

RESOURCE CONTRIBUTION OF NGOs IN PRIMARY EDUCATION DEVELOPMENT IN TIGRAY

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A THESIS SUBMITTED TO THE SCHOOL OF GRDUATE STUDIES OF ADDIS ABABA
UNIVERSITY IN PARTIAL FULLFILMENT OF THE REQUIREMENTS OF DEGREE OF MASTER
OF ATRS IN EDUCATIONAL RESEARCH AND DEVELOPMENT



ADDIS ABABA

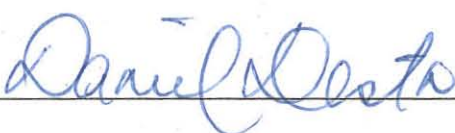
JULY, 2007

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
INSTITUTE OF EDUCATIONAL RESEARCH

**Resource Contribution of NGOs in Primary
Education Development in Tigray**

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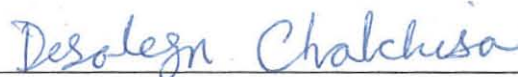
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DEDICATION

TO MY BELOVED DAUGHTER TIRHAS HAILE TAREKE

AKCNOWLEDGEMENTS

I am indebted to some individuals and institutions in conducting this study. Firstly, I want to express my heartfelt gratitude and special appreciation to my advisor Dr. Wossenu Yimam for his devoted intellectual guidance and considerate encouragement. Without his genuine and valuable comments, this research paper could not have such a final shape.

I would like to express my special thanks and appreciation to my wife Medhin Weldegebriel for her whole heartedly encouragement, and my sister Zafu Hagos for her financial and moral support.

I would like to express my special appreciation and thanks to my friends Surafuel, Zaid Negash and Bihon Kassa. I will not forget their financial and material as well as moral support..

Tigray Education Bureau, Tigray Agriculture and Rural Development Bureau, Tigray Development Association (TDA), Relief Society of Tigray (REST) USAID/BESO Project, World Vision Ethiopia deserves my special thanks for the relevant documents that they provided me.

All words of appreciation are reserved to my brothers and other friends of mine who, in one way or another, have contributed not only to the completion of this thesis but also for my under graduate university life.

Finally, I am very much grateful to Addis Ababa University at large and the IER Academic and administrative staff members. Their sincere understanding and encouragement was a milestone for my educational achievement.

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Acronym

BESO	Basic Education Systems Overhaul
DONGOs	Donor Organized Non-Government Organizations
DPPC	Disaster Prevention and Preparedness Commission
EFA	Education for All
EETP	Ethiopian Education and Training Policy
GDP	Gross Domestic Product
GO	Governmental Organizations
GONGOs	Government Organized Non-Government Organization
LNGO	Local Non-Government Organization
INGO	International Non-Government Organization
LPP	Local Planning Process
LVO	Local Voluntary Organization
NEPAD	New Partnership for African Development
NPDMP	National Policy Development on Prevention and Management
NGO	Non-Government Organizations
REB	Regional Education Bureau
REST	Relief Society of Tigray
SAC	School Administration Council
SCGP	School community Grant Program
SDPRP	Sustainable Development Poverty Reduction Program
TDA	Tigray Development Association
TGE	Transitional Government of Ethiopia
USAID	United States Agency for International Aid Development
UNESCO	United Nations Education & Science Cultural Organization
UPE	Universal Primary Education
WEO	Woreda Education Office

ABSTRACT

The main objective of this study was to investigate the role of NGOs to primary education development projects in Central, Eastern and Southern zones of Tigray Regional Government. To conduct this study, a descriptive survey method was employed.

The samples were taken from 7 woredas and 35 schools. The research study involved two categories of sample population: NGO and GOs employees. Questionnaire, interview, documents, and observation were the main instruments used to collect the data. Data analysis was made by using statistical tools such as percentage, chi-square and rank order correlation coefficient to identify whether there are differences and agreements in the judgment of the respondents regarding the various variables on the role of NGOs.

The results obtained suggested that both the LNGOs and INGOs involved in providing assistance for different development projects implemented in the region. Assistance was channeled through the local government, the NGOs and through handing over operational projects to the respective beneficiaries.

It was found that there no formal relationship among the NGOs and never share information regarding their intervention activities. The results obtained generally indicated that all the problems closely related to lack of coordination which the local government has not incorporated NGOs into its policies and structures.

Monitoring and evaluation of educational projects was conducted on physical dimension or of infrastructure projects .In addition, it was observed that there is a significant difference among the NGOs' projects performance in different target areas of the region. All in all the NGOs spent a total of 643582452.60 birr in different developmental projects and in education. This contribution is very high compared to that of 1990s condition where Gross Enrollment Rate was below 30. Finally, based on the findings and conclusions, recommendations were forwarded to address the problems observed.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

In the developing countries the idea of education has become broader in scope and richer in meaning, over the past twenty years; it makes new demands on educators, education specialists, states, others that use the services of those trained by the educational system, and also the family.

In the case of young people, the spectacular increase in the school-age population in African countries in South of the Sahara has given rise to acute problems: the educational infrastructure is over loaded, educational facilities are inadequate and there is a shortage of qualified teachers.(UNESCO, 1985:345).

History tends to show that a well-established educational system is a prerequisite for the economic and social change. For instance, economists have long regarded education as an instrument for the economic progress of society. A good deal of literature exists on the contribution of education to economic development, which specifies the nature of the contribution, the means of measuring the contribution, and the balancing of educational costs against benefits (Mandela (2005) and Seers,(1969) cited in Asmaru,2004).

Economic growth and development in education are strongly interrelated to one another. Several scholars explain that no country has scored sound economic growth without sound development in its education (UNESCO, 1985:40). That is why, they argue, education has become an important sector and national life of several countries. Thus, educational institutes to perform their activities consume large amount of public funds, which means that human, material, and financial resources play an important role to develop and enhance the educational system of a country.

Financial resources for education may derive from any of six sources: Central government; regional or local communities; those enrolling in education and/or their

families; private beneficiaries; business enterprises; or external aid (UNESCO, 1985:250). However, educational projects take up only a limited share of educational budgets. This is particularly true of many developing countries, which are crashed by heavy external debt, slow economic growth, and fast demographic expansion. These difficulties have given a new impetus to the search for alternative sources of financing for educational projects.

The most important type of non-budgetary resource for the funding of educational projects is the collective effort of local communities. In some countries, local communities have contributed to the costs of school construction and other projects through self-help efforts and donations in kind. In this regard, the very nature of education needs combined efforts of various individuals, the community national and international organizations.

In line with this, owing to their inadequate resources, underdeveloped countries approach external sources for financing part of their educational investments and to procure necessary foreign currency. The origin of such aid may be a state (bilateral aid) or an international organization or other NGOs (private aid). In the last two decades, many NGOs have been operating and contribute to development by providing different assistance or services especially in developing countries.

Edward and Hulme (1994:425) indicated that, the new emphasis on NGOs (at grassroots level) requires that NGOs recognize the need to analyze how they can progress from improving local situations on a small scale to influence the wider systems that create and reinforce poverty reduction activities.. To accomplish the tasks the existing relationship of NGOs, including donor-recipient relationship for the cause of education in any country should be based on mutual understanding of both parties.

The collaboration may involve the question of need identification plus the administration of the projects after the aid is obtained. For that reason, several multilateral and bilateral donor agencies as well as a number of NGOs are currently participating in the education sector.

In line with this view, Ethiopia has structured its educational system with the intent of providing a higher quality and more relevant education to a greater percentage of its population. Besides, because of the recent rehabilitation and reconstruction work the number of schools and educational facilities increased to some extent in the last few years. However, the pace of improvements can easily be superseded and the recent gains will be lost unless this momentum of expansion of school facilities is kept up accordingly.

Effective solution of the problem requires, therefore, clear understanding and intelligent participation of all, i.e., communities, Local NGOs, International NGOs, and the government at large. Thus, these strategies have to be matched by specific measures and programmes aimed at PEDPs if the positive role of local and international NGOs and the necessary relationships are to be realized.

Understanding all the above reasons and a number of questions pertaining to the above factors justify the need for resources of local and International NGOs in primary education development projects. This study is, therefore, intended to answer some of the problems in relation to the constraints of resources discussed above and propose solution (suggestion) to primary education development projects studies in the region and in Ethiopia in large.

1.2. Background of the Study Area

Tigray is predominantly a rural society and economy. Currently about 90% of the estimated 5 million inhabitants of the region depend directly or indirectly on agriculture. About 3.3 million are found in the study area, Central, Eastern and Southern zones. Estimated area of the region is approximately 53623 sq.km (TVET, 2004).

Agriculture and related activities accounted for 55.23% of the regional Gross Domestic Product (GDP), followed by industrial activities (mainly construction). Manufacturing is strikingly underdeveloped, adding only 3.07% to the region's GDP (TVET, 2004).

Unemployment and underemployment is assured to be extremely high in Tigray. However, a dynamic private sector in the major towns is increasingly providing employment opportunities to the region's work force. In fact, industrial sectors such as construction, services and agriculture experience a shortage in the supply of skilled labor. Some 46% of the population is below 15 years of age indicating an ever-increasing number of new labor market entrants every year. Currently, around 80% of the region's population is illiterate; however, access to education has increased since the beginning of the 1990s (TVET, 2004).

With regard to education, during SDPRP (2002), efforts were made to increase primary school coverage in line with the Second Education Sector Development Program (ESDP II). According to Tigray Education Bureau statistical report (2007), the number of children in primary school increased from 761241 in 2001/02 to 949185 in 2006/07 taking the Gross Enrollment Ratio (GER) from 72.43% to 99.77%, and, the NER in 2007 is recorded 86.88%. Both the Gross and the aged based enrollment ratios do not include those attended informal education. Lower Secondary school education coverage is 38% (male 43.5% and female 33.84%) in the same year

The considerable progress in GER has negatively impacted on the quality of education in the region. The challenges include the provision of adequate textbooks, desks, facilities; limiting class sizes and maintenance of existing facilities, and improving the general school environment.

1.3. Statement of the Problem

Education can be significantly affected by the quality of school projects, sufficient quality instructional materials and the learning environment in general. However, due to shortage of material and human resources, developing countries could not by themselves achieve continuous rise of educational costs and the necessary qualified citizen required for the country.

In response to this problem, it is evident nowadays that different local and international NGOs are participating in providing educational services in different developing

countries. The rise in number, scale of operation and importance of NGOs in the development field has been accompanied by increasing interest in their organization, management, strategies and on the general effectiveness of the NGOs.

In relation to educational support inputs, the new education and training policy also lays down the basis for an active participation of development organizations in education thus creating an interactive mechanism between theory and practice (TGE, 1994). Moreover, the government has given priority particularly to primary education as outlined in its various policy statements. However, the policy does not provide specific guidelines on how and where donor organizations can contribute to the education sector. Primary education in Ethiopia at the same time faces many problems both in terms of quantity and quality of provision. Hence it requires an appropriate direction to set new practices in motion and change the alarming situation.

In light of the above statements and related reasons, the primary education development program is an area which requires innovative approaches and the participation of the community.

This research has tried to find answers for the following questions.

1. What is the work of the NGOs in all stages of the primary educational projects?
2. How effective and capable are the NGOs in serving the education sector and in making efforts to integrate their projects with the regional development plan?
3. What is the type of existing evaluative schemes to determine the need, adequacy and relevance of the projects to meet the Regional State's educational objectives?
4. What managerial skills are needed for facilitating efficient administration and coordination of the NGOs that are engaged in capacity building for implementation of educational programs?

1.4. Objectives of the Study

The major objectives of this study was, to investigate and analyze the role of local and international NGOs and their resource contribution to the development and expansion of

primary education projects, through an extensive review of literature and empirical evidence.

