

READINGS ON PARTICIPATORY EXPENDITURE TRACKING: AVAILABLE ONLINE

(The following annotated readings are available online. The list is not comprehensive but only a sampling of what can be found in the web.)

Throughout the readings, the following icons identify the different types of resources used:



Background Information explaining ideas, processes and terms used at each steps



Tools and Resources which provide a framework for applying the concepts



Real-life Examples in the form of case studies and comments from practitioners



Suggested Methodologies for undertaking the steps and guidance in applying participatory expenditure tracking tools



Templates that help capture the outputs of the different steps in participatory expenditure tracking. The templates can be merely suggestions that may be adapted according to the needs by adding or modifying individual element, or by simplifying them.



Shah, S. W. (2003, March). Social Development Notes. Retrieved March 2, 2010, from The World Bank: <http://siteresources.worldbank.org/INTPCENG/Resources/sdn74.pdf>

The Ugandan case is an example of a cost-effective survey that demystified a governmental process, prompting a smoother flow of information to enhance transparency in budget allocation and use that resulted in capitation grants the schools were supposed to be receiving going up from almost 0% in 1991 to nearly 100% in 1999. The findings of the survey and a wave of positive reaction they generated illustrate best how modest methods that lead to the realization of important concepts such as transparency and accountability can dramatically alter pro-poor outcomes in public service delivery.



Shah, S. W. (n.d.). Public Expenditure Tracking & Facility Surveys: A General Note on Methodology. Retrieved March 2, 2010, from The World Bank: <http://siteresources.worldbank.org>

Budget allocation alone can be a poor indicator of the quality and quantity of public service delivered in countries with weak institutions. While shifting of budgetary resources to priority sectors like education and health is a good first step, it is crucial to ascertain where and how the

allocated sum gets spent. The Public Expenditure Tracking Surveys (PETS) are quantitative exercises that trace the flow of resources from origin to destination and determine the location and scale of anomaly. These are distinct, but complementary to qualitative surveys on the perception of consumers on service delivery. They highlight not only the use and abuse of public money, but also give insights into the concepts of capture, cost efficiency, decentralization, and accountability. In absence of a strong institutional infrastructure to manage information flow, tracking surveys provide a realistic portrayal of the status of demand and supply of services, potentially justifying a need for creating of cost effective mechanisms of public accountability through, for example, information dissemination on resource allocation and use.



Shah, P. (2002, September). Social and Public Accountability: Using Public Expenditure Tracking Surveys (PETS) and Report Card Surveys. Retrieved March 2, 2010, from The World Bank: <http://siteresources.worldbank.org/>

An easy step-by-step guide on doing PETS and Report Card Surveys, presented in a power point presentation format.



Graaf, K. d. (2005, June – July 29 - 2). Public Expenditure Tracking (PET) in Tanzania at district level: effects on local accountability . Retrieved March 2, 2010, from Global Learning Portal (GLP): <http://www.glp.net/>

This research on the Public Expenditure Tracking Surveys being carried out by NGOs in different districts in Tanzania analyzes the different approaches that are used and indicates best practices that contribute to improved accountability and responsiveness. The research analyses how Public Expenditure Tracking Surveys affect the different aspects of District level accountability relationships.



Sundet, G. (2008, August). Following the money do Public Expenditure Tracking Surveys matter? Retrieved March 2, 2010, from Chr. Michelsen Institute: <http://www.cmi.no/publications/file/3195-following-the-money.pdf>

Public Expenditure Tracking Surveys, or PETS, are recognised as an effective tool to improve accountability in public finance and service delivery. A Ugandan success with PETS is one of the most cited anti-corruption success stories. Expenditure tracking has also become a popular activity among civil society organisations engaged in accountability issues at the local level. This U4 Issue Paper takes a closer look at the experience of expenditure tracking and argues that its successes may have been overstated. It suggests that an uncritical acceptance of the effectiveness of expenditure tracking has hindered the development of a more nuanced

approach that is better suited to the particular circumstances of each case. The report proposes some principles of engagement on how to track expenditures more effectively.



