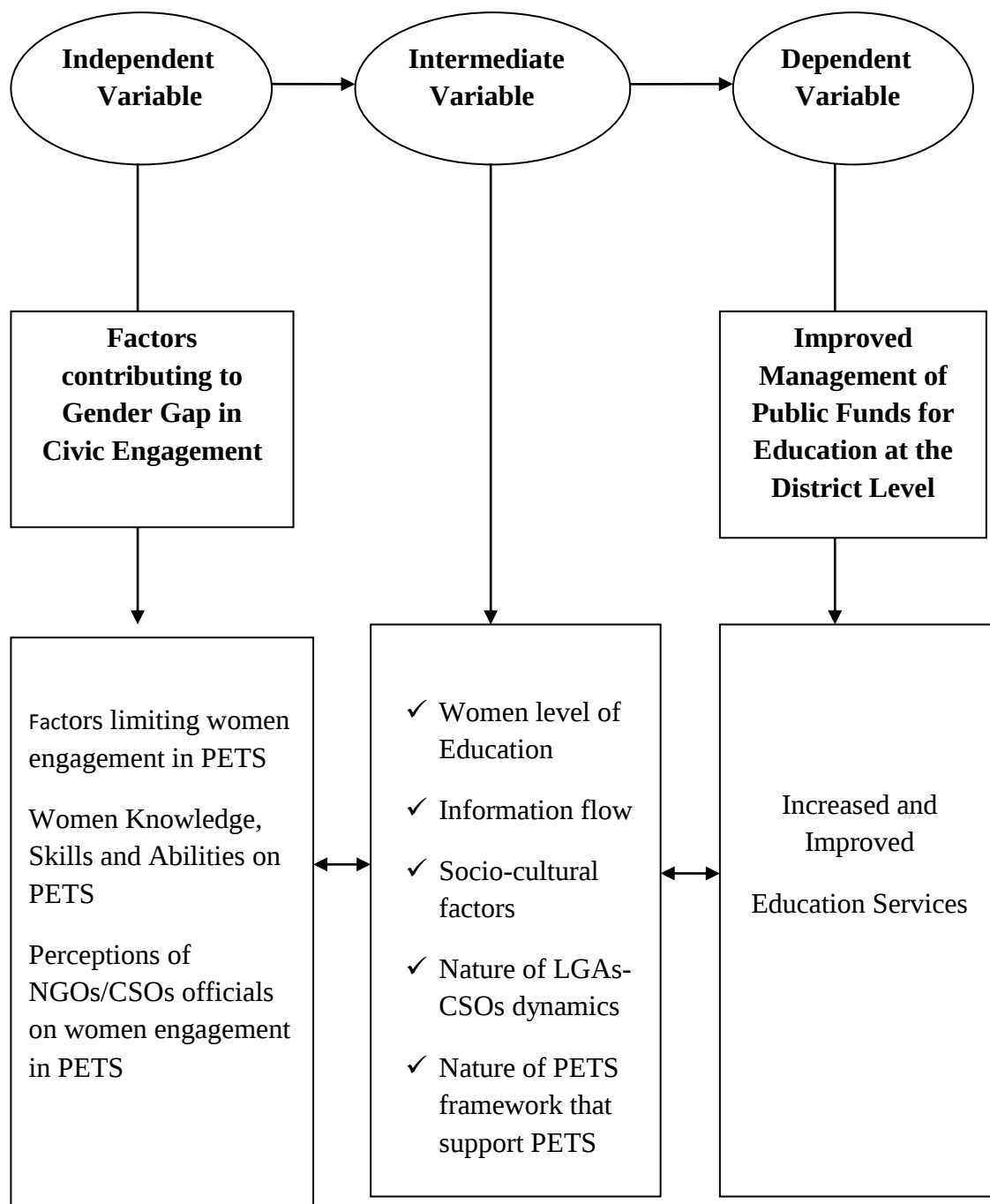
into expenditure allocations and outcomes. Rather, it is better understood as circular and highly political process, often riddled with technical flaws. As a consequence, outcomes may bear little resemblance to plans and intentions.

PETS are traditionally carried out by CSOs in Tanzania with collaboration, even partnership with the LGA and its organisational units (e.g. school, clinic, department, ward, village, mtaa) in order to ‘follow the money’. A number of CSOs have developed methodologies for PETS at the local level and have been providing briefings to Councilors, Directors and other local stakeholders. Though CSOs and LGAs may have different policy interests for *conducting PETS*, yet, REPOA (2007) demonstrates the growth of relationship between NGOs and the Government of Tanzania. The relationship was found expanding and improved, characterized by increased communication, interaction and trust.

2.4 Conceptual Framework

Figures 2.1 conceptualizes how women engage in monitoring public expenditures at Kilosa District. It visualizes how women knowledge on PETS; perceptions of officials from CSOs/NGOs on women competencies in PETS are linked and interacts with Government, media, the public, the parliamentarians and different stakeholders in the local settings. Interaction takes place because information from each part is used to make decision about developmental objectives and activities. The arrows indicate feedback to and from different parts.

Figure 2.1: Conceptual Framework of Gender Gap in Women Engagement in PETS



Sources: Researcher Findings (2017).

The conceptual diagram drawn below demonstrate the link between different variables such as NGOs knowledge, skills as well as abilities in the process of undertaking PETS only in an area of input tracking of the result chain. This is because most NGOs have concentrated in an area of input tracking unlike other stages of the results chain. The conceptual framework hypothesize that Non Governmental Organizations are unable to translate into proper management of public finances and consequently delivery of social services due to lack of environment accommodating its activities as well as institutional bottlenecks in the delivery of social services.

2.5 Synthesis and Knowledge Gap

The general assessment of studies on PETS and empirical evidences taken from the passed interventions in Tanzania intrans to develop in recording a number of key defect in the existing public expenditure. They have important contribution to our knowledge of challenges of good financial management at local government level.

The overall assessment of studies on PETS and empirical evidences drawn from the previous interventions in Tanzania succeeded in documenting a number of key shortcomings in the existing public expenditure management. As such, they have made important contributions to our understanding of challenges of good financial management at the local government level. Despite achievements brought as a result of implementing LGRP in Tanzania, there is scant of literature on determinants of gender gap in access of opportunities for tracking local government use of public finances. The current study therefore aims at bridging the gaps in the process of Public Expenditure Tracking Survey in order to strengthen equity in measuring outcomes of development interventions which affects all gender at the local government level.