The study was aimed at examining through field investigation, the manner in which the specific variables related to management of these NGOs, their efficiency in the coordination of their activities and sustainability of educational development projects against the achievement for further development.

The specific objectives of the study were:

1. To investigate the level and type of involvement of the NGOs, the local Government and the community in all phases of the primary educational programs.
2. To analyze how the effectiveness and capability of the NGOs is serving the education sector and is making efforts to integrate their projects with the regional development efforts.
3. To identify the type of existing evaluative schemes to determine the needs, adequacy and relevance of the schools to meet the region's educational objectives.
4. To identify typical managerial skills that is needed in facilitating efficient administration and coordination to implement educational program.

1.5 Significance of the Study

In view of the constraints of financial, physical and human resources in the sector, the need to make most effective use of whatever resource are available is urgent. The rates of these NGOs, however, are frequently being challenged by different ambiguous policy framework of the government. This situation requires different mechanisms and some other measures specifically applicable to the sector for coordinating the activities of various groups and individuals who contribute to its execution, so as to achieve the established objectives effectively.

This research is therefore expected to propose and create a stage for discussions and may help in developing more effective educational planning strategies aimed at defining tasks to be taken ahead.

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From the policy point of view, the study provides information to both the local and international NGOs and the regional educational bureau in order to craft policy regarding the NGOs intervention programs and participation which will expand educational opportunities, especially for rural children and encourage community participation in educational projects.

This study also attempts to identify and describe the problem and associated phenomena in such a way that it will enable the policy makers and development planners to find a solution in the project operations of NGOs especially in primary education development. The research has also tried to contributes better theoretical understanding of the impact of different Local and International NGOs on the development of primary education.

Apart from this, proper evaluation of the type and extent of existing relationships between NGOs and their impacts in primary education development programs and the potentials for enhancing appropriate patterns of linkages for the mutual development of the NGOs and the region is believed to help planners and policy makers at different levels.

1.6 Delimitation (Scope) of the Study

This study is delimited to the involvement of NGOs in primary education sub-sector development programs in Tigray Regional State since 1994. To make it more

manageable, the scope of the study was focused on four NGOs (2 local and 2 international, namely:

1. USAID/BESO Project
2. World Vision-Australia
3. Tigray Development Association (TDA)
4. Relief Society of Tigray (REST)

1.7 Limitation of the Study

The most serious limitation to the study was the difficulty to get available data, accompanied by the lack of immediate accessibility to the educational authorities and NGO representatives subjected to this study.

Data on the amount of resources contributed by NGOs, information about their projects, and other related information in the education sector in general and PEDPs in particular in different levels of the education sector of the region were not available. Such problems were observed not only in government offices but also were manifested among different levels of NGO officials.

In some instances, few educational authorities at the regional level were reluctant and at times suspicious to give available information regarding the participation of NGOs in the region. However, technical expertise found at REB Project Planning more often cooperate and have had relatively full information regarding these issues. Even, the data obtained from these government organizations still suffer from the limitation of inclusive information that unfold the number of NGO, type and kind of assistance and their total projects in the region's overall development programmes and in particular to PEDPs.

1.8 Definition of terms

Local Community: is a local group action, where people join in a limited geographic space on the basis of common purpose, to carry out specific tasks, the link between them may be where they live, they work, their ethnic background or other factors which people

have in common (Dey and Westendorff, 1999:266). Local community in our country's case can be taken as woreda or kebele borders.

NGO: Any non-profit voluntary citizens' group action, which is organized on a local, national or International level (World Bank, 1996).

Participatory Approaches: Are designs, procedures, and methods of planning, implementation, and evaluation that are built upon the active involvement to the would be beneficiaries of programs and projects (Bhola, 1992:303).

Program: refers to a series of planned activities with a broader scope than a project Magnen, 1991:15).

Project: is a set of involvement and of other planned activities aimed at achieving specific objectives within a predetermined time-frame and budget (Magnen, 1991:14).

Resources: In educational context, are the vital inputs in terms of material or any abstract quality needed to effectively conduct instructional activities at all levels of educational system (Mbamba, 1992:151).

1.9 Organization of the Study

The study has five chapters. Chapter one deals with the introduction which includes; problem of the study, statement of the problem, general and specific objectives, significance of the study, delimitation of the study, limitation of the study, definition of terms, and organization of the study. The second chapter deals with review of related literature review. And, chapters three, four and five deal with research methodology, Data analysis and interpretation, conclusion and recommendations respectively.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 THE NGO SECTOR

The World Bank defines NGO as “Private Organizations that pursue activities to relieve suffering, promote the interests of poor, protect the environment, provide basic social services, or undertake community development,” (Operational Directive 14:70,1992). In wider usage the term NGO can be applied to any non-profit organization that is independent from government. “NGO” may include profit-making organizations, foundations, educational institution, churches and other religious groups and missions, medical organizations, and cultural groups, as well as voluntary agencies (Freedman J. 1994).

According to Thompson (1990:18), NGOs are organizations that are formed by people who have a common goal and cooperate on voluntary basis to achieve their common interest out of the state or inter governmental structures, and are not directly at the service of governments or other agencies, but can assist programmes started by governments.

In the Ethiopian context, DPPC (1995:112) defines NGOs as a “humanitarian private organization which, using its own resources, participate in project activities with a view to join in the government’s effort to eliminate poverty.”

From the above definitions, one can understand that NGO’s are established in order to meet felt-needs in the society. NGOs are typically value based organizations that depend in whole or in part on countable donations and voluntary services and vary significantly according to philosophy, purpose, expertise, program approach, and scope of activities. Furthermore, it reveals that NGO often are successful intermediaries between actors in the development area, building bridges between people and communities on one side, and governments, development agencies, and development institutions and donors on the other hand.

2.2. Classification of NGOs

NGOs, as a sector of society, are a diverse entity operating under different paradigms with a diverse range of interests, activities, and perspectives on development issues. At the same time, other types of umbrella organizations exist that represent groups of NGOs with common development, ideological, religious, or other affiliations. Regarding this point, World Bank (1996:158) stated that in the development field, NGOs range from the large charities based in developed countries to community-based self- help groups in developing countries. To Padron (1987:70) for instance, organizations such as research institutions, professional associations, trade unions, chambers of commerce, youth organizations, religious institutions, senior citizens' associations, tourist bodies, private foundations, political parties, Zionist organizations, funding or development - international and indigenous - agencies, and any other organization of a non-governmental nature situate under the umbrella of "nongovernmental organizations."

From the above clarifications, one can infer that *NGOs* encompass many things and all differ from each other and from their equivalents in different countries. Hence, in order to identify and know what is specific about taxonomy of NGOs, one has to compare and contrast them to other organizations. Accordingly, to understand the taxonomy of NGOs, first it is important to be aware of the context in which they operate, their institutional features, their relations with other agencies; and their achievements, in the form of the development programmes and projects, which they carry out.

For that reason, different criteria are applied by different authorities to classify NGOs with variety of methods: At the generic level, most scholars in the field categorize NGOs as Southern and Northern to refer to national and international NGOs respectively based on the country of the NGO's origin (Elliott, 1987:57).

For Moster and others (1993), NGOs are identified by their:

1. Institutional location - local, national, and international levels.
2. Organizational composition: Donor and service providing organizations international and national NGOs respectively.

3. Activities - those involved in health and education, environment, emergency relief, research, and in development in general.

Similarly, in Ethiopian context, DPPC (1995) classified NGOs based on different criteria namely: origin, geographic area, affiliation, involvement, and programme orientation. Ethiopian NGOs can fall into three main categories as follows:

1. Local NGOs - refers as "Edir" and "Iqub" - generally referring to Local Voluntary Associations (LVOs) - both voluntary mutual aid associations organized by grassroots with varying size. It is of two types: traditional and modern voluntary associations.
2. National NGOs - They can be divided into religious and secular organizations. These kinds of NGOs mostly derive their fund from external source, such as foreign embassies, individuals, Northern or international NGOs, and governments.
3. International NGOs - referred sometimes as Northern NGOs that are engaged in activities ranging from relief to development.

Overall, the general classifications of NGOs mentioned above indicate that there are a wide variety of NGOs operating across continents, subcontinents, and at international or worldwide level. There are also local, regional, and national NGOs working in their own areas of choice. Based on this, we can summarize and identify four broad types of NGOs as given by Brown and others (1989:23-25) GONGOs (Government Organized NGOs), DONGOs (Donor- Organized NGOs), Autonomous or independent NGOs and Foreign NGOs.

Autonomous or Independent NGOs- are self-determining institutions, which strive to be self-sufficient in organization, and financial terms while representing the concerns and priorities of various social groups, peoples' organizations and communities, Finally, Foreign NGOs are those who represent a distinct category from their indigenous counterparts, are comprised of diverse interests, motives and priorities whose work is contingent upon the agreement of the host country government.

From the above classifications, we can understand that the nature of each NGO varies according to different circumstances and is very much context specific.

2.3 Characteristics of NGOs

Most analyses of NGO community, whether in developed or developing countries, begin by noting the diversity of this organization “NGO”. And, to be sure, NGOs are a diverse lot – in terms of their origin, activities, structures, source of finance, field of actions, and methodologies – and it is very difficult to treat them as a homogenous set of organizations (Copley, 1987:21). Of course, they could have some similarities in their organic structure and functioning but it might be with different in objectives and purposes. Therefore, it seems rash to venture a general characterization of NGOs. Thus, diversity is one of the basic characteristic of NGOs in general.

On the other hand, Landim (1987:33) stated that ambiguity is indeed one of the characteristics of NGOs; on the one hand, autonomy, independence and individualization of NGOs are their trademark or cornerstones of their discourse; on the other hand, they tend to revolve around other institutional contexts and projects, social movements, and political currents. As a result, he continued, it is difficult to establish criteria for precisely classifying 'what is and is not an NGO' and just oscillating between being "independent" and being “Para-religious” groups, “para - party” entities, and so on.

Nevertheless, regardless of the difficulties, Hallak (1986:6-7) and Moser (1993:193) list the following characteristics of NGOs.

- Flexible and adaptable to environmental conditions,
- Close to grassroots than governmental agencies,
- Stress the participation of beneficiaries in planning, implementation and evaluation of programmes,
- Have simple administrative structure which require their personnel to be responsible for multiple to organizations,
- Subject to fewer rules and regulations

Webb and Others (1995:9) agreed on NGOs as having the following characteristics:

- They tend to have multidisciplinary personnel who can work in different capacities as project supervisors, advisors, and technicians,
- NGOs are typically value-based and dedicated to the groups and communities with whom they work,
- Because of their presence in communities, they are often better able to strengthen community participation and identify and support community leaders, and
- NGOs operating practices tend to facilitate decentralized decision making field personnel and community volunteers exercise both responsibility and authority.

To sum up, in every sphere of human endeavor for development there is a need to understand this diversity to identify which NGOs have the appropriate abilities, and skills to fill a particular role. Hence, the following distinctions are important, as proposed by Hallak (1995: 18): the need to develop adequate information and monitoring system for NGOs; the need to involve NGOs in negotiation; and the need to manage properly the comparative advantage of NGOs in mobilization of funds from external sources.

2.4 The Role of NGOs in Development

Historically the role of NGOs and their impact in development have been argued in different ways by different authorities. In the beginning of the "NGO decade"..., there was an attempt to encourage NGOs from different perspective by evaluating how they view their role in the development process and how their agenda differs from the prevailing theoretical framework of NGOs.

In relation to this, Tvedit (1994:140) confirmed that when the NGO channel was established in most donor countries, the NGOs were regarded as marginal actors complementing state-to-state aid based on ideas that "the state was too weak or too bureaucratized" to mean anything to the poor. For that reason, documents on NGO stipulated that the major function of NGOs in development was mainly focused on micro-level development and the need for empowerment of marginal groups. In this perspective,

NGO intervention particularly in developing countries represented 'elite interests' as Coockson and Persell in Tvedt further stated:

... that people-centered ideology is a sort of rhetorical camouflage ... a form of regressive redistribution, where the rich exchange domination for prestigious charity activities, an exchange which enhance their social status and thus maintains and legitimized existing power structures.