Srinath, I. (2009, February). The International Journal of Not-for-Profit Law . Retrieved March 4, 2010, from International Center for Not-for-Profit Law: <http://www.icnl.org/>

One of the ideas that political governance and general civic engagement literature is built upon is that people are motivated to participate when they see their ideas and wants being enacted in a real way. Obama allowed his supporters to take the reins on activities and thus they owned them and felt like they were part of the end product. We can quote countless examples where these principles have encouraged sustained civic participation in governance, many beginning with health reform, road works, trade unions, and public discussions. In South Africa, for example, these principles have turned a mobilized population into a sustained, politically engaged one since the end of apartheid.

The end result is this: a reformist leader prompts civic mobilization through satisfying the needs of the disgruntled society by taking up a cause. People are empowered because the subject matter will affect their lives, either physically (e.g., a third runway at Heathrow destroying people's homes and neighborhoods) or mentally (nuclear disarmament, antiwar, Obama/anti-Bush). The trick then is to create the sustained civic participation after the original issues are resolved or the people are in place to resolve them. If you can make sure people stay engaged by making that they have a real say in their own existence, they are more likely to participate. Civic mobilization is good because it helps to kick-start this process. There is no blueprint to this and people are trying every which way to make it work in their own society and culture.

[However] I would like to draw attention to one detrimental approach that guaranteed civic participation. Under Mao's regime, China enacted community communist groups. By law everybody had to be a part of them. This is how doctrine was pushed downwards and people took part in voicing the greatness of communism and Mao and China. At one point these groups' members were forced to apologize for mythical civic disobedience in front of the rest of the community, resulting in punishment, etc. It was a way of controlling the population. We all are well aware of the controlling structure this created in China, resulting in tens of millions of deaths if not more. But the reality is that you can force, through the law, people to participate; however, unless you have a morally steadfast regime or a strong ethos, the potential for this to be effective is limited. Is it true participation if it is forced? Probably not.



Smith, R. R. (2004). Public expenditure tracking surveys in education. Retrieved March 4, 2010, from International Institute for Educational Planning: <http://www.unesco.org/>

The public expenditure tracking survey (PET) is a method used to study the flow of public funds and other resources, including various levels of government and administrative hierarchy. It is

most relevant where public accounting systems functions poorly or provide unreliable information. This method has been applied successfully in Uganda, Peru, Zambia and many other countries to enhance our understanding of why public resources devoted to education often produce unsatisfactory results. Education is in most countries financed and provided publicly. Left to itself the market would provide education in a too inequitable manner, leaving too many children without. Yet without some 'client power', it is difficult to create incentives that will make education systems function efficiently. Accountability must be carefully cultivated as administrators and teachers are less likely to leak public funds or be absent from the classroom if they are held accountable. Public expenditure tracking surveys allow policy makers to diagnose how incentives and accountability systems are working in practice and how they can be improved.

To conduct a PETS, a research team consisting of either of external consultants or employees of a government statistical office (but not officials of the education ministry or local officials, whose presence may bias the results) begins by holding broad-based consultations. Through dialogue with a range of stakeholders, the study team can identify the issues and problems that most affect the education sector and develop a statement of the study's objectives. The next task is to draft a set of questionnaires corresponding to different tiers of the hierarchy and categories of respondents, while recruiting enumerators. A thorough piloting of the questionnaire is critical – and this phase often allows sharpening of initial research questions and hypotheses.

The sample, carefully stratified to be adequately representative of the country, should permit the cross-validation of data between different tiers of government. The team then trains the enumerators and with them often carries out the final tests or pilots of the survey instruments. The most costly phases of the surveys are the actual conduct of the interviews and data collection from school and local government records (that is, enumerators' data entry personnel). Once the data is collected and compiled into data sets, the research team analyses these and attempts to answer the research questions posed during the consultations, test the hypotheses and report the most relevant findings. Total cost, which depends on the country and scope of the study, may range from US\$ 50,000 to well over US 100,000.