Specifically, the study intends: To identify CSOs perceptions regarding community participation on undertaking PETS within the gender lens in Kilosa District; to assess

the extent to which community participates on undertaking PETS within the gender lens in Kilosa District; to examine the factors contributing to gender gap in access to opportunities for tracking local government use of public finances in the natural settings; as well as to identify the measures towards bridging gender gap in access to opportunities for tracking local government use of public finances in Kilosa District.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the research methodology and profile study area that was used towards the production of the research output. The chapter is organized into six sub sections as follows: research design, area of the study, target population, sampling and sampling techniques, data collection methods and tools, and data analysis plan.

3.2 Research Design

3.2.1 Overview

Babbie (2000) defines research design as a plan or blueprint of how you intend to conduct a research. Similarly, Seltiz *et al.* (1962), in Kothari (2004) define a research design as the conceptual structure within which research is conducted. It explains what, where, when, how much and by what means an inquiry or a research study will be conducted. In the same token Neuman (2000) asserts that research design focuses on the end product and logic of research. It entails what kinds of results are aimed at and thus the kind of strategy to be planned for. The research design is therefore best determined by the purpose of study that arises from the research question. The nature of the problem under study necessitated application of descriptive research design. This design, however, was supplemented with an explanatory one. The main purpose of using these research designs builds on portraying an accurate profile of the NGOs' experiences on monitoring of PETS in Kilosa District.

Descriptive research served to find new insights by answering the question of what was going on. Specifically, it intended to ask on what was the nature of the gendered process on undertaking Public Expenditure Tracking Survey in Kilosa District? Equally important, this study was supplemented by explanatory research design. Explanatory research design aimed at answering the question of 'why is it going on?'

This design facilitated exploring causal effect relationship between variables, for this study being NGOs engagement in tracking PETS and delivery of social services.

In the same vein, the case study method organized in a cross-sectional time horizon was utilised for this study. A case study approach is chosen in preference for other field research methods because it allows for the intensive and integrated investigation of a definite unit, such as specific social institutions, work place or a department (Neuman, 2000). Whereas the goal of a case study is to provide a holistic picture and depth of understanding of respondents rather than numerical analysis of data, it also enabled the researcher to gain the overview of experience attitudes, opinions, beliefs, suggestions, expectations and behaviour towards some issues of the target group (Babbie, 2000). Generally, this is the descriptive case study research, complimented by an explanatory one, and conducted using both qualitative and quantitative approaches to research in which qualitative data featured more compared to quantitative data hence given the name qual quant mixed research approach. The two approaches are very complementary to each other, and their combined application optimizes both reliability and validity (Babbie, 2000).

3.2.2 Qualitative Research Approach

Qualitative research approach was used as the major approach over quantitative. This is due to its capability of interpretation and generation of data (Denzin and Lincoln, 1994). Mason (2002) contends that qualitative researching is an exciting and a highly rewarding activity as it engages the interaction between the researcher and the participant to get information about the problem under investigation, in ways that matter. Saanane (2010) advocates the use of qualitative research approach due to reliable information from individuals inner feelings obtained through non probability sampling.

3.2.3 Quantitative Research Approach

On the other hand, quantitative research approach was used to supplement the qualitative one. Neumann *et al*, (2009) contends that, one of the major advantages of quantitative technique is its perfection when probability sampling is employed. If

done correctly, probability sampling allows having a representative snapshot of the population under study.

3.3 Area of Study

The study was conducted in Kilosa Districts located in Morogoro region. Kilosa lies in the Morogoro region, 220 km west of Dar es Salaam. It was a centre for Tanzania's sisal industry until this industry collapsed in the 1970s. Central parts of Kilosa DC are economically depressed due to collapses in the sisal industry, and more recently, in the sugar industry, while areas located near the main roads to Dodoma and Iringa have experienced increasing economic activities.

Why choosing Kilosa District Council for an in depth study? The selection criteria is on the basis of a CAG auditing report of 2009 and 2010 which demonstrated massive mismanagement of funds at the District Council level. This District was one offered with dirty warrant on public financial management among the rest at the national level. This study therefore sought to understand how the community members in Kilosa District were involved by the CSOs in the process of tracking PETS of the respective sectors at the district level. In addition, NGOs that engage in the process of monitoring public finances were chosen, for an in depth study. Why choosing NGOs? These cases or unit of analysis have been chosen following their active engagement in policy issues; hence they present an important opportunity to explicate the paradoxes and experiences during their engagement in public policy making. Another factor influencing the choice of these NGOs is their differences in the years of foundations, policy belief, and area of coverage, strengths and advocacy orientation in policy engagement.

3.4 Target Population

The target population for this study included 483 women aging above 18 years who have either heard about or engaged in PETS activities in Kilosa District. Further, it was comprised of 468 CSOs/NGOs Staffs running PETS from 33 registered NGOs conducting PETS activities at district level in Tanzania. Also, the study purposively

selected 20 key informants including 10 LGAs officials to supplement information in line with the study's objectives. Thus, the overall for this study were 971 respondents.

3.5 Sample and Sampling Techniques

3.5.1 Sample Size

A sample size is defined by Bailey (1994) to refer to the number of the representatives which represent population of the research. The number depends up of the accuracy needed population size population heterogeneity and resource that available besides sampling refers to on act of selecting some of the people and you will discovers things that apply to hundreds of millions of people. The researcher selects just 120 respondent 971 population. This is equivalent to a little above 10% of the target population. This expected sample size included both 50 employees/stuffs running PETS from three selected Non Government Organizations, 50 women and young girls who have either heard or engaged with PETS exercise in Kilosa District, as well as 20 key informants including 10 LGAs officials working from the local government level, as well as other participants to the ministerial level associated with the educational issues.

Table 3.1: Selection of a Study Sample for the Study

No.	Title	Population	Sample Size	Percentage
1	Women engaged in PETS	483	50	40
2	CSOs/NGOs Staffs running PETS	468	50	40
3	Key Informants including 10 LGAs officials	20	20	40
	Total	971	120	100%

Source; Research Data, 2017

3.5.2 Sampling Techniques

Both probability and non probability techniques were used for this study. The study employed purposively sampling towards selecting a sample of three NGOs engaging in the process of Monitoring of PETS in the areas of education. Among selected

NGOs included Haki Elimu, TEN/MET and TACOM. The selection was on the basis of different factors such as degree of inclusion of women and young girls in NGOs activities such as in the process of PETS, degree of donor presence, and variations in resource basis.

Since, there are different types of CSOs with diverse roles, and localities, this study specifically focused on Non Governmental Organizations (NGOs) responsible for conducting PETS at the district level, specifically Kilosa District. Given that this study explored the experiences of NGOs staffs who conduct PETS at the district level within the lens of the factors that contribute to gender gap in women engagement in the PETS process. Procedurally, the names of all NGOs fieldwork staffs were requested and obtained from the leaders of respective identified NGOs. The 50 staffs from those respective NGOs The selected participants were informed by their respective leaders, and on the day of the interview, all selected study participants were interviewed.