From the above quotation, we can understand that the thinking was centered around loose concepts like strengthening of local capacities, grassroots participation and mobilization. In this case, there was no clear idea to determine on what social level and to what extent this grassroots mobilization would be effective for social development at large.

However, nowadays, the role of NGOs has to be seen in terms of a wider picture, a much greater number of influences that create or prevent development. The impact of NGOs, must have related to the problems of development: to problems surrounding the economic, social, and cultural order of a country or region.

Within the perspective of the 'new paradigm', Bebbington (1997) stated in this valiant attempt to synthesize the debate, that NGOs were no more simply 'gap fillers' or to supplant the service delivery programmes, but perhaps the best role is to inter-act with it precisely to prevent failure-not seen as adversaries in a "Zero-sum game".

By considering the above factors, NGOs have a variety of functions ranging from development to social services, from education to civil society and environmental protection in general. Based on this, some of the roles of NGOs in developmental activities can be summarized into the following broad categories.

Social Role - NGOs have a role in stimulating the participation of the poor with greater social equity in service delivery systems (Anheier, 1990:363). In this role, undeniably NGOs, along with others, have a role in strengthening the ability of citizens and disadvantaged groups to participate more fully in society and eventually contribute to the emergence of a stronger civil society.

Political Role - NGOs have a role in helping state structure to become more responsive; to change activities like influencing government policies, improve their implementations, activating in global issues and strengthening the status quo (Spray, 1995:52). Wider debates on this role of NGOs suggest that they have role to play in the process of increasing government accountability to the people (especially poor people) (Brasic, 1998:5). Nevertheless, perhaps the biggest challenge in this role for NGOs is to take on the issue of difference within societies and nations, and among themselves; and to make a thorough examination of ways to improve understanding, generate common goals and seek “unity in diversity” (Roche, 1996:271).

Cultural Role - This role stipulates that NGOs, embedded in the local culture, must be more sensitive to local needs and their articulation to preserve its cultures and belief systems (Anheier, 1990:367). In this case, rather than replacing indigenous social structures by large scale organizations, NGOs try to nurture local organizations within their own cultural context.

Technological Role - NGOs may contribute to development by introducing and using new technologies - though it is important to analyze here how far such technologies do in fact help or hinder their development work. These NGOs could also share their technological expertise by training and initiating local people in the use, repair and maintenance of these tools, and helping them to understand their potential. However, as Domatob and Others (1996:237) warned, in certain instances, particularly in developing countries, the role played by NGOs may be counter-productive and may indeed hinder development. Especially, reshaping Africa to fit the social and cultural models of external influence can result in more than good. Thus, technologies are always used within the context of a pre-existing society and culture. In operating at many levels of society, NGOs may both contribute to and assist the process of development; and incorporate technologies on the basis of an understanding of the politics, economics, and sociology of the specific context (Rogers, 1986).

Mobilization Role - It refers to as capacity building, self-reliance, sustainability, participation and empowerment. The basic principle behind this approach is that involving the community in decision-making and getting resources to them requires

strengthening their ability to act for themselves as an active participant on whatever benefits or delivery systems. In this instance, the major role of NGOs are providing information, improving various skills through investments in human capital such as education and training; investments in social capital such as local-level institutions and participatory process; and support for community-based development efforts planned and implemented from the bottom up (Farrington, 1993:124).

Research/ Information Role – This role embraces that priority should be given by NGOs in creating a structured dissemination process and establishing links between research and training. In view of this, research, dissemination and training should be an integral part of NGO programmes. For that reason, more analysis is needed to identify development programmes, training areas, and to choose effective training implementation mechanisms that will strengthen the NGO sector in particular and the local community in general.

Fundamentally, NGOs have to be seen as producers as well as consumers of knowledge. In this case, though financial transfers remain crucial, information, technical and organizational skills will be increasingly important resources for development education as well as for development scholars and practitioners in the future. Therefore, there must be much greater attention among NGOs to the preservation and accumulation of knowledge to facilitate institutional building and the formulation of overall strategies (Drabek, 1987: xii).

It is on the basis of these series of assumptions concerning the ability of NGOs to reach and benefit the poor through low-cost and effective interventions that arguments are made in favor of the need to different strategies in order to benefit larger numbers of the grassroots level.

2.4. Strategies and Implementation of NGOs

From the previous clarifications on definition and role of NGOs, we can understand that rich in the diversity *of* their purpose and experience, NGOs defy attempts at precise classification. For that reason, each NGO has different capacities, plays a distinctive role in development, and faces a different range of choices, strategies and challenges in search for achieving greater impact. In addition to this, the historical origins of the NGO movement provide also the initial base for segmentation particularly in the strategies of NGOs. Nevertheless, as initial contribution to the discussion, it is appropriate to identify the following strategies of NGOs proposed by different authorities.

People-Centered Development Strategies - According to Drabek (1987:x) NGOs as promoters of people-centered development strategies is one of the most important strategies for the goal of enabling the poor to take control of the decision-making process which affect their lives. In this case, NGOs are acting as facilitators or catalysts of local development efforts. This implies that also NGOs are not just working to meet the needs of the poor rather to assist them in articulating those needs. Based on this, many different NGOs have adopted this role to accelerate the creation of local organizations, by considering community mobilization, which involves NGOs in stimulating and facilitating the operation of community-based organizations, and have a beneficial impact on development policies and wider political process (Korten, 1987:152). Regarding this point Edwards and Hulme (1994:24) stated, such efforts is usually held to be the process involved in supporting local initiative-awareness raising, conscientisation, group formation, leadership, training in management skills, empowerment of people-rather than a much used and abused term that the process of 'assisting disadvantaged individuals and groups' to gain greater control than they presently have over local and national decision and resources.

The Direct Approach: Increasing Impact by Organizational growth

For many NGOs the obvious strategy for increasing influence, as proposed by Edwards and Hulme is to expand projects that were judged successful. In this case, expansion can take several forms. It may be geographical (moving into new areas or countries); by horizontal function (adding additional sectoral activities to existing programmes); by vertical function (adding upstream or downstream activities to existing programmes); or by a combination of these forms. According to these proponents, at the level of local and national power structures, it might be argued that a strategy of service delivery expansion permits the alleviation of the symptoms of poverty without challenging the causes.

Advocacy or Lobbying Strategy

Another strategy proposed by Edwards and Hulme (1994:20) is that NGOs may choose to increase their impact by lobbying government and other structure from the outside; by changing public attitudes, government policies and taking immediate needs in the system. However, as the question of "advocacy", there is much divergence of opinion over how and why NGOs should work with governments; particularly difficult and sensitive area for NGO-public sector collaboration in developing countries. As per the above authors, the potential problems where governments are unaccustomed to hearing any comments on the adequacy, or lack of development policies, particularly when the advocacy role is played by external NGOs. Yet, as many try to indicate, such an advocacy role will become crucial in the near future; probably when newer forms of institutional advocacy emerged particularly in the form of indigenous advocacy NGOs.

Working with Government

Finally, a more direct approach as to work within the structure of government in an explicit attempt to foster more appropriate and effective policies and practices, which will eventually be of benefit to poorer and less powerful people as they fitted through into action by civil servants 'lower down' the system (Edwards and Hulme, 1994:16).

On the other hand, based on the above different strategies, Kortton (1987:147-149) sort out three positions in programming strategies based on the spectrum of NGO behavior and attitudes:

- The Welfare Approach - what Kortton call as 'Generation One';
- The Development Approach - what Kortten call as 'Generation Two'
- The Empowerment Approach - what Kortten call 'Generation Three' (For further information, please refer annex).

2.5. NGO and Government Relationships

It is important to recognize here that relations between NGOs and governments vary drastically from region to region and from country to country (even among NGOs) on the historical, political, and ideological differences. In general, both government organizations and NGOs often share a mutual suspicious view. In the first place, most NGOs have been suspicious of governments; their relationships are “often sensitive, sometimes difficult.”

On the other side, government actions can range from permitting the third sector (NGOs) considerable operational freedom at one extreme; to viewing the sector as a threat to national security and actively discouraging it at the other extreme. To substantiate the problem, Edwards and Hulme (1994:16) linked up the relationship of governments with NGOs, particularly in Africa, as comparable to the cat and mouse game. In addition to the hostility towards foreign NGOs, governments often share a similarly suspicious view of indigenous NGOs tensions between local NGOs and their governments can be traced to a number of factors: differences in values and ideology; differences in development priorities; and differences in development approaches. Similarly, as Landim (1987:36) stated, even the NGOs themselves criticized in their lack of coordination among the international cooperation agencies, on the one hand, and between them and local NGOs on the other.

In this trend, Howell (1995:12) warns that even in the near future smooth relationship prospects between NGOs and governments still look gloomy and it will be continue for many reasons. This is partly, they continue, because of a lack of experience from government part with foreign NGOs; partly because of an ideological concern that some of these organizations may be seeking either to try to persuade others to accept one's own beliefs, for instance, Christian faith etc., or organize opposition to the existing government. In addition, it might become because of a long-standing suspicion to the existing government. In addition, it might become because of a long-standing suspicion of foreigners which dates back to the colonial era, particularly in Africa. The problem of NGOs-state collaboration can be traced or viewed also from the structural, functional aspect or responsibilities, and organizational framework subjecting these insinuations in general.

When we examine from the structural and organizational point of view, the most important factors aggravated the problems of collaboration is that many perceived government structures are often rigid, hierarchical, and autocratic. They have a natural tendency to centralization, bureaucracy; at the same time, power and control rest at the top most level where programmes are designed and resources allocated. On the other hand, NGOs are perceived to be (or should be) distinguished by their flexibility, willingness to innovate, and emphasis on the non-hierarchical values and relationships required to promote true partnership and participation (Edwards and Hulme, 1994:16).

However, under normal condition, the government conceives of development in national terms, whereas NGOs, although they are not without this view, think of it more in partial terms, since they respond to localized interests of specific parts of civil society. Nonetheless, since governments act broadly, they lack effectiveness in certain areas or with certain social groups. By generalizing, governments loose depth, objectivity, and efficiency. Similarly, while NGOs acting at a macro-level manage to join efficiency and efficacy; their action might lack efficacy too at the macro-level. It is this difference largely takes the form of subjecting these institutions to various forms of external pressure and leads to protect to one another.

To solve the problems, sometimes governments realize their weakness and allow NGOs to fill the gaps created over broad development goals. On this lines it is thought that NGOs, as sources of funding, by providing resources and fill the gaps created by governments, it is expected to listen the friction within NGOs government's relationships. Even at present, we can observe that the relationship between the governments and NGOs in developing countries has grown due to these political, economical and organizational reasons (Marcussen, 1996:75-76).

On the other hand, World Bank (1996:245) reported that most of the time, the problems encountered between NGOs and governments are mainly due to simple lack of communication and this in turn often responsible for mistrust and misunderstanding about the other's objectives, concerns, and constraints. Due to these differences, in some countries where there is no major political turbulence but with varied conflicting objectives, NGO consciously seek to work on joint projects by reaching a consensus among key actors; derive much support and encouragement from their government; they are registered with the government and tend to work in close collaboration. On the other instance, NGOs and other grassroots voluntary movements, in a country where a consensus is hard to find, have functioned historically as an opposition to governments and consciously avoid close working relationships with those governments.

From the above clarifications, one can infer that there is much divergence of opinion and interest over how and why NGOs should work with governments. It is in the careful management of these differences that we can speak of managing the relationship between GOs and NGOs. Therefore, since constructive engagement is becoming increasingly preferable, there should have to be some room for manoeuvre in the NGO-GO interaction that could enhance the impact of both parties and provide more opportunities for dialogue.