Among the results which may emerge from the PETS are estimates of leakage, information on the percentage of funds spent at each level of the education hierarchy, descriptions of how funding is targeted among different schools and subpopulations, information about school facilities, teaching quality and absenteeism, drop out rates, test scores, school governance and accountability. Applied as a diagnostic survey, a PETS can provide statistics that show the scale of the problems. To point towards solutions, analysts must dig deeper, framing and testing hypotheses in order to discern the causes of those problems.

Leakage and other forms of corruption, of course are not the only reason why education systems may falter or fail to improve. There may be a failure on the demand side due to parental perceptions that the curriculum is irrelevant or a strong need for children's labour at home. Or, as was found to be happening in Zambia, public money may merely substitute for household spending on education. If a country's education goals apply mainly to disadvantaged

children, it may fail to make progress in achieving them because funds are not properly targeted. A PETS is one of the few ways to acquire quantitative evidence on the elusive issue of corruption. It is a useful tool to test for bureaucratic leakage and can shed light on equity and other hypotheses.

If the reasons for unsatisfactory educational outcomes emanate from the supply side, the situation is unlikely to improve without better public sector accountability. However, making public sector actors more accountable is likely to provoke resistance. Once a PETS has identified leakages and accountability failures, it is up to the government and other stakeholders to make administrative reforms and mobilize civil society in order to translate recommendations from the PETS into reality. If a government is dissatisfied with educational outcomes and prepared to make the necessary efforts to get the system on the right track, it may be worth undertaking a public expenditure tracking survey to show the way.



Whitworth, A. (2009, December 3). How development policy was made in Uganda. Retrieved March 4, 2010, from Guardian News and Media Limited: <http://www.guardian.co.uk/>

Uganda has had more influence on current development thinking than any other country, argues Alan Whitworth. The author tells the story of Uganda as it rise from the ashes of extreme poverty to one of Africa's rising economy, by making its policy making more participatory. Because of this, donors has richly rewarded Uganda by swapping its foreign debt into funds for the delivery of basic social services.




Secretariat, P. (2007, August). Poverty Eradication Action Plan (PEAP) Concept Note. Retrieved March 4, 2010, from Poverty Eradication Action Plan - Ministry of Finance: <http://www.finance.go.ug/>

A detailed process on how to do a Poverty Eradication Action Plan (PEAP)




Zulu, J. J. (2007, August). Debt Resources Monitoring Manual: A Stakeholders' tool for Monitoring Debt Relief Resources in Zambia. Retrieved March 4, 2010, from Jesuit Centre for Theological Reflection: <http://www.jctr.org.zm/>

This tool seeks to empower stakeholders with the necessary tools for monitoring debt resources. It is designed to be a step by step user friendly manual that can provide early warning about wastage of resources and where this is going on. With this tool, wastage of debt resources from new loans or debt relief accruing from initiatives such as the Heavily Indebted Poor Countries Initiative, the Multilateral Debt Relief Initiative or any other programme that may arise in future can be avoided.

 Winkler, D. (2006, April). Module 5: Accountability, Information, and Governance. Retrieved March 4, 2010, from Research Triangle Inc.: <http://www.rti.org/>

A seminar module on public sector accountability focusing on education and decentralization. It includes power point presentation, country exercises, and objectives.

 Claasen, M. (n.d.). Making the Budget Work for Education: Experiences, achievements, and lessons from civil society budget work. Retrieved March 5, 2010, from Commonwealth Education Fund: <http://www.commonwealtheducationfund.org/>

The case studies presented in this report illustrate the range of budget work initiatives that civil society organisations (CSOs) can undertake in the education sector, providing an insight into practical aspects of budget work that will be of use to other CSOs interested in starting their own programmes of budget work.