The similar sampling technique was employed for selecting 50 women and young girls who have either heard or engaged with PETS exercise in Kilosa District. They were also selected randomly by using the lottery methods from the list of leaders of CSOs and CBNs who either trained them or intended to engage them for PETS. Equally important, the study purposively sampled 20 key informants including 10 LGAs officials to supplement necessary information for this study.

3.6 Method of data collection

According to Krishnaswams O. and Ranganathan M. (2009) the sources of data may be classified into two (a) primary sources and (b) secondary sources. The nature of primary sources of data is only the researcher himself or herself when organizes his or her, data collection tools in line with researcher objectives and collect first –hand data from his respondents. The original of primary data is the responses from respondents of the researcher. In this study the sources of primary data referred to

collected data from the study area by using data collection techniques such as questionnaire, interview consisting face to face interview and focus group discussion.

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3.6.1 Primary sources

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3.6.1.1 Questionnaires

The study used semi structures questionnaire containing both close and open ended questions to escape for bias results, where the open questions introduce free responses questions from respondents, questions to choose from alternative response provided. 50 women and young girls either heard or engaged with PETS exercise in Kilosa District. At most a questionnaire used to quantitative research the questions were short to the point yet with flow which the respondents could use to provide quick and accurate information. Oral discussion was sought from the respondent before the interviews conducted.

3.6.1.2 Interview Guides

The interview is the two way talks which give the interviewer the opportunity to be involved in the interview. The interview can be face to face or through video or telephone, finally interview provides information concerned with the topic discussed. In this study discussion guide and face to face interviews were applied.

3.6.1.3 Focus group discussion guide

Magigi W. (2013). Focus group discussion, this is used for interviewing group of participants, it allows for interviewing many participants at one time it is data rich, flexible, stimulating to respondents recall aiding cumulative and collaborative. The current study intentionally used FGDs guide to acquire in-depth information from participants. Since focus group discussion allow interviewing many participants at a time, 50 women and young girls who either heard or participate with PETS and 50 NGOs staffs who trained women on how to conduct PETS. A set of open ended in Kiswahili, used as a controller for FGDs. The FGDs guide also served to probe for clarification. A study conducted two FGDs sessions for women and young girls who have either heard on participated for NGOs staffs engaged in PET exercise.

3.6.1.4 Face to face interview

Mugenda, O. and Mugenda, A. (2003) an interview is an oral administration of questionnaire or an interview schedule. Interview is therefore face-to-face encounters. In this study face to face interview administered in order to get in-depth data that is not possible to get when using a questionnaire, not only that but also to enable the researcher to get more information directly and clarify some questions and arguments.

3.6.2 Secondary source

According to Kothari (2004), refers to data that is already available, which has already been collected and analyzed. Data were collected through library research involving various documents, both published and unpublished reports, books and journal articles. In this study, secondary data were obtained from different sources including the Mzumbe University, Ministry of Education and Vocational Training, as well as District Educational Officer. It was also acquired from the offices of Policy Forum, Haki Elimu, TEN/MET, and TACOM. They were further reviewed and major points summarized. The information obtained from these sources were used to check for consistency of information generated through observation, questionnaires and structured interview schedules

3.7 Data Processing and Analysis

Since in this research both quantitative research methods were employed, a sequential data analysis was preferred towards analyzing quantitative data first, followed by qualitative once later. When the field exercises were completed, all quantitative information collected were coded, organized, analyzed and converted into percentages, tables, and figures by using computers programme known as statistical package for social sciences (SPSS). In this study, vicariate analysis including cross tabulation, were applied to examine the relation between several variables.

3.8 Validity and Reliability of Research Instruments

Validity: refers to the extent to which methodologies and instruments measure what they are supposed to measure. A data collection method is reliable and valid to the extent that it produces the same results repeatedly. Valid evaluations are ones that take into account all relevant factors, given the whole context of the evaluation, and weigh them appropriately in the process of formulating conclusions and recommendations. In this study, I ensured validity of the study findings through reliance of the high quality of the research procedures and accuracy and corrective instruments used in research.

Reliability: entails consistency and dependability of data collected through repeated use of a scientific instrument or data collection procedure under the same conditions. Absolute reliability of evaluation data is hard to obtain.

However, checklists and training of evaluators can improve both data reliability and validity (Enon, 1995). This research ensured reliability by formulating questionnaires which were explicit, unambiguous and less complicated. In addition, the researcher was very keen on clarity of instructions given to data collection methods. The clear the instructions, the higher the reliability of what is to be obtained and supposed to be measured.

3.9 Ethical Consideration

The researcher requested for clearance from the Directorate of Research and Postgraduate Studies (DRPS) of the Mzumbe University, from Regional Administrative Secretary, District Administrative Secretary and the respective Ministries. Equally important, the researcher explained clearly to the study participants the intention of the study and its advantages to the District and region in order to inspire their involvement in the study. The information obtained were set confidential and used for the intended purpose.

CHAPTER FOUR

PRESENTATION AND DISCUSSION OF THE FINDINGS

4.1 Introduction

This chapter presents the findings and discussion drawn from the study that explores factors contributing to gender gap in women engagement for conducting Public Expenditure Tracking Surveys (PETS) in Kilosa district. Two categories of the study participants, females aged above 18 years and the officials from NGOs that implements PETS were used as a unit of analysis to generate a body of knowledge in line with the study's objectives as stated in chapter one. The presentation and analysis of data is organised under seven main sections: Section 4.1 introduces the chapter; Section 4.2 describes the social demographic characteristics of the study participants; Section 4.3 identifies women's levels of knowledge on PETS and its contribution on the persistent gender gap in civic engagement; Section 4.4 examines the factors that contribute to gender gap in women engagement for tracking PETS; Section 4.5 assesses whether the perceptions of officials from CSOs who implement PETS contribute to gender gap in women engagement for PETS. The last part, Section 4.7 offers the summary of the chapter.

4.2 The Social Demographic characteristics of the Study Participants

The total number of the study participants sampled was 120. It comprised 50 females aged above 18 years and 50 staffs/officials from NGOs that implements PETS in Kilosa District. A sample of 20 key informants was purposively selected to supplement data for this study. Although the initial proposed sample size of the study was 120 respondents, at the end of our field survey, a total of 115 respondents (50 females aged above 18 years and 50 staffs/officials from NGOs that implements PETS in Kilosa District as well as 15 key informants) were valid for analysis. The remaining 5 were rejected as 'spoilt' for various reasons which include unwillingness of respondents to continue with the survey and the deliberate

misinformation by the respondents who claimed they could fill in the interview schedules on their own.

Two variables were used to understand socio-demographic characteristics of respondents which include age and gender in civic engagement. While age was used to analyse an active respondent's stratum for civic engagement, marital status was used to understand how engagement in the family affairs influences or limits civic engagement for evaluation of education sector. Table 4.1 shows the socio-demographic characteristics of the respondents.