As Webb and Others (1995:9) stated, NGOs work in geographic areas where the presence of the state might be attenuated, have and advantage to the government's priority target populations particularly in:

1. extending the coverage of government programmes and expanding capacity;
2. providing complementary services; and

3. Obtaining needed expertise not available within the ministry of locally.

To do these tasks, therefore, there are three areas of concern for NGOs in managing their relationship with government, as Garilao (1987:117) enumerated as follows.

- First, NGO must show and called upon to demonstrate more clearly their use to the poor population. It is at this stage that the NGOs develop an expertise and offer a service or a range of services relevant to the community and be able to do this within the context of the local power structure.
- Second, once NGOs have proven that it can deliver effective services at lower cost, then, there is an opportunity to transfer this approach to the other government insinuations with greater impact potential.
- Third, since NGOs have the necessary experience, base and constituency form the local community to better utilize governments for broader impact, they should have proven their credibility in relation to their organization and programmes and to move more readily into the policy making arena: policy advocacy.

Based on this and using local power structure, and increasing number of NGOs have acknowledged this trend and are working activity within ministries to foster changes in policy and practice at various levels. However, in strengthening overall linkage particularly in developing courtiers, many experts and practitioners in the field suggested that three way cooperation among key actors: local and external NGOs, the government, and the local community with clearly defined division of tasks in the light of their role and area of assignments is crucial for successful development work.

Overall, if such grassroots participation is involved in any developmental endeavor, in general it will produce that developmental project more closely geared to local needs and will result is more effective use of the physical facilities or services when completed. On the other side, if the prevailing customs or traditions of developing countries continue -a tendency to follow rather than to lead coupled with top down economic plans – then a poorly adopted school project is expected to result and eventually harvested unmatched

poverty in general. Therefore, it is necessary that the whole climate be conducive to broad participation of the local communities and teamwork within a well-defined administrative framework.

2.6 NGO and LOCAL COMMUNITY PARTICIPATION IN EDUCATIONAL DEVELOPMENT PROJECT

Operations in the education sector can be greatly improved by increasing stakeholders' participation of government officials, education professionals, local communities and the NGO sector. Such participation can increase the relevance and quality of education, improve ownership, build consensus, helps to reach remote and disadvantaged groups, mobilize additional resources, and build institutional capacity.

Many bank assisted and other education projects, have promoted the participation of stakeholders from government officials and education professionals to community members, parents, students, and employers in design and implementation (World Bank, 1996:231) and, such participation can contribute in a variety of ways to meeting the challenges facing education systems in developing countries: improving quality, promoting equitable enrollment and controlling soaring public costs. For this reason, participation is recognized currently, as an essential ingredient in the accomplishment of planning, implementation, and evolution of any developmental programmes. In fact, we believe that there is no one way or "perfect model" for participation exists. Participation is an elastic term that can mean different things to different people in different institutions.

Accordingly, the form of local participation is highly influenced by the overall circumstances and the unique social context in which action has been taken. In a sector which demand is often poorly understood, a fundamental rationale for increased stakeholder participation is to improve the relevance, effectiveness, and sustainability of projects by ensuring that learning programs match the needs of the population they are serving.

A pilot project in 1992 in Pakistan based on the community support program, has already succeeded in establishing 198 new community girls schools in remote rural villages that had no government school and no tradition of parental involvement in schools. Enrollment to girls is 100% in many of these villages with high attendance rates. This greatly justify that grass-root participation involvement in any developmental endeavor produces developmental projects more closely geared to local needs and will result in more effective use of the physical facilities or services when completed. Coming to the implementation of the Local Planning Process (LPP), Jonathan Fox and Josetina Aranda (1996) suggest setting the travel work for a review of the issues and early lessons associated with it, by restating the arguments community (decentralized) planning, and which constitute its main rationale to:

- Increase popular participation in planning and development.
- Make plans more relevant to local needs
- Facilitate coordinated or integrated (multisector) planning.
- Increase the speed and flexibility of decision making and implementation.
- Generate additional resources and encourage more efficient use of existing resources.

From the discussions, we can understand that efficiency in cooperative planning will be increased as participants gains experience in working together. It follows, then that it is advantageous and desirable to encourage the local community to participate and operate in the required project processes in such a way that both the educational function and the capital investment will be protected accordingly.

The local communities should have a say in all aspects of educational development starting from project idea formulation to implementation and sustaining it, especially when it is done with NGOs.

Moreover, as the World Bank and others (1996:235) indicated, in many cases, the involvement of parents and other community members in consultation, cost sharing and decision making has made the curriculum, teaching materials, and other school

developmental projects more appropriate to local conditions, improve achievement scores of students, and expand enrollment demand.

Furthermore, as the major NGO programmes move increasingly toward structural adjustment, or policy-based interventions, it becomes imperative that local communities inject their voice into the process of national policy formulation as well. In this case, giving community groups a voice in efforts to improve any developmental interventions in their surroundings is extremely important to boost morale or to feel responsibility for the projects beyond the life of the fund (Tvedt, 1994). This implies that without active participation of beneficiaries, projects in the communities do not achieve planned objectives and targets.

From this basic premise, we can understand that efficiency in cooperative planning increases as participants gain experience in working together. It follows, then, that it is advantageous and desirable to encourage the local community to participate and cooperate in the required project processes in such a way that both the educational function and the capacitor investment are protected accordingly.

In general, the justification offered in support of grassroots participation, in different developmental activities of educational programmes in NGO run projects are many. The reason given by different authorities and the World Bank (1996:8-3) can be summarized in the following groups:

- **Efficiency-** participation implies a greater chance that resources available to development activities will be used more efficiently. Costs of the project are shared with people and delays are reduced, and much more will be achieved less, even in complete financial terms, whenever people are locally involved and actively participated.
- **Effectiveness-** participation will also make more effective as instruments in producing the intended result of development. By using indigenous knowledge and expertise, participation course, that things are done is the right way. At the same time, the involvement of people in educational projects to have led to timely completion of many projects and objectives will be

completed successfully. Efforts of these kind can also be posted to have a voice in determining goals, objectives, plans and strategies for action, support project administration and give local efforts the benefits of their knowledge, skills resources, and activities appropriately.

- **Self-Reliance**- grassroots participation leads to sense of responsibility for the projects has an intrinsic value for participants, and awareness of the structure causes of their problems.
- **Coverage** – The term implies that participation increases the number of potential beneficiaries of developments could attract more public support and services would not be restricted to only a small tradition of the people. In this case, participation can be taken as one of the many resources needed to keep the economy alive and could be the solution to broadening the mass appeal of such services.
- **Sustainability** – participation ensures that local community to maintain the educational projects is dynamic manner and with continuity. In this sense, participation can be used as a catalyst for further developments because the benefits of development will be equally available to future generations, and not all used up by the present generation at their expense; thus as Slim indicated that sustainability is described as intergenerational equal.
- **Empowerment** – participation as empowerment is described as a process which aims to enhance the capacity and confidence of marginalized groups and individuals to make decisions and act upon them, thereby influencing the process of social change that we call development (Popkins 1998:20). Empowerment is a process that cannot be imposed by outsiders although appropriate external support and intervention can speed up and encourage it. Empowerment calls for a facilitative approach and an attitude of complete respect for and confidence in the people being worked with or accompanied.

Assuming that all these ingredients are met, empowerment can take place on a small scale, liking people with others in similar situations through self-help, education, or

social action groups and network buildings or on a large scale, through community organization.

To conclude this portion, the process of empowerment that seeks to engage local community and marginalized people cannot be effective if the methodology is “top-down” and directive, or encourage dependency. When participation is taken as empowering, therefore, it refers to the distribution of power and scarce resources to the decision on their own destinies and improves their living conditions, and eventually, it is opening up opportunity from below as against top-down.

2.7 THE ROLE OF EDUCATION IN DEVELOPMENT

Education is a powerful instrument for development. Now a day there is a general consensus that a positive relationship exists between education and economic growth. Human capital theorists argue that investment in education is a major contributor to development. Education also has an effect at a much more fundamental level. Within the household for example, quality primary education plays an important role in improving family health and nutrition, reproductive health as well as reducing child mortality and, it has both private and social return. It is believed that education:

“Cultivates the cognitive, creative, productive and appreciative potentials of citizens by appropriately relating education to environment and societal needs (TGE , 1994:5).

Education is therefore, indispensable if human beings to produce better, trade better and communicate better to one another. Since the 1960s, it has also been realized that education is an investment in the human resource necessary for economic development. Both formal and non formal education plays significant roles in developing human resources.

The relationship between educational system and economy is very strong. The world economic and social survey points out that the close connection between economic

performance and educational attainment has led to formulation and popularization of the concept of human capital in expositions on economic growth. Over the last thirty years much effort has been expended in quantifying the effect of education on social and economic development. The results clearly justify that greater investment in education leads to broad economic and social benefits for the individual and for society.

It is also claimed that education in emergencies protects the well-being of people living in conflict or where a natural disaster has struck. It fosters learning opportunities for people: maturing their social, emotional, cognitive and physical development. It offers stability and protection in chaotic and dangerous environments. It restores hope and is life saving. In schools or through non-formal education activities, essential safety information can be provided concerning for example, land mines, trafficking, exploitation and prevention of HIV/AIDS. Education in emergencies builds skills for survival, recovery and development and support conflict transformation and peace building.

Education need not be formal. In acute emergencies non-formal education provides safe spaces for interaction and psychosocial helping, it creates a routine, helping participants cope with their circumstances and begin a healing process, and it provides opportunities for protection.

Points stated above emphasize that the history of economic growth and development in education are strongly interrelated to one another, and that no country has scored sound economic growth without sound development in its education. Education should play a great role in the development of individuals and society as a whole by assuring economic well fare, equality and efficiency.

The Concept of Development

The concept of development has got a long history. Its concept has developed and progressed with the development of the society itself. Developmentalism is an old Western concept but most contributions to development economics were made since the 1950s. But, on the other hand the Marxist concept of development has its own history. For a long time development mean the capacity to generate an a annual increase in GNP

of 5-7%, without considering the distribution of economic gain. But later new concepts came in. Accordingly, not only economic gain was focused, but the social aspect of development was introduced. To this end, Seers (cited in Asmaru, 2004) wrote that.

Question to ask about a country's development are therefore: what has been happening to poverty? What has been happening to unemployment? What has been happening to inequality? If all three of these have become less severe, then beyond doubt this has been a period of development for the country concerned. If one or two of these central problems have been growing worse, especially if all three have, it would be strange to call the result "Development" even if per capita income had soared: This applies of course, to the future too. A plan which conveys no targets for reducing poverty, unemployment and inequality can hardly be considered a "development plan" (Seers, cited in Asmaru, 2004).

This concept has been developing among theoreticians. Recently, the concept of development is focusing on the question of the satisfaction of human needs and improvement in the quality of life, although there are two schools of thought, one focusing on economic output and the other on both human and economic development.

However, generally, development should be seen in two aspects. On one hand there should be the development of the "means" and on the other hand there should be the development of the "end." The means are economic achievements that are generated for the benefit of man and the end is man himself. As development of any kind is supposed to be for the spiritual, mental and physical well-beings of man must be the goal. In the development of human beings of course, education plays the prominent role.

The development encompassing all the needs of man whose fulfillment would lead to maximum peace, prosperity and happiness is the concern of every human being. But the main issue to be tackled is not what to achieve but how to achieve. Holism means every thing. In relation to development and human beings, it should imply all forms of development for people and through people. This in general implies that investment in

education is one of the principal means by which individuals and societies improve their well-being.