As demonstrated by the innovative programmes in Bangladesh, Ghana, Kenya, Malawi and Uganda, budget work is a critical component for advocating for a child's right to education. These case studies have highlighted some lessons that are common to each of the five countries, which may be of relevance to budget work initiatives in other contexts.

- Identify an issue that will serve as the starting point
- Conduct research on education provision
- Access information from government
- Focus on the local and national levels simultaneously
- Build strategic partnerships
- Build capacities of all partners at national and district levels on budget work
- Create community ownership of the project
- Continually document the project processes

 Perry, V. (n.d.). Budget Guide for Civil Society Organisations Working in Education. Retrieved March 5, 2010, from Commonwealth Education Fund: <http://www.commonwealtheducationfund.org/>

This guide provides civil society organisations (CSOs) in the education sector with the basic information they need to get started on budget work. It introduces core concepts relating to budgets, and discusses ways of analysing them. It also demonstrates how budget work can inform strategic advocacy messages, and bring about change in the education sector. The guide is divided into five areas:

- Budget work in education: describes the role of civil society in education budget work
- Budget basics: explains what the budget tells us, and how the budget cycle works

- Getting started: provides background information on identifying key actors in the budget process, legal frameworks, and where to gain access to information on the budget
- Budget work in practice: explains the difference between budget analysis, monitoring, and tracking, and gives worked examples of these activities.
- What next?: provides information on how to use data for advocacy purposes, as well as where and when to disseminate it.

As well as background information and budget exercises, short case studies throughout the guide demonstrate the many innovative ways in which budget work has been applied in the education sector. At the end of the guide there is a dictionary of economic and budget terminology. There is also a list of useful reference materials where you can find out more about budget work, both in the education sector and more generally.

 Perry, V. (2008, November). Civil Society Engagement In Education Budgets: A report documenting Commonwealth Education Fund Experience. Retrieved March 5, 2010, from Commonwealth Education Fund: <http://www.commonwealtheducationfund.org/>


This report documents Commonwealth Education Fund experience, illustrating how civil society can engage in the budget process through budget analysis; tracking disbursement flows through the education system; monitoring expenditure; and lobbying to influence budget allocations to the education sector. This report relies on available experience and attempts to pull together different approaches to education budget work into one coherent document. It is primarily intended for groups or individuals that have a new or relatively new interest in education budget work, but may also be of interest to those that have engaged in this work for some time and are interested in examples of best practices and access to useful resources. The report is divided into three parts:

Part I: Overview: This section describes why education budget work is important. It records the range of work supported by the Commonwealth Education Fund and sets this within the international context of budget work. It documents the major achievements and common challenges faced by organisations implementing programmes of budget work and makes recommendations based on the experience of partners supported by the Commonwealth Education Fund.

Part II: Country Profiles: The profiles offer an insight into the experiences of budget work programmes at country level. They document the achievements, activities, challenges and lessons learnt for each of the countries supported by the Commonwealth Education Fund.

Part III: Further Information: The final section provides a list of resources – budget expenditure tracking manuals, tools and examples of research on education financing – that were produced with support from the Commonwealth Education Fund. These serve as a useful guide for the

reader to investigate budget work and budget issues in more depth. There are also links to organizational websites where further information on budget work may be found.

 Tegambwage, N. (2008, September 20). Investigative Journalism for Anti-Corruption and Good Governance: A Facilitator's Manual. Retrieved March 5, 2010, from PACT World: <http://www.pactworld.org/>

The structure of the manual is meant to respond to the urgent need to empower journalists to take a “front seat” position in enforcing accountability and good governance through IJ. It is also designed to meet requirements of all stakeholders in search of accountability and transparency at national and local level.

It also contains a module on Public Expenditure Tracking System (PETS) which would help participants or readers to:

- Define PETS, its concept and how it works
- Grasp the methodology of its application
- Design and develop PETS tool
- Identify stakeholders in carrying out PETS