Table 4.1: Socio-Demographic Characteristics of Respondents N=100

Age		Frequency	Percent
	15-24	38	38
	25-34	24	24
	35-44	16	16
	45-54	13	13
	55 and above	9	9
	Total	100	100
Education			
	Non Formal Education	39	39
	Primary school	34	34
	Secondary School	15	15
	College	8	8
	University	4	4
	Total	100	100

Source: Survey data, 2017.

The mean age of respondents was 26 years of age and the median was 34. The age ranged between 15 to 54 years. Table 4.1 illustrates the socio-demographic characteristics of the respondents. The results in Table 4.1 shows that a relative high proportion 61 (61%) of respondents had attained at least primary education while 39 (39%) had never attended for formal education. Breaking the survey across NGOs officials and women who either engage in PETS or have heard about it, the study findings show that a relative high number NGOs officials 34 (68%) had attained at least primary education compared to 23 (46%) women. Literally, these finding shows that NGOs officials are more knowledgeable than women in the study area. With the relative less level of knowledge of women in the study area; it predicts how difficult

it is for them to engage in issues related to the evaluation of local government use of public finances for education sector.

These results imply that the general education level of women in Tanzania's rural settings might be lower than that required in accessing formal employment where entry requirements are comparatively higher. In reality, the trend of academic performance of women originates from and reflects the growing trend of girls' performance in both ordinary and advanced level secondary education. Literally, several literatures show that the girls' performance is relatively poor than that of boys. For example, in 2010, 48 percent of the girls compared to 59 percent of the boys passed primary school leaving examinations (URT, 2011). This comparatively poor performance limits the young girls' likelihood of being selected for secondary education, a key barrier to higher levels of educational access and achievement for girls.

With the relative low level of education, it is not surprisingly that this is among the factors that contribute to gender gap in women engagement for PETS. Indeed, it is not a surprising finding considering the study findings made by Katapa (1999), for example, who established that 90 percent of owners of micro-enterprises and small enterprises in the Tanzania's rural settings had only primary level education. Education plays an important role in women involvement in the civic engagement for evaluation of local government use of public resources for the development of education sector. This is because it enabled women to comprehend issues related to governance.

The results in Table 4.1 also show that a high proportion, thirty eight (38%) of the respondents were at the age of 15 and 24. Likewise, twenty four (24%) of the respondents were at the age of 25 and 34. In other words, sixty two (62%) of the study participants were at the age of 15 and 34. This age group is the most social active age group. Evidently, it is this group in the local community that is expected to

bring changes in the local settings. Its high frequency in the study predicts active strata for bringing either societal change if both, political and socio-economic empowerment would be implemented effectively. Socially and economically empowered young girls and women would be able to participate in civic engagement thus contributing to the development discourses.

4.3 The Contribution of Women's levels of knowledge on PETS on Gender Gap in Civic Engagement

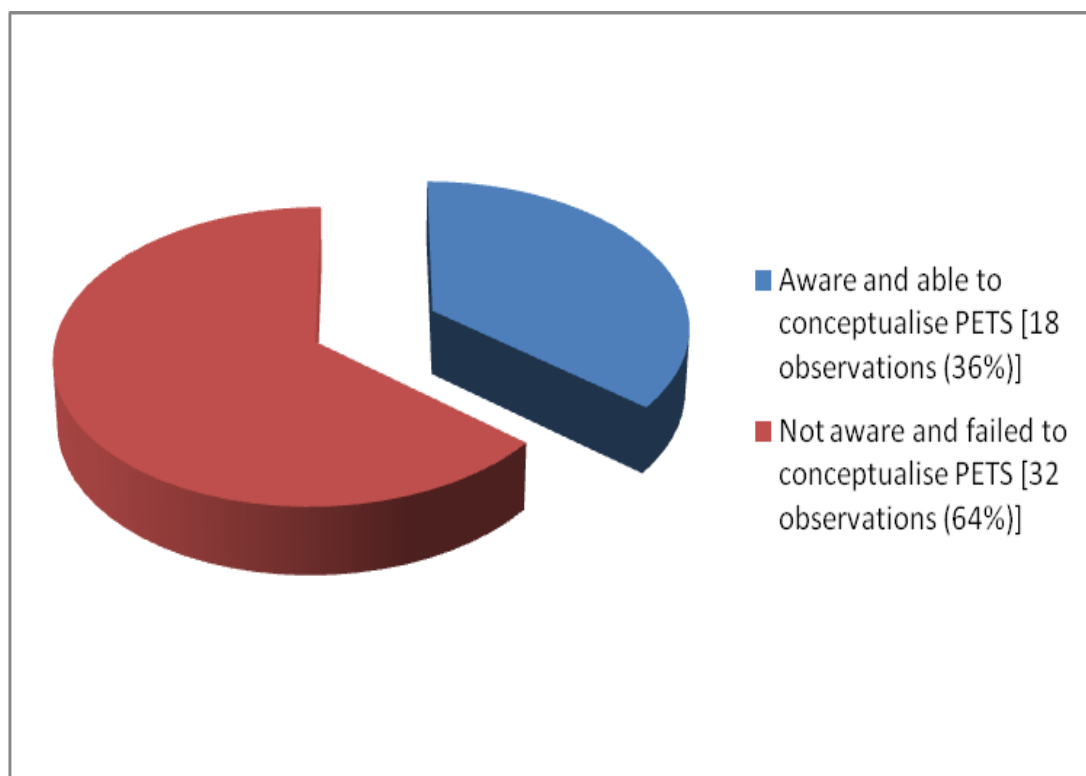
The first objective of this study examined the women's level of knowledge on PETS and how it contributes to the persistent gender gap in civic engagement. To achieve this objective, three issues were raised: The awareness and conceptualisation of PETS; knowledge, skills and abilities in undertaking PETS; as well as the methodological issues in undertaking PETS.

4.3.1 Awareness and conceptualization of PETS

As can be seen from Figure 4.1, less than a half 18 (36 percent) of young girls and women reported understanding the concept and essence of Public Expenditure Tracking Survey (PETS).