To strengthen the above points, economists like Slim (1995:144) enumerate the following points as basic ingredients to give a picture of what development is and how it comes about.

1. Development is essentially about change: not just any change, but a definite improvement, a change for a better.
2. Development is about continuity. If change is to take root, it must have something in common with the community or society in question
3. Development must be appropriate culturally, socially, economically, technologically, and environmentally-must make sense to people and be in line with their values and their capacity
4. Genuine development has an air of originality in that particular society: it is not simply an imported copy or imitation of some body else's development. Instead, it safeguards and thrives on difference, and produce diversity
5. A real development has to consolidate equity and justice: change will not be improvement, if is built on in Justice and does not benefit on people equally.
6. In the process of development, a sort of resistance, struggle, and conflict of some kind are also essential ingredients and will inevitably challenge then human relationships in the process of changing them.
7. Participation is a critical aspect of equity. If development is really to belong to people, it must be shared by them, and achieved only by people and can not be done to people.
8. Development is essentially about empowerment: the fulfillment of a participatory process, the consequences of which is the achievement of other key development ingredients like choice, control and access.
9. Eventually, development is judged as successful by whether, or not it lasts. In this case, sustainability, self reliance and independence are seen as vital ingredients in effective development.

According to Mandella, R. (2005:12), development is not a gesture of charity. It is an act of justice. It is the protection of a fundamental human right, the right to dignity and a decent life. While poverty persists, there is no true freedom.

From the above clarification, one can infer that development comprises many things more than economic development: it is as much human development, especially for human relationships, human rights, and the environment.

The Link between Primary Education and Development

Education is an avenue for poverty reduction, and promotion of peace and justice. From an economic point of view, education is a means to increase productivity in different fields of production. Several studies have shown that a farmer with at least four or five years of schooling of primary education is more productive than one who is illiterate.

This idea is discussed by Psacharopoulos and Woodhall (cited in Asmaru, 2004) who, referring to a World Bank study, gave a detailed analysis of the link between education and physical measure of productivity in terms of crop production among farmers in eighteen low income countries. The result was that if a farmer completed four years of elementary education, on the average, his productivity would be 8.7 percent higher than those farmers without education. This study further indicates that, if allowance is made for the availability of complementary inputs required for improving faml techniques, the effect of education increases, as they are able to use complementary inputs. The annual output of a farmer who has completed four years of schooling was also observed to be 13.2% higher than that of farmers who had not been to school. Another World Bank policy paper has also indicated that four years of farmer's education showed increase on small-farm productivity by seven percent across thirteen developing countries and by 10% in countries where new agricultural techniques were being introduced.

Developing countries that have succeeded in achieving high rates of economic growth such as the Asian economies, and those that came afterwards have launched their

economic take-off from a platform of labor-intensive export-oriented industrialization. This was well illustrated in the case of the Republic of Korea technological upgrading, which came at a later date in Korea's success story. Korea laid, in the first instance a strong foundation to provide successful primary education, from which to jump. Moreover, surveys of the urban informal sector in a range of countries have also indicated that primary schooling improves participation in work and that more education brings higher earnings for such workers.

The social effect of education in developing countries is also positive. Women with more than four years of education have 30% fewer children than with no education and their children have lower mortality rate. Children of educated parents are also more likely to enroll in school and complete more years than children from uneducated parents. There is a strong relationship across countries between life expectancy and literacy. Moreover, infant mortality decreases as the mother's level of schooling rises. The idea is also supported by the world fertility survey in UNESCO which; medicates that, in Africa, Asia, and Latin America, seven or more years of schooling have lower fertility rates (between 2-3 children) than women with only three years of schooling.

Primary education is also associated with improved nutritional content of diets, and earlier and more effective diagnosis of illness. For example, a study in Ghana showed that an increase in the education of the head of the household from none to complete primary schooling, was associated with a reduction in the household's daily calorie gap by an amount equal to one-fifth of an adult's typical daily calorie requirements.

From the above discussion, it can be concluded that primary education is a base for economic and social development.

Challenges in Educational Development Program

Education came to be seen as a basic human need, as means of meeting other basic needs, and as an activity that sustains and accelerates overall development of a country,

the critical human needs can therefore only be obtained through wide spread education. However, in many countries in the development world, the conventional method of education systems are unable to meet their objectives which is emanated from its inability to cope with educational demand of children and the society in general.

As a result, although poor quality of education exists at all levels, improvement must begin at the primary level and strategies for improving the education system depend on the initial condition of each country and its schools. Achieving educational changes is however difficult under any circumstance; it is especially challenging in the unstable environments that often prevail in developing countries.

Primary education is at the top of the global agenda. This comes as no surprise as high illiteracy rates continue to undermine social and economic development. Over 860 million adults-nearly one sixth of the World's population-cannot read or write. Over 100 million children have no access to school, and countless children, youth and adults who attend school or other education programs fail short of the required level to be considered literate in today's complex World. Yet, if population World wide is to be empowered to participate effectively in their development, they should be at least functionally literate. Undoubtedly, primary education has a key role to play in realizing the vision of 'Literacy for All' in the course of the UN Literacy Decade (2003-2012).

The strategic location of the primary cycle in the education system makes it a prime target for change and progress in societies. Its successful completion will put pressure on the system to open opportunities at the next levels of education and will demand expansion of quality early childhood education. It is not unusual for governments to express their concern for expansion of secondary education increase. At regional (Africa) The New Partnership for Africa (NEPAD) acknowledged the critical role of education and knowledge in enhancing the potential of African human development. In keeping with the EFA goals and MDG, NEPAD seeks to achieve UPE by 2015 and to eliminate gender disparities in primary and secondary schools (UNICEF, 2005:13).

Regarding this point, OXFAM, an International Organization stated that despite national and international commitments to Universal Primary Education 75 million school age children will be out of school in 2015. Furthermore, the actual number of children failing to obtain a basic level of education is larger than the figure quoted, as the drop-out rates in many developing countries are very high.

Consequently, developing countries must not only improve their schools and foster the development of higher-order thinking skills; they must also expand coverage to include the school-age children who are out of school. This in turn emphasizes that at each level the utilization of expensive plant and staff produces high capital and recurrent costs. Moreover the prices of these resources also rise according to the number of students in the school system and number of times they repeat a grade. Nonetheless, in recent years resource allocation has become increasingly difficult; because the quantitative growth in enrolment has called for more supply and effective utilization of different available resources.

To elaborate the above statement, Forojalla (1993:245) indicated that the financial, human and other resources requirements for the rapid expansion of the formal school system has proved beyond the economic and administrative capacities of most African countries at present.

In terms of teachers in developing countries, the situation is much aggravated in that many teachers without any adequate training of the profession were employed and assigned to different schools in the country. Even the initial training may not be comprehensive enough to encompass all the knowledge and skills required for the profession (Mills, 1985:125).

On the other hand, our contemporary world is characterized by rapid development of science and technology and this brings, in turn, about changes in all spheres of human activities. In view of this, education, as an integral part of human development, is also affected by these changes. Thus, in addition to the limitation both in scope and time, TTIs may also lag behind new inventions and innovations. For that reason, in-service

training is needed not only for teacher who cantered the profession sometimes ago, but also for teachers who are entering the profession now. This is partly because the TTIs are slow to respond to these changes; and partly due to curriculum changes/reforms and/ or introduction of new teaching techniques, tools, and even new confined subjects – all these may call for informed teachers. Hence, institutions need to prepare both for new and serving teachers in order to meet the current needs of their societies.

To add, the inadequacies of managerial capacity in the education sector are part and parcel of the much wider problems of limited national administrative and managerial capacity; at the same time the limited scope and reliability of data, and the inadequacies of public administration generally, from which developing countries typically suffer (Baum and Tolbert, 1985:373). Part of this failure can be traced in the policies, planning, and management and use of resources needed for educational process. The result has been unnecessary human suffering, wasted different resources, and lost opportunities. In these crises, the generic problems are also aggravated by policy-makers who have only a limited knowledge of how teaching and learning process actually take place in the classroom and how schools are actually managed (Lockheed and Others, 1994:223). It is evident that series of government regulations have been issued at different times to govern public educational programmes including private educational institutions. These regulations and proclamations, at times hindered different development agencies and their participatory role in educational services emanated from different ambiguous policy frameworks of the government. For this purpose, there must be a supportive environment as a prerequisite for any successful organizational development. This encompasses both the external policies that affect the organization and the internal working conditions together with the commitment of the concerned authorities.

In general, the central theme of this idea is that, these primary education systems in almost all developing countries and typically in Ethiopia are ineffective and jeopardize national efforts to build a base of human capital for development.

The education systems of the developing countries must change significantly on a large scale reform: new knowledge, skills and higher level of education are needed.

Nonetheless, developing countries can progress toward these goals only when available resources are allocated to the most cost-effective inputs or by reallocating funds within the existing primary education budget. In most developing countries, however, the scope for such reallocations is limited, thus a supportive financial environment or additional resources for such reallocations is limited, thus a supportive financial environment or additional resources for primary education are essential.

Accordingly, in addition to the funds provided to the public authorities, it is possible to envisage contraptions from bodies directly connected with the work of grassroots communities, NGO and international organizations. Cause local community to examine their problems; to think positively about solutions, and leads to an intrinsic satisfaction which later on guarantees the sustainability of projects.

Therefore, in order to achieve and sustain self-reliant development:

1. Peoples' authentic and original ideas, relevant to their situation, must be used as bases for their development;
2. Local organizational structures through which these ideas are to put into effect must be utilized;
3. People should have the right to choose and be able to acquire any outside assistance for their self-determined development (Kajese, 1987:81).

Hondale and Sant, (cited in Jember, 1996:85) indicated that, participation ensures that local community to maintain the educational projects in dynamic manner and with continuity.

“If development were a one item procedure like a vaccination with life time effectiveness there would be no reason to be concerned with sustainability. But development is not such a procedure. Simple infusions of outside resources rarely generate self-sustaining improvements in productivity and life quality. For progress to be made in the practice of development, then attention must be concentrated on the process of converting resources into development gains”.

From the above quotation one can infer that a sustainable society is one that can live indefinitely within its means: it's natural as well as human and financial

resources; and improve the way in which natural resources are managed, rather than simply promote higher rates of resource consumption. For that reason, sustainability issues must be addressed throughout implementation of programmes.

Therefore, through the implementation period the concerned authorities and agencies should have to aware about what they can do to promote sustainability. Accordingly, this sustainability of programmes and projects will be observed and guaranteed if the target groups are considered as the subject not the object and involved in development projects whole heartedly and genuinely.

2.8. MANAGING AND FINANCING EDUCATIONAL PROGRAMS IN NGO RUN PROJECTS

Although definitions of management may vary, however, a common thread in all definitions which is that the manager is required to accomplish organizational goals or objectives i.e. regardless whether the organizations are educational institutions, business enterprises, hospitals, political or military or even families.

Regardless of the differences observed among management theorists, many agree that management is a process, a step-by step way of doing which some refer to management functions involving activities of planning, organizing, staffing and training, controlling, managing conflict, decision-making, communicating, etc (Ayalew 1991:14). Management theorists like Chandan J.S (1999:6-7) stressed the following three sets of definitions.

- A set of activities, direct at the efficient and effective utilization of resources in the pursuit of one or more goals.
- Working with human, financial and physical resources to achieve organizational objectives by performing the planning, leading and controlling functions.
- A problem solving process of effectively achieving organizational objectives

through the efficient use of scarce resources.

Although the way management is defined is defined in the above three sets of definitions, in essence however, they all center their definitions in certain common functional elements of management. First, in any give organization there are goals/objectives to achieve. Second, any organization needs to have the required resources, including manpower to achieve the goals/objectives. Third, the resources, which understandably would be scarce have to be used effectively and efficiently. Fourth, this requires proper step-step-by step managing which in effect is to plan, organize, lead and control. And in order to perform all of these, the manager should have the competence to work with and through individuals and groups to accomplish organizational goals/objectives.