Figure 4.1: Awareness and Conceptualization of PETS

N=50



Source: Field Survey Data, 2017

The finding shows how knowledgeable women are in matters related to PETS. According to the study findings, 18 (36%) out of 50 surveyed women reported being aware and able to conceptualize PETS in their local settings. These results imply that more than a half of surveyed women in the study area are not conversant in evaluation of educational interventions through the use of PETS. This implication was supported by one among the CBN members in the Kilosa District Council who had this to say during the FGDs session:

Mh! ...I doubt whether women from our district council have desired competencies and skills for undertaking of PETS, mainly because some of them escape during the PETS exercise. (A man aged about 43 years)

With the relative less level of awareness of PETS in LGAs; it shows how unprepared Tanzanians women from LGAs are in handling issues related to not only evaluation of educational interventions, but also the management of public finances for

education at the local government level. Indeed, it is a surprising finding considering the many flow of funds from the national government offered to the local governments to empower women at the district level within the participatory lens to meet their local needs. With the relative low level of understanding of PETS among women at the district level in Tanzania, it is not surprisingly that the process and practice of civic engagement for evaluation of local government use of public resources is gendered in favour of males than females.

On contrary, the chapter realizes the considerable variety in the conceptualization of PETS. While to the CSOs, PETS entails utilization of expertise under the umbrella of the donor support to demonstrate weaknesses of the local government in the management of public finances, without sharing final reports for future lessons, the local government officials perceive PETS as control mechanism to punish them, simply because they have little ownership of PETS and quite often most CSOs facilitated PETS are not found in the grassroots, impliedly LGAs work with the CSOs under the directives from the top-down approach. This conceptualisation makes a clear demarcation on how both, CSOs and LGAs relates in the PETS. The study's findings on conceptualization of PETS concur with the Tidemand (2013) observations on common features of CSOs facilitated PETS in Tanzania as shown in box 4.1.

Table 4.2: Some common features of CSOs facilitated PETS in Tanzania

In his attempt to describe a typical Tanzanian CSO PETS, Tidemand (2013) while working on close co-operation with CSOs that work with PETS in Tanzania realised the following characteristics:

- 1) The motivation for doing a PETS was that there was funding available and that it fit within the stated objectives of the organisation to address accountability issues at the local level. It was difficult to get accurate financial information from the local authorities, and it was therefore often not possible to check what percentage of the funding had reached the service delivery centre (usually primary schools) and to see whether there were any leakages.
- 2) Information on how much money had been received was collected at the frontline service delivery centres, but the information was often not shared with people at this level.
- 3) The final reports were presented to the aid agencies that provided funding for the PETS and at national workshops. There was generally no follow up and no attempt to make the reports available to officials and other stakeholders at district and village level.
- 4) Basically, many of these studies almost appear as studies for their own sake. They may be fed into national processes, such as national consultations among CSOs, but they do not connect with similar studies of other CSOs to fit into a larger context. And, perhaps most crucially, they do not feed back into processes at the level where the information was collected in order to improve local awareness of entitlements and to build stronger demand for accountability from the bottom (Sundet, 2008 op. cit.)

Source: Adopted and modified from Tidemand's (2013) study on PETS

4.3.2 Study Participants' Knowledge, Skills and Abilities in undertaking PETS

Figure 4.2, shows women acquisition of skills and abilities in undertaking Public Expenditure Tracking Survey (PETS). The study findings show that a relative low number 18 (36%) out of 50 surveyed women reported to possess desired knowledge and skills on the subject matter of PETS and were able to conduct it. However, more than a half of women 32 (64%) lacked desired knowledge, skills and abilities of conducting PETS. With the relative low level of skills and abilities of conducting PETS among women at the district level in Tanzania, it signals the fact that evaluation of educational related interventions have a masculine character despite the existence of the framework which informs the conduct of PETS since 2007.

When women lack sufficient knowledge about policy processes it becomes difficult to engage in the process. Former UN Secretary General Kofi Annan has noted: *'To change the world, we must first understand it'* participants were asked whether they had skills that helped them in the practice of conducting PETS.

Since the women acquisition of knowledge, skills and abilities in undertaking PETS are determined by the established Local Community Networks (LCNs) from the district level which are nurtured by the CSOs, the study went further to interview whether CSOs staffs are conversant on PETS and if they have managed to impart that knowledge to women in the rural settings. Various responses were given. One among the LCNs members argued:

We cannot deny the truth that CSOs have taught us a lot about the concept of planning and budgeting not only from the national level but also to the Local Government context. As a result, we have now become conversant with the budget cycle processes which contains four key stages namely budget formulation; budget approval; budget implementation as well as budget Monitoring and evaluation (M&E) which is the essence of PETS, something which we have never been taught by the LGAs officials. (A woman aged about 27 years).

Equally important, another LCNs member lamented that:

....The PETS Study that I was engaged by the CSOs that came to our community helped me to identify specific issues such as the manner, quantity, and timing of releases of resources to different levels of government as well as analyzing equity, adequacy and disparities at the regional, district, ward and village level. To me, he argued...this information is a crucial stimulus or catalyst for change (A man aged about 31 years).

With this level of analysis, it suffices to assert that CSOs are continuing to influence societal change at the district setting in Tanzania within the perspectives of PETS. They have been able to challenge not only the transformation of processes and systems that informs management of public finances at the local level, but also increasing confidence and trust to local populace. Because of that situation, local communities have in turn placed their trust on local politicians and famous people who dominates the CSOs activities in the local settings rather than officials in local government systems. Consequently, CSOs and LCNs have become vehicles of the political contestations at the local level. The findings of this study are consistent with those of Ocici (2006), who established that most of the Tanzania's local councils including their schools and primary health facilities were engaged more in local politics that do not reflect community needs. On contrary, the study's findings do not concur with the Tanzania's LGRP adopted in 1998 that aimed at mainstreaming the local ownership and participation perspective in all of its local policies, programmes and interventions. In fact, there is a wide gap between the principles enshrined in the LGRP policy and their implementation.

4.3.3 Methodological issues in undertaking PETS

The success of PETS depends on the type of methodology utilised in the natural settings. Equally important, the choice of the methodology on the other hand, is limited to the objectives or purpose of PETS studies. As such, within the methodological lens the chapter explores the methodological issues in undertaking PETS within the CSOs, women and LGAs relationship by surveying several questions such as: Who sets the objectives of PETS between CSOs and LGAs? Who

offers accurate and reliable information about PETS? And who shares lessons from PETS results?

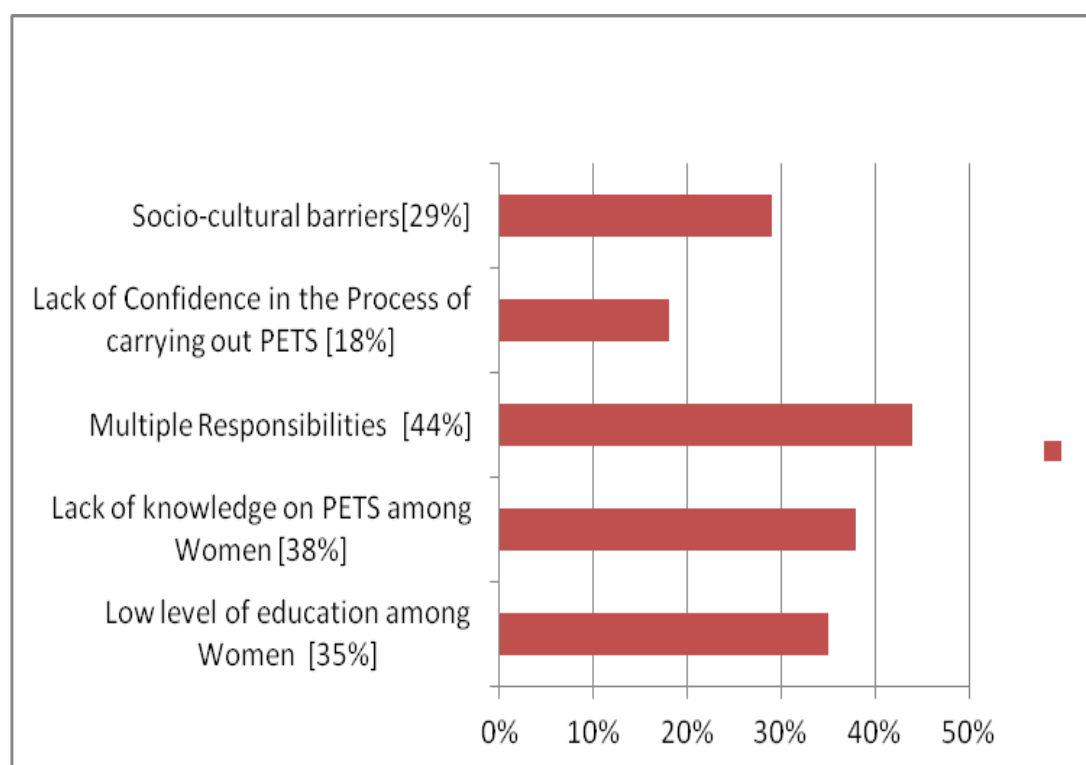
The research observes that quite often CSOs sets the objectives of PETS, and can decide either to share or ignore the LGAs inputs. As a result, LGAs have minimal inclusiveness in the process. This finding raises the question on the validity and reliability of the PETS results when the supply and demand sides of information do not have a common goal. Also, there are a number of difficulties involved in obtaining accurate and reliable information about PETS. Information on how much money had been received is quite often collected at the frontline service delivery centre, but the information is not at all shared with people at this level. Are the surveys the means and the ends to the PETS results?

This finding raises the question on the legitimacy of the PETS results when the people living information do not have an access to its analysis. Lastly, the analysis from general observations reveals that there is no follow up and no attempt to make the PETS reports available to LGAs officials and other stakeholders at district and village level. The final reports are always presented by the CSOs to the aid agencies that provide funding for the PETS and at national workshops. With this level of analysis, the study findings indicate that without addressing the surveyed methodological discrepancies in undertaking PETS, the nature of the relationship between CSOs and LGAs will often be a conflicting one.

4.4 The Factors Contributing to Gender Gap in Women Engagement for PETS

The findings of the study show several factors that contribute to gender gap in women engagement for tracking local government use of public finances. Figure 4.2 demonstrates respondents' responses to that quest.

Figure 4.2: Factors Contributing to Gender Gap in Civic Engagement for PETS



*****Multiple responses were allowed**

Source: Field Survey Data, 2017

As can be seen from Figure 4.2, engagement in multiple responsibilities (44%) such as taking care of children at home, fetching water in a distant from homestead, as well as attending farming activities to feed the family was found the leading factor that contributes to gender gap in women engagement for PETS. This was followed by 38% of women who confirmed that lack of knowledge on PETS among women and the low level of education among women (35%) contribute to the persistent gender gap in women engagement for PETS. Other mentioned factors with their frequencies in brackets include the socio-cultural barriers (29%); lack of confidence in the process of carrying out PETS (18%); as well as the perceptions and attitudes of CSOs/LCNs officers towards women (15%). The findings of the study implies that women engagement in multiple responsibilities and low level of education in general as well as in PETS were found the leading factors that contribute to gender gap in

women engagement for PETS. This in turn creates fear in women engagement for PETS.

4.5 The perceptions of officials from CSOs in women engagement for PETS

The last objective of this study examined the perceptions of officials from CSOs/LCNs in women engagement for PETS and how it contributes to the persistent gender gap in civic engagement. Results on the perceptions of officials from CSOs and LCNs on women engagements in PETS revealed several observations.

Table 4.3: Agreement with Woman Qualities in the Process of PETS (N=50)

Responses	Frequency	Percent
Disagree	29	58
Agree	13	26
Unsure	8	16
Total	40	100.0

Source: Survey Data (2017)

As can be seen from Table 4.3, more than a half 29 (58 percent) of CSOs staffs reported and officials perceived women engaging in PETS to have low competencies and qualities of undertaking PETS. Several barriers fostered this. Among others include the fact that women engage in multiple responsibilities which in turn limit their focus on evaluation processes within the education lens. Further, women were also perceived to be limited by several barriers Among them were: the lack of few female role models on PETS, challenges in balancing home and PETS roles, lack of experience in civic engagement such as being focused and determined, as well as the societal socialization of women along the non-aggressive activities which limits their engagements in frugal activities such as the conducts of PETS.

4.6 The Summary of the Chapter

In the light of the study findings, it can be summarized that the chapter has managed to identify women's levels of knowledge on PETS and its contribution on the persistent gender gap in civic engagement. Further, the section has been able to examine the factors that contribute to gender gap in women engagement for tracking PETS, as well as discussing whether the perceptions of officials from CSOs who implement PETS contribute to gender gap in women engagement for PETS. In general, weak conceptualization of PETS and methodological issues in undertaking PETS are among the discrepancies that explains the existence of gender gap in women engagement for PETS in Kilosa District. Although there are observed successes in the practice of PETS, the existence of gender gaps in civic engagements provides mixed feelings on the success and relevance of the use of "civic engagement" such as CSOs on the process of evaluating policy interventions through the use of PETS in sectors such as education.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMENDATIONS

5.1 Introduction

This chapter provides a summary of the study key findings, main conclusions, recommendations and proposal for further research in this area.

5.2 Summary of the Study

This study used the descriptive case study design, guided by using both quantitative and qualitative approaches to research at Kilosa district in Morogoro region between 2016 and 2017 to explore factors contributing to gender gape in women access to opportunities for women engage is PET at Kilosa district. Secondary and primary source of collecting data was used for this study; the tools used to collect primary data were questionnaires, interview and group discussion guide interview. Secondary data was obtained from different sources together with the Mzumbe university ministry of education and vocation training. It was acquired from Haki Elimu, TENMET, TACOM and in the office of district education officer for both secondary and primary education. 120 respondents were used; the study relied on descriptive analysis of primary data through the use of computer program version 20 of the SPSS and secondary data analysis. The following is the summary of the study key finding.