In order to be effective in managerial skills, (managers need various skills ranging from technical to design. And, the relative importance of these skills varies according to the level in the organization. Harold Koontz and Heinz Weihrich (1988:324) identified the managerial skills to be technical, human, and conceptual and designs skills.

1. Technical Skill- is knowledge of and proficiency in activities involving methods, processes and procedures. Thus, it involves working with tools and specific techniques.
2. Human Skill- is the ability to work with people; it is cooperative effort; it is team work; it the creations of an environment in which people feel secure and free to express their opinions.
3. Conceptual Skill- refers to the ability to 'see big picture', to recognize significant elements in a situation, to understand the relationships among the elements.
4. Design skill- connotes the ability to solve problems in ways that will benefit the enterprise. To be effective, particularly at upper organizational levels, managers must be able to do more than see a problem, and must have in addition, the skill of a good design engineer in working out a practical

solution to a problem. If managers merely see the problem and become 'problem watchers' they will fall.

Management experts like Barbara White, indicated six important managerial skills for successful leadership in educational and/or other organizations:

Observation, monitoring employee performance; implementation of professional development programs; demonstrates working knowledge and expertise; good decision making and the ability to conduct and evaluate research.

Once the pressing needs for more and better educational projects stand revealed or assessed, and school projects have always cost money, so the financing of educational projects must be a social concern.

In Ethiopia, the major sources of financing educational projects are government, local community contributions, external loans and assistance. The relative importance of each of these sources depends on the nature of the expenditure: recurrent or capital, and depend also on the use of effort or resources to what is essential for the society and the public in general (PHRDP, 1996). However, if we examine the economic background of the country, we can understand that Ethiopia is among the poorest developing countries, its economic problem was severely aggravated due to the long stayed civil war, and drought is the past. For that reason, even if the education budget may have grown in absolute nominal terms during the last decade, educational finance is seen as major problem and its increase in real terms has been minimal while enrollments have grown substantially. As a result, it was and is still ineffective in either providing equal educational opportunity or in meeting the need and interests of the Ethiopian peoples to improve the conditions of their daily life.

On the other hand, even within the education sector itself, while the greatest share of expenditures are attributable to primary education, when we examine in per student terms primary education is also far down of the list of priorities for government expenditure in the sector. Stated differently, education also divides against itself in competition in resources, where the competition may be primary against secondary,

secondary against university, expanding teacher training against expanding instruction of classroom, and which will be given to formal or non-formal education.

The most critical consideration for investment in education should be the competitive cost effectiveness of different areas of fund and evaluated in terms of budget capacity. Therefore, since the school projects affect closely the quality of the educational and community programs, it is essential for communities and the concerned authorities or agencies to plan carefully the financial aspect that determine the real needs of the society in general. Regarding this, Baum and Tolbert (1985:440) indicate that the first and wide spread financial concern, which applies to all types of projects, is to ensure that there are adequate funds to carry the project through to completion. A second concern, they continued, also of broad application, is to recover an appropriate part of the costs from the beneficiaries or local communities through a system of prices or charges. Such cost recovering is important to ease the burden on the government budget or to help finance further investments by the sponsoring agency.

Because of these diverse factors, those concerned with planning a new school project for the development of primary education activities, then, must know these resources to the relationship of planning to the many elements involved in the community welfare, the need for their development, and ways of doing it. Particularly, and community planning to issue bonds for new school construction and other development projects would be well advised to get the best available technical help in setting up its financial plan and producers. Even in school design, architects or other concerned professionals must have place more emphasis on buildings that serve the community, on shared facilities.

In most instances, it is axiomatic to say that an educational project, especially school plant, represents a capital investment of hundreds of thousand or even millions of dollars or whatever. To do this task, therefore, it is important to observe the level of resources available to spend on the general project cost items. It is only within this realm or limit of expenditure that local educational authorities, community leaders,

and NGO expertise have any opportunity for saving or economies. Accordingly, the decisions that the planners make to influence the cost of the projects and different facilities must be within the bounds of their own discretion.

Sound judgment requires knowledge of the factors which should be involved in the decision; and it deserves community-wide as well as expert-aided planning. In support of this point, Baum and Tolbert indicate that an integral part of project preparation is drawing up a financial plan to ensure that there will be adequate funds not only for completing the project but also for operating it. For that reason, whatever the project, a minimum of financial information and reporting will be necessary to keep track of the progress of expenditures. Such information indicates whether the project is on schedule and whether cost estimates are being adhered to.

In general, a study of educational projects in terms of finance is incomplete unless it includes all the major expenses of lifetime occupancy that must be incorporated in the general project cost. The impact of individual project, therefore, has to be considered in the context of the overall financial situation of the concerned body, and indeed of the public expenditure budget as a whole. To accomplish the task, the recommendations or decisions are then formulated to close the gap and the expenditures have to be fitted to real or limitations for money available

External Assistance for Educational Projects

External assistance/aid to developing countries comes from various public and private sources. On the sources of funds from developing countries, Hallak (1995:2) noted that external assistance comes from different donor countries through the public sector (bilateral aid); or through different development banks or international organizations (multilateral aid); or through different NGOs and private foundations; and private sector.

In this case, terms and conditions of external financing vary widely according to the sources; and the content of aid as well as the way of providing assistance varies from donor to donor. At the same time, most aid agencies or NGOs place limits on the

proportion of a project's cost they are prepared to finance; which may vary with the country and with the type of project too. Accordingly, Magnen (1991:91-102) indicated that in the last two decades we have seen rapid growth in the number of NGOs and different development agencies; and contribute particularly in educational projects by providing equipment, salary supplements, technical assistance in the form of experts or training of personnel in the sector and participating in establishment or enlarge existing institutions or to build new schools, etc.

In relation to the above point, Hallak (1995:17) and others pointed out that there are a number of NGOs whose work is related directly or indirectly with primary education at grassroots level. There are also NGOs which are backed-up by governments or agencies at international level that take the responsibility of carrying out primary education projects as a component of development work in order to promote the economic and social conditions of the poor. In addition, several agencies sponsored a serious of research and development studies and soon began to formulate projects and plans to field-test activities that were felt to exemplify the primary education development projects or related approach.

On the question of whether external assistance is necessary at all, there are different views and arguments. Obviously, external assistance can contribute to the social development only if we have an informed understanding of society and of the people's potential, as members of society, to take charges of their lives. Thus, external assistance needs to tap into existing expertise to help communities understand each other's perspectives and find their own ways of agreeing an equitable access to resources (Eyben, 1995:48).

Therefore, there is no doubt, from this point of view that external aid is necessary and is an important source of educational development and it may even continue to the essential. In this regard, the scope and scale of the educational services provided by external donors at a national or regional level should be encouraged highly; but it will necessitate in turn an effort to co-ordinate and timely utilized available funds made from these different sources. However, it should be recognized here that primary

education, as a basic education, is a basic right then ultimately the provision of 'Education for All' should be a core government responsibility. Accordingly, "the key issue for any donor agencies or NGOs is that to find an effective way to contribute to achieving 'Education For All' without absorbing the government of ultimate responsibility" (Brasic, 1998:5)

On the negative aspect of the external assistance to education, Coombs and Hallak (1972:110) believed that foreign aid is not without its short comings. In certain instance it can seriously disrupt educational plans; raise costs and puts severe strains on local educational budget. This is because sometimes the promised aid due to one reason or another may not come or comes late which is of little helps as the educational priorities. Similarly, despite providing significant support for education overall from different external agencies, nearly all of those resources are being absorbed or goes not to the neediest priority areas; but directed almost to the post-primary level: secondary and tertiary.

Another short coming of external aid to education according to Lockheed and Others (1994:210) is that the effectiveness of aid depends not only on the volume of funds but also on the kind of assistance being given. For instance, from 1981 to 1986 little of this external aid to primary education was supported for the most const-effective educational inputs.

However, as different authorities and educational practitioners argue that in this new educational development paradigm, the imperative to build strong, sustainable, and good quality of primary education stipulate that former patterns of aid may no longer be appropriate for the urgent need, of developing countries. Hence, by recognizing the current challenges facing educational development, external donors and NGOs should have to made the necessary adjustments and increase their support for broad programmes particularly to develop primary education.

The above two factors indicate that in order to put material resources and such different equipment to their best use, in the first place, the objective for which they

are to be used must be clear. For that reason, in the urgent need to stimulate educational progress, recipient governments, particularly in developing countries, have to co-ordinate and control these external aid contributions by considering justification for the priority and problems encountered in their locality and by examining its high social rate of return to their nations.

For the proposed approach to be effective, therefore, the trends of external assistance towards primary education must be changed by targeting it more effectively in crucial for revitalizing primary education systems.

The Local Planning Process

Local planning covers all the steps in the cycle of development projects typically undertaken by local authorities which include diagnostic studies and problem analysis, strategy setting, project identification, selection, implementation, monitoring and evaluation. In addition, the term “local” covers different concepts. It refers to a specific (often the lowest level) territorial unit (a district, a sub-district or a commune), that may benefit from budgetary autonomy and financial transfers in the frame of fiscal decentralization (Baum and Tolbert 1985).

Obviously the local planning will differ from one country to another in response to different institutional environments and digress of political, administrative and fiscal decentralization. However, in its most generic form, the local planning process will be concerned (Johathan Fox and Josetina Arada, 1996 cited in Slim, 1995) with:

- The assessment of territorial imbalances and the establishment of a formula-driven geographic targeting of central-to-local financial transfers.
- The assessment of local development problems and the identification of community need, preferences, through both conventional diagnostic studies and grassroots participatory approach exercise of appropriate scale, format and frequency.
- The consolidation of community proposals and priorities at the common or district level and the selection by representative local planning authority,

through a transparent and informed decision making process, of the projects or actions to under take.

- The formulation of selected projects with the active participation of representative groups, users or beneficiaries responsible for managing or monitoring the project implementation.
- The adoption of a local development financing plan – including negotiation with potential external sources of local financing, from a government, a non governmental organization (NGO) or private sector, in an appropriate provincial- regional consultation and negotiation form, allocation of internal resources from fiscal transfers; local revenue mobilization an community contributions to selected projects; and linkage of planning and budgeting through preparation of multi year and annual development budgets reflecting projected income and recurrent expenditures.
- The implementation of local development projects through modalities that maximize the involvement of final users or beneficiaries as mangers or monitors is the local procurement goods, services and woks, while securing adequate levels of technical supervision and quality controls.
- The design and implementation of monitoring and evaluation systems that provide both to local development management and preplanning and data for wider purpose efforts to general policy lessons on the link between decentralization, improved local governance and local development.

The focus of the LPP is therefore, not on strategic or long- term planning but on the preparation of medium term local investment programmes and annual action plans and budgets. Wherever a multi-year rolling investment program is prepared at the national level, the medium-term local planning instrument should be synchronized with it to reflect and ultimate policy objective of the local development fund experiments - the financing of local investment programmes through appropriate decentralization of the national public investment program.

Though not a linear process, the LPP is meant to be simple and quick to implement, taking into account the lack of financial and even resources characteristics of most

rural areas is developing countries. LPP implementation has also led to one form or another of further simplification with respect to initial designs. In the end the quality and effectiveness of the LLP depends on the gradual build-up of the capacity of local leaders and administrators, and this build-up in turn depends on the willingness of national authorities to invest in a long-term effort for the creation of such local capacity.

Project Implementation and Management in NGO-run projects

Implementation is the process of putting what has been planned into action. At the same time, projects should be designed with a view to how they will be implemented. In view of this, project implementation or management includes the implementation of all the investments and other actions provided for by the project: curriculum development, construction of buildings, introduction of different services and innovations, expanding and renovating existing facilities, purchase of equipment, training of staff, technical assistance, research or reform of administration institutions, and other miscellaneous services (Magnen ,1991:30)).