5.2.1 The Contribution of Women's levels of knowledge in Civic Engagement

The study found that less than a half 18 (36 percent) of young girls and women reported understanding the concept and essence of Public Expenditure Tracking Survey (PETS). The finding shows how knowledgeable women are in matters related to PETS. According to the study findings, 18 (36%) out of 50 surveyed women reported being aware and able to conceptualize PETS in their local settings. These results imply that more than a half of surveyed women in the study area are not conversant in evaluation of educational interventions through the use of PETS. With

the relative less level of awareness of PETS in LGAs; it shows how unprepared Tanzanians women from LGAs are in handling issues related to not only evaluation of educational interventions, but also the management of public finances for education at the local government level. Indeed, it is a surprising finding considering the many flow of funds from the national government offered to the local governments to empower women at the district level within the participatory lens to meet their local needs. With the relative low level of understanding of PETS among women at the district level in Tanzania, it is not surprisingly that the process and practice of civic engagement for evaluation of local government use of public resources is gendered in favour of males than females.

With the relative less level of knowledge of women in the study area; it predicts how difficult it is for them to engage in issues related to the evaluation of local government use of public finances for education sector. These results imply that the general education level of women in Tanzania's rural settings might be lower than that required in accessing formal employment where entry requirements are comparatively higher. In reality, the trend of academic performance of women originates from and reflects the growing trend of girls' performance in both ordinary and advanced level secondary education. Literally, several literatures show that the girls' performance is relatively poor than that of boys. For example, in 2010, 48 percent of the girls compared to 59 percent of the boys passed primary school leaving examinations (URT, 2011). This comparatively poor performance limits the young girls' likelihood of being selected for secondary education, a key barrier to higher levels of educational access and achievement for girls.

On the contrary, the study also realizes the considerable variety in the conceptualization of PETS. While to the CSOs, PETS entails utilization of expertise under the umbrella of the donor support to demonstrate weaknesses of the local government in the management of public finances, without sharing final reports for future lessons, the local government officials perceive PETS as control mechanism to punish them, simply because they have little ownership of PETS and quite often

most CSOs facilitated PETS are not found in the grassroots, impliedly LGAs work with the CSOs under the directives from the top-down approach. This conceptualisation makes a clear demarcation on how both, CSOs and LGAs relates in the PETS.

The study findings show that a relative low number 18 (36%) out of 50 surveyed women reported to possess desired knowledge and skills on the subject matter of PETS and were able to conduct it. However, more than a half of women 32 (64%) lacked desired knowledge, skills and abilities of conducting PETS. With the relative low level of skills and abilities of conducting PETS among women at the district level in Tanzania, it signals the fact that evaluation of educational related interventions have a masculine character despite the existence of the framework which informs the conduct of PETS since 2007. When women lack sufficient knowledge about policy processes it becomes difficult to engage in the process. Former UN Secretary General Kofi Annan has noted: *'To change the world, we must first understand it'* participants were asked whether they had skills that helped them in the practice of conducting PETS.

Since the women acquisition of knowledge, skills and abilities in undertaking PETS are determined by the established Local Community Networks (LCNs) from the district level which are nurtured by the CSOs, the study went further to interview whether CSOs staffs are conversant on PETS and if they have managed to impart that knowledge to women in the rural settings. With this level of analysis, it suffices to assert that CSOs are continuing to influence societal change at the district setting in Tanzania within the perspectives of PETS. They have been able to challenge not only the transformation of processes and systems that informs management of public finances at the local level, but also increasing confidence and trust to local populace. Because of that situation, local communities have in turn placed their trust on local politicians and famous people who dominates the CSOs activities in the local settings rather than officials in local government systems. Consequently, CSOs and LCNs have become vehicles of the political contestations at the local level. In fact, there is

a wide gap between the principles enshrined in the LGRP policy and their implementation.

Moreover, it was observed that the success of PETS depends on the type of methodology utilised in the natural settings. Equally important, the choice of the methodology on the other hand, is limited to the objectives or purpose of PETS studies. As such, within the methodological lens the chapter explores the methodological issues in undertaking PETS within the CSOs, women and LGAs relationship by surveying several questions such as: Who sets the objectives of PETS between CSOs and LGAs? Who offers accurate and reliable information about PETS? And who shares lessons from PETS results?

The research observes that quite often CSOs sets the objectives of PETS, and can decide either to share or ignore the LGAs inputs. As a result, LGAs have minimal inclusiveness in the process. This finding raises the question on the validity and reliability of the PETS results when the supply and demand sides of information do not have a common goal. Also, there are a number of difficulties involved in obtaining accurate and reliable information about PETS. Information on how much money had been received is quite often collected at the frontline service delivery centres, but the information is not at all shared with people at this level.

Are the surveys the means and the ends to the PETS results? This finding raises the question on the legitimacy of the PETS results when the people living information do not have an access to its analysis. Lastly, the analysis from general observations reveals that there is no follow up and no attempt to make the PETS reports available to LGAs officials and other stakeholders at district and village level. The final reports are always presented by the CSOs to the aid agencies that provide funding for the PETS and at national workshops. With this level of analysis, the study findings indicate that without addressing the surveyed methodological discrepancies in undertaking PETS, the nature of the relationship between CSOs and LGAs will often be a conflicting one.

5.2.2 The Factors Contributing to Gender Gap in Women Engagement for PETS

The findings of the study show several factors that contribute to gender gap in women engagement for tracking local government use of public finances. In general, the research observed that engagement in multiple responsibilities (44%) such as taking care of children at home; fetching water in a distant from homestead, as well as attending farming activities to feed the family was found the leading factor that contributes to gender gap in women engagement for PETS. This was followed by 38% of women who confirmed that lack of knowledge on PETS among women and the low level of education among women (35%) contribute to the persistent gender gap in women engagement for PETS. Other mentioned factors with their frequencies in brackets include the socio-cultural barriers (29%); lack of confidence in the process of carrying out PETS (18%); as well as the perceptions and attitudes of CSOs/LCNs officers towards women (15%). The findings of the study implies that women engagement in multiple responsibilities and low level of education in general as well as in PETS were found the leading factors that contribute to gender gap in women engagement for PETS. This in turn creates fear in women engagement for PETS.

5.2.3 The perceptions of officials from CSOs in women engagement for PETS

The last objective of this study examined the perceptions of officials from CSOs/LCNs in women engagement for PETS and how it contributes to the persistent gender gap in civic engagement. Results on the perceptions of officials from CSOs and LCNs on women engagements in PETS revealed several observations. Among others include the fact that more than a half 29 (58 percent) of CSOs staffs reported and officials perceived women engaging in PETS to have low competencies and qualities of undertaking PETS. Several barriers fostered this. Among others include the fact that women engage in multiple responsibilities which in turn limit their focus on evaluation processes within the education lens. Further, women were also perceived to be limited by several barriers such as: the lack of few female role models on PETS and challenges in balancing home and PETS roles.

It was also constrained by the lack of experience in civic engagement such as being focused and determined, as well as the societal socialization of women along the non-aggressive activities which limits their engagements in frugal activities such as the conducts of PETS.

5.3 Conclusion

In the light of the study findings, the study concludes that the gendered type of socialization in rural settings generates factors that determine the type and nature of women engagement in evaluation of public interventions including those of education through the use of PETS. Generally, the study revealed that budget allocations, when used as indicators of the supply of public services, are poor predictors of the actual quantity and quality of public services if and only if gendered issues are not mainstreamed in the planning and evaluations of civic engagements, especially in local governments with poor accountability and weak institutions.

5.4 Recommendations

Based on the study findings, the study ends up by advancing several recommendations to CSOs and CBNs coordinating PETS, policy makers, as women in the rural set ups. As such, the following are recommended:

First, since the study shows how unprepared Tanzania women from LGAs are in handling issues related to not only evaluation of educational interventions, but also the use of evaluation tools such as PETS, there is seldom a need to prepare strategic interventions to engage women and girls who make a relative high number of rural populations compared to men.

Second, there is a need to institutionalize a PET system within a gender lens at the local council level. This will require the active support of the government to establish the policy and legal framework for PETS as well as a robust and rigorous monitoring system and corrective action.

Third, despite the importance of decentralization process on enhancing empowerment to local councils as well as their communities, it has failed to create opportunities that could make such empowerment work for the women interest. This is because there is no system in the local settings which ensures a sense of ownership of women decision. There is a need to feminize the decentralization process in order to bridge the reform gaps.

Lastly, the study recommends that the local council through planning department together with CSOs should create a platform which could enhance visibility of rural community members in the process of policy formulation, planning, budgeting, monitoring as well as evaluation. This is because, citizens worry on actual practicability of the policy of participatory methodology for planning and budgeting- the Opportunities and Obstacles for Development (O&OD) at the local councils rolled out by the Government of Tanzania.

5.5 Areas for Further Studies

Carry out a study to investigate the CSOs/NGOs staffs' characters towards women engagement in undertaking educational evaluations through the use of other evaluation tools apart from PETS

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APPENDICES

Appendix A:

SEMI STRUCTURED QUESTIONNAIRE FOR STRUCTURED INTERVIEW WITH YOUNG GIRLS AND WOMEN

FORM NO..... Date of the Interview:.....

Name of respondent:.....

Ward:.....

Street:.....

Good morning/good afternoon. I am.....

(Principal Investigator and note recorder will introduce themselves).

This discussion is being conducted to get your inputs about the factors contributing to gender gap in women access to opportunities for civic engagement through the use of PETS in Kilosa district. We are especially interested in your feelings/attitudes/perceptions about the study and any suggestions you might have.

Demographic data

1. What is your age (in years)?
2. What is your level of Education?
 1. Non Formal Education
 2. Primary School
 3. Secondary School
 4. Higher Learning Institution.
3. What is your occupation?
 1. Farmer
 2. Non Farm Activities
 3. Both of the above
 4. Livestock keeper
 5. Public Servant

4. (a) Do you think that most of the NGOs workers who have been conducting PETS exercise have skills and knowledge about PETS?

1. Yes

2. No

☐

(b) If 'Yes', explain

.....
.....

If 'No', Why do you think so?.....

(c) Could you please explain how NGOs workers engage with the local community especially women in practice of conducting PETS

5. (a) Do you think that NGOs workers have abilities to influence women conduct PETS in your area?

1. Yes

2. No

☐

(b) If 'Yes', explain.....

If 'No', Why do you think so?.....

6. To what extent do you think that the young girls and women are involved in the PETS exercise?.....
.....

7. What is the nature and level to which the young girls and women are involved in the PETS?.....

8. What are the factors that contribute to gender gap in women engagement for undertaking PETS in the area?.....,
Could you please elaborate more.....

9. Does the implementation of PETS project through community involvement offer any impact on a delivery of social services and therefore improvement of peoples' livelihoods?

1. Yes

2. No

☐

(i) Please explain.....
.....

10. Can we get your views on the NGOs engagement in PETS exercises project in general and what should be done to improve it for the development of education sector in your area?

.....

Thanks for Participation

Appendix B
INTERVIEW GUIDE FOR KEY INFORMANTS:
INCLUDING THE LOCAL GOVERNMENT OFFICIALS

Good morning/good afternoon. I am.....

(Principal Investigator and note recorder will introduce themselves).

This discussion is being conducted to get your inputs about Civil Society Organizations engagement in undertaking Public Expenditure Tracking Survey in order to enhance better governance of public finances with the purpose of improving delivery of social services at Kilosa District. We are especially interested in your feelings/attitudes/perceptions about it and any suggestions you might have.

1. PETS is a result of decentralization policy of 1998 vested with deliberate move to devolve powers to the district. As a reform, it requires strong institution (structure) to manage it.

To what extent do Government officials collaborate with NGOs in the practice of PETS?

(ii) What are the roles and responsibilities of that institution at the decentralized level?

.....
.....
.....

How does the PMO RALG offices facilitates the undertaking of PETS exercise at the decentralized level?

.....
.....
.....

2. Is there sufficient capacity and resources (time/funding/ equipment) to implement the key activities in the PETS practices?

.....
.....
.....

3. Are the activities being carried out as planned?

.....

.....

.....

4. Do the key actors have a clear understanding of what is required of them?

.....

.....

.....

5. Are the key activities being properly managed and are all (support) systems working well?

.....

.....

.....

6. Are there particular problems being encountered or specific barriers experienced?

.....

.....

.....

7. If so, what do the actors identify as possible solutions to overcome such barriers?

.....

.....

.....

8. Have you been able to compare how well NGOs undertake PETS activities as a development intervention against expected results (Performance indicators)?

1. Yes

2. No

☐

If yes, go to Q 9a

If no, go to Q 9b

9 (a) What were the results of your analysis on how well PETS is being implemented against expected results (Performance indicators)?

.....

.....
(b) When do you wish to evaluate how well PETS is being implemented against expected results (Performance indicators)?.....

10 How are the involvements or activities being received/ assessed in terms of content quality, relevance?.....

11 Any relationship is either cooperating or conflictual. What is the nature of relationship between government officials accountable for public finance management and NGOs officials who conducts PETS?

.....
.....
What should be done to address such dynamics?.....

Thanks for Participation.