It also involves monitoring the activity through which corrective measures are taken to overcome constraints in the process of implementation. It ends when the schools, in our context, or other institutions developed by the project can function properly.

Hence, there must be a close match between a project's objectives and the capacity of local institutions to implement, operate, and maintain it. To accomplish the task, it is almost a requirement that good projects are associated with good managers. The influence of the quality of management on project performance is usually visible. Regarding this, Baum and Tolbert (1985:369) stated that many projects in serious difficulty during implementation have been turned around by the appointment of a competent manager. If this is done, care should be taken that it does not delay the development of local managerial capacity but rather fosters it through counterpart and on the job training arrangements. The best long term solution, however, lies in

development of local managerial capacity but rather fosters it through counterpart and on the job training arrangements. The best long term solution, however, lies in the education and training of more managers, which can take several forms, from special short courses to the establishment of management institutes.

On the other hand, the first and probably most important reason for success is strong and sustained commitment by the government (at regional or national level) to the project's objectives. This is complex matter, not always readily discernible, that all development projects, whether in the public, private sector or projects supported by NGOs, are intimately affected by the government macro-economic policies and by the legislative and regulatory frame work embodying those policies. This point is well substantiated again by Honadle and Sant (cited in Jember, 1996:92), who say:

'All development projects exist within national politics and economic settings that affect their performance and potential. Indeed, the chances for success are low for even a carefully designed and well- implemented project when it exists in and unfavorable political and economic environment'.

It is often difficult, therefore, to separate the impact of government action on institutional performance from its impact on project performance in general. It is important to recognize here, that the government is not of course a monolithic entity; but rather several agencies, each with a number of key individuals, are usually involved. What is more, especially, an education project can be managed by many organizations: by the staff itself, by the external aid source or NGOs financing it, by another public body, or by the combined efforts of these parties. In this regard, ensuring effective coordination in implementation when several agencies or organizations are responsible for different components of a project is inherently difficult. In order to provide valid answers to these pitfalls from the vary outset, the project objectives should give enough attention and efforts to ensure that all of the concerned parties who will be engaged in its implementation and practical operations

so as to share a common view of the objectives and of the strategy for meeting them (Baum and Tolbert, 1985:340).

In order to facilitate coordination among the various tasks and their executors, first and foremost, mutual commitment and support is needed between the relevant political authorities and the ultimate beneficiaries, whose active participation is often important for the success of a project. Similarly, the same applies to the external agency or NGOs that may be expected to help finance to project. Nevertheless, the lack of such coordination or failure to reach a mutual understanding of a project's objectives and to secure a firm commitment from all the parties concerned will have adverse effect on the implementation of the programmes for the enhancement of the nation's educational development.

Accordingly, to ensure commitment, an internal consensus should be built as early as possible and some coordination mechanisms must be found to maintain it during implementation. Among those that should be considered as the basic requirements are clear definitions of the responsibilities of each of the participating agencies and adequate orientation for them to cooperate in achieving the project's objectives Magnen (1991:114). Moreover, probably the most important reason for the success of a project is appropriate design and adequate preparation that are particularly adapted to local political, administrative, economic, cultural conditions, and other related factors emerge as essential ingredients of successful implementation.

Finally, project implementation or coordination is not an end in itself. At the end of this stage, the new entities should be able to function on their own, without additional investment or assistance. For that reason, the process has to be checked regularly and the outcomes have to be weighed in terms of the intended objectives.

Monitoring and Evaluation of Projects

Monitoring is a system or the prevision of continuous information to enable management to assess progress of implementation; either to detect potential or actual problems in the course of execution in order to apply timely remedies or decision to

ensure that progress is maintained according to schedule (Oakley, 1988:8; and Magnen, 1991:117). Monitoring can be a relatively straight forward and inexpensive system that provides an early warning to project management about potential or actual problems. This allows the concerned authorities or officers to detect difficulties quickly, so as to apply early remedies. In view of this, monitoring is concerned with a short period performance of the programme or project. It is an internal programme activity and an integral part of management.

On the other hand, evaluation focuses on relevance, effectiveness and impact of any programme with the objective of improving projects or programmes that currently exist and that of the future ones. Moreover, as suggested by Drabek (1987: xi), evaluation might begin with four main components:

1. What was achieved in terms of concrete results?
2. Education: was concretized?
3. Organization: Was this strengthened?
4. Alternative strategies: How was this different from other approaches (e.g., government) to development?

Thus, evaluation as it is applied to programmes or projects is concerned with measurement and assessment of the value of the attainment. For that reason, evaluation is concerned with long term results of a programme or a project. Accordingly, any development agencies, particularly involved in empowerment work at the grassroots level, should repeatedly ask how the development intervention is affecting the various aspects of the lives of the people directly involved. Especially in our context, educational authorities, together with NGOs, might consider the possibility of comparative issues or sector specific studies of NGOs activities rather than using the more common case-by-case, project by project approach.

Project evaluation requires clearly stated objectives for each project type and a well-defined evaluation methodology. As a result, most education projects, particularly those with innovative or experimental features, should include some procedure for ongoing monitoring or evaluation process. This might cover special studies to assess

the impact of a particular intervention, for instance, measuring the gains in student achievement from instructional radio programmes, as in the Philippines; or tracking the course of implementation of educational reform, as in the Haiti; or monitoring the delivery of educational supplies and materials, as in Ethiopia; or assessing improvements in the context of textbooks, (Baum and Tolbert, 1985:145).

Among the various models of monitoring and evaluation process, the empowerment process is highly essential, particularly in implementing the educational programme assuming that it may enhance development programme of the nation. In relation to this, Baum and Tolbert (1985:482) stressed that beneficiaries, being on the spot, are well situated to check on construction and equipment delivery; to determine whether reports of performance by technical agencies are accurate, and to suggest ways of dealing with problems. For that reason, local communities need to be involved in the identification of appropriate indicators of change, and in the setting of criteria for evaluation impact. At the more operational level, self-evaluation, as a formal exercise rather than ad hoc one, ensures that they measure their own performance in terms of impact and efficiency.

In general, project monitoring and evaluation are usually considered as valuable management tools for the successful implementation of projects. Thus, these activities provide information to help managers and policy-makers guide the course of project implementation and modify it as necessary. They also build and institutionalize the capacity to collect and evaluate information.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 RESEARCH METHOD

For the purpose of this study, a descriptive survey method of research was employed.

3.2. Sampling Technique and Sample Population

The study was conducted in three zones of Tigray: Central, Eastern and Southern. All were deliberately selected based on purposive and convenient sampling technique, because these are the areas where the participation rates and engagement of the concerned NGOs in the primary education are found. Thus, from each zone two woredas, in case of Central zone three, totally 7 woredas (this makes 21% of the total woredas found in these zones) were included in the study using proportionate stratified sampling technique so as to include woredas in which the concerned NGOs operate in PEDPs. The number of projects executed by NGOs were also considered in this regard.

The following table shows the zones, number of woreda in each zone, percentage share and the sample Woreda chosen.

Table 1 Zones, number of Woredas, and sample woredas

Zone	Total Number of woredas	%	Number of selected woredas
Southern	11	33.33	2
Eastern	9	27.27	2
Central	13	39.30	3
Total	33	100	7

In addition to the seven woreds' offices, 35 schools were selected among these woredas using random sampling technique so as to include all PEDPs available in the woredas.

The woredas are arranged in stratified sampling technique and selected by simple random technique from each woreda.

The following table shows the number of schools selected from each woreda and number of questionnaire distributed and collected

Table 2 Woredas, number of schools, share and sample size of schools of the study area

S.NO.	Woreda	No. of Schools	%	No.of selected schools	Number of Questionnaire Distributed to sample schools	Number of Questionnaire Collected from sample schools
1	Enderta	34	12.93	5	20	19
2	Kola Tembien	37	15.59	5	20	18
3	Deua Tembein	36	13.69	5	20	19
4	WoreeLek e	40	15.21	5	20	17
5	Hintallo Wajerat	41	15.59	6	24	21
6	Wukro (Rural)	32	12.17	4	16	18
7	SaesetTsa eda Emba	39	14.83	5	20	17
8	REB	-	-	-	5	5
9	WEO	-	-	-	35	33
10	LNGOs	-	-	-	18	17
11	INGOs	-	-	-	17	16
12	Total	263	100	35	215	200

The respondents were selected using purposive sampling technique so as to include individuals with related work experience. Accordingly, the following respondents were include in the sample.

- ✚ From the NGO side- Project managers, education or training experts, monitoring and evaluation and field workers
- ✚ From REB- Bureau head, Vice Bureau head, Educational Program department coordinator, Planning, programming and project department head and expert, Primary education head
- ✚ At Woreda level- Office heads, Educational program department unit head,

administration and finance unit heads, planning and project unit heads, Educational Supervision unit heads.

- ✦ At school level- school directors, vice directors, school administrators, unit leaders and teachers representatives

In general, a total of 215 respondents: 180 government employees (5 from REB, 35 from WEO, and 140 at school level) as well as 35 NGO employees (18 from LNGO, and 17 from INGOs) were requested to fill in questionnaire prepared for this study. Out of these 200 questionnaires were filled and returned. At the same time, 4 NGO and 20 government employees in education sector were interviewed..

3.3 Instruments and procedures of Data Collection

In the process of data collection, questionnaire, document analysis interview and observation were used. A set of questionnaire was prepared to gather data from the officials working in the concerned NGOs and government employees ranging from REB to school level. A pilot study was conducted (20 respondents) and the questions were evaluated and criticized by 3 master's degree holders specialized in educational psychology, measurement and evaluation and in demography. All respondents filled in the questionnaire prepared in English.

In the process of data collection, six enumerators were selected on the basis of their experience and knowledge of the selected Woreda administrative unit to handle the questionnaire. They were given training for a day on how to approach the interviewee, fill the questionnaires as well as on various how to approach? In addition to this, the researcher conducted close supervision.

To get further information, interview was conducted with those in charge of PEDPs (back from NGOs and GOs) in order to identify linkage patterns general trends, and problems of these NGOs in their resources contribution to this sub- sector. For this purpose, both structured and unstructured interview was conducted, and there was no difference between the documents analyzed and the interview. . In addition to this, information from

documents found in offices of the concerned NGOs and GOs, particularly from REB and Regional Agriculture and rural development Bureau were used in the analysis of the study. To supplement those official statistical data and documents, personal observation was also conducted by the researcher in the target areas.

3.4 Method of Data Analysis

To analyze data collected from respondents, percentage, Chi-square and Rank order Coefficient of correlation as to identify significant differences and relationship between respondents were used to judgments of the respondents on the trends and resource contribution of the concerned NGOs in primary education development.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.1 General Characteristics of the Respondents

Questionnaires were distributed to 180 employees of governmental organizations and 35 employees of NGOs, and a response rate of 94 and 90 percent was achieved respectively. Governmental agencies included in the study are the Regional Education Bureau, seven Woreda Education Offices, and 35 primary schools.

The major characteristics of individuals in the sample are summarized in table 3 below. A striking feature is the dominance of males among the technical staff of both governmental and non-governmental organizations involved in education-related activities: there are only 24 women in a sample of 200 employees. In terms of age, about three-quarters of the respondents are older than 30 years of age. The age distribution of employees in governmental organizations exhibits a relatively heavier upper end compared to NGOs. Within governmental organizations, we observed a concentration of relatively older employees in higher levels of government-region and Woredas- compared to lower levels of government- schools.

The share of professionals (those with B.A/BSc. Degrees and above) is much higher in NGOs. Close to one-half of the employees of NGOs, 42.42 percent are professionals. About 12 diploma holders are recruited school development agents from among the primary school teachers of the locality so as to serve as a mediator for three groups: the school where the project is founded, the Woreda Education Office (WEO) and the organization that financed the project CSGP. Most of the professionals in government agencies are concentrated at the regional and woreda offices: there are 28 including diploma holder's professionals in regional and woreda offices. Among employees of woredas and schools in the sample, 26.5 percent are graduates of TTIs, 64%, are semi-professionals.

Table 3. General Information on the Respondents

Item	NGO		REB & WEO		School		Total	
	No	%	No	%	No	%	No	%
Sex								
• Male	29	87.87	30	78.9	117	90.7	176	93.00
• Female	4	12.12	8	21.05	12	9.30	24	7.00
Total	33	100	38	100	129	100	200	100
Age								
• 20-30 years	6	18.18	6	15.79	12	9.30	24	9.00
• 31-40 years	21	63.63	20	52.63	62	48.06	103	41.50
• Above 40 years	6	18.18	12	31.53	55	42.64	73	49.50
Total	33	100	38	100	129	100	200	100
Education								
• TTI graduate	7	21.21	10	26.32	36	27.90	53	21.5
• Diploma graduate	12	36.36	23	60.53	93	72.09	128	56.00
• B.A./B. Sc. degree	11	33.33	1	2.63	-	-	12	19.5
• M.Z./M. Sc. And above	3	9.09	4	10.53	-	-	7	3.00
• Total	33	100	5	100	129	100	200	100
Total years of service								
• 1-5 years	4	12.12	5	13.16	8	6.20	17	8.50
• 6-10 years	13	39.39	8	21.05	29	22.48	50	25.00
• 11-15 years	10	30.30	14	36.84	37	28.68	61	30.50
• 16-20 years	3	9.09	7	5.26	26	20.15	37	18.50
• 21 years and above	2	6.06	4	10.53	29	22.48	35	17.50
Total	33	100	100	100	129	100	200	100

As it is indicated in table 3, that 78.78 percent of NGO; all (100%) of the regional and 47.37% of the woreda level respondents have a service of 6-20 years and beyond, which in turn shows that the majority of the respondents have long service and are well experienced.

4.2 Data Analysis and Discussion on the variables of the study

Although NGOs have participated in different ways in, the development programmes and operating in the country, their main role has been as project executors; and more specifically, they mainly involved in the country's urgent poverty alleviation needs. In this capacity, they have served as a mechanism for rapid donations to target groups.

Based on this, at present the Agriculture and Rural Development Bureau which was appointed and has a mandate for organizing and managing NGOs in the region, has approved; 36 NGOs from the total of 38 registered in the region. The other two NGOs

are in the process to sign the project agreement with concerned offices. Among the NGOs who have project agreement, 36 of them have started to execute more than 2679 projects in different development programmes by allocating adequate resources in their respective areas 15 program areas for project duration from year 1994 through 2007.

Accordingly when we examine the share of development intervention programmes in different sectors as shown in table 4, NGO involvement is greatest in the health sector, where 12 (32.43%) of the total NGOs in the region execute 174 (6.49%) projects; 7 NGOs (18.92%) are executing 119 projects (4.44%) in agriculture; and 7 NGOs (18.9%) implemented 1456 projects in education that accounted for about 54.34 per cent of the total projects implemented in different zones and woredas of the region.

Table 4. NGO Participation by Sector/Development Programmes and Projects (1994-2007)

Sector or Programme	NGOs		Projects	
	No	%	No	%
Education	7	18.9	1456	54.34
Health	12	32.43	174	6.49
Agriculture	7	18.92	119	4.44
Water	3	8.11	38	1.42
Industry	2	5.41	12	0.45
Relief	3	8.11	116	4.33
Different Development Programmes	4	1.5	764	28.52
Total	35	100.00	2679	100.00

Source: Agriculture and Rural Development Bureau Reports (2006)

Furthermore the researcher through his progressive efforts examined all source documents which pertained any NGO assistance to the development efforts in the regional government offices, specially the regional Agriculture, Rural and Food Security Bureau and found the resources (financial) as it is shown below.

Table-5 NGOs Budget allocation by Sector
(1994-2007)

S.No	Sector	Contribution	Share of total
1	Education	163227244.96	25.36
2	Health	149809696.66	23.28
3	Agriculture	178781749.90	27.78
4	Water	15784531.00	2.45
5	Industry	22311655.00	3.47
6	Relief	4493123.10	0.70
8	Different Programs	112003186.50	17.40
8	Total	643582452.60	100

Source: Agriculture and Rural Development Bureau Reports (2006)

The total allocated budget for project implementation in the region is about ETB 643582452.60 while the capital budget of REB of the seven years starting 1998 was 257502449. And when compared in size with the total capital budget of the REB in general it would be almost more than 2 times, that is it is more than the budget of 2 years of the region. From the above table, it is observed that the highest share (27.78%) was implemented in agriculture followed by education in the region. Health also accounted 23.28% of the total budget allocated for developmental work in the region. In similar manner, the researcher had examined the documents from REB pertaining government financial budget allocated for the last two years. In this case, the finance budgeted for primary schools was birr 149691191.10 which can be quite seen as very low compared in terms of the low facility for our young children.

To come to the central point of this study, even if sufficient data is lacking with regard to the total budget allotted for PEDPs particularly and for educational system in general; based on the aggregate budget allotted for all zones and woredas, we can summarize indirectly from- Table 5 that the education sector of the region is far down of the list of priorities for NGOs' expenditure.

Similarly, if we examine the target areas (zones) of this study Central, Eastern and Southern, represented almost two third of all NGOs who participated in the region:

At the same time, according to the main focus of this study, the researcher tried to get further information about the trend of these NGOs participation particularly to primary

education sub-sector in the target areas of the region. However, let alone to provide with full information about the involvement of NGOs in general, they didn't have well documented materials; even the little information that is available in these organs of government didn't indicate separately about each and every sub-sectors and results of NGO participation in the respective areas.

Nonetheless, to compare these data with those presented by REB and NGOs, attempts were made by the researcher to know the problems regarding the above point in the respective Bureau of Agriculture and Rural Development at regional level. As a result, it was indicated that, since its inception, the involvement of most of the NGOs in the region was initiated in response to the severe drought occurred for many consecutive years in the past.

It would be, therefore, possible to generalize from the data presented above that, although its effect on development in general has never been analyzed systematically and with full evidence, the maximum benefit, particularly in education sector, may not have been realized for two reasons: firstly, most of these assistance and provision of services were directed toward secondary and tertiary education, while primary education was generally neglected despite its great significance; secondly even the available share of assistance, support for the most cost effective educational inputs was small in quantity and poor in quality. Nevertheless, as to the results in terms of the impact of these NGOs on beneficiary participation, or the development impact of NGO-executed projects of the region on aggregate, further study may be necessary.

To sum up, unless and otherwise, the local authorities are involved in tackling the discrepancy in the benefits that resulted from the involvement of NGOs and their projects fairly among the different parts of the region; and encouraged to take a lead role in education policy formulation so that they control the outcome, their capacity to manage their education sector will not be developed. At the same time, if the existing situation continues, particularly the concentration of NGOs and their projects at a specific area as it was manifested in certain zones, then the quality of educational services will vary in different zones, depending on the external support available. It is necessary to devise

measures between zone and woredas, and within zones for investment in education which do not penalize or unduly favor specific zones or special woredas.

Table 6. Concerning type of Intervention by actors

S. No	Item	Respondents								Total	
		NGOs		GOs							
				REB		WED		School			
		No	%	No	%	No	%	No	%	No	%
1	Which organization is engaged in providing services/assistance programmes for PEDPs in your area?										
	A. LNGOs	-		-		-		47	28.14	47	28.14
	B. INGOs	-		-		10	30.31	76	45.50	86	41.50
	C. Both LNGOs and INGOs	-		5	100	23	69.69	44	26.35	72	35.36
	Total	-		5	100	33	100	129	100.0	167	100.00
2	What kind of assistance do you get from this NGO intervention programmes?										
	A. Financial assistance	-		5	100	13	40.62	46	40.35	74	44.31
	B. Technical assistance	-		2	40.0	7	21.88	27	23.68	41	24.55
	C. Instructional materials, furniture and equipment	-		5	100	15	46.87	19	16.67	48	28.74
	D. Training Assistance	-		5	100	23	71.88	43	37.72	82	49.10
	E. Construction and maintenance of buildings	-		5	100	22	68.75	29	25.44	70	41.92
	Total	-		5	100	32	100	130	100	167	100
3	Is there any a new educational input or technological equipment installed/introduced through PEDPs by NGOs?										
	A. Yes	6	15.65	2	40.0	16	46.87	50	39.47	74	36.68
	B. No	27	84.38	3	60.0	17	53.13	79	60.53	126	63.32
	Total	33	100.0	5	100.0	33	100.0	129	100.00	200	100.0
4	How do NGOs channel their assistance to PEDPs?										
	A. through the local government	19	59.33	4	80.0	23	71.88	57	39.47	103	51.76
	B. through the NGOs themselves	7	21.88	-	80.00	15	46.87	46	35.96	66	39.20
	C. through handing over operational projects to local community	28	87.50	1	60.00	13	40.62	48	36.84	90	47.74
	Total	33	100.0	5	100.0	33	100.0	129	100.0	200	100.0
5	Could you specify your area of intervention?										
	a.Primary Education Development Projects	21	63.63	-	-	-	-	-	-	21	63.63
	b. Funding educational projects	8	24.24							8	24.24
	c. Supporting other projects	4	12.12	-	-	-	-	-	-	4	12.12
	Total	33	100							33	100
6	What is your source of capital?										
	a. Donors	19	57.57	-	-	-	-	-	-	19	57.57
	b. Membership fees	9	27.27							9	27.27
	c. Income generating activities	5	15.15							5	15.15
	Total	33	100							33	100

It can be clearly seen in Table 6 items 1 that the majority of the respondents from government organizations (GOs) found in REB 5(100%) and WEO (69.69%) indicated that both LNGOs and INGOs are engaged in providing assistance programmes for PEDPs in their areas. Whereas, at the school level, it was found out that 47(28.14%), 76(45.5) and 44(26.35) of LNGOs, INGOs, and both organizations are found and participating in PEDPs respectively in their areas.

Regarding the type or kind of assistance, it was reported that NGOs are participating in different programmes in the region: in constructing new schools, offices, and libraries; rehabilitating and upgrading the existing schools; provision of furniture and equipment; capacity building at all levels in terms of training; productive activities projects such as coffee seedling plantation programme and the like. Moreover, as project executors, NGOs are responsible for promotion activities, identification or verification of beneficiaries, community organization training, technical assistance, and supervision in addition to the services that the project is designed to provide.

In general, as it is indicated in Table 6 item 2 training assistance with 49.10 percent, financial assistance with 44.31 per cent, and infrastructure programme with 41.92 per cent are found to be the major development intervention areas that NGOs identified and involved in the education sector in general and PEDPs in particular in the region. However, the infrastructure programmes that are executed in the region can be classified as having two sub programmes: Social and Economic in infrastructure projects.

The social infrastructure projects comprise financing the rehabilitation, maintenance, expansion, and construction of primary schools, offices, water and sewerage facilities, latrine (toilet) construction; and including other related infrastructure programmes such as roads, bridge construction and the like. While the economic infrastructure project includes financing of public works, and simple infrastructure ranging from the regional bureau to the grassroots level in general. Hence, one may safely generalize from the above information that NGOs have executed nearly every type of projects in the region.

On the other side, from the table, the responses to item 3 which inquired whether or not

new educational inputs or technological equipment introduced through PEDPs by NGOs, it was found that the majority of the respondents from both groups, 126 (63.32%), revealed that there was no such kind of services in their respective places.

These respondents were also asked about how NGOs channel their assistance to PEDPs in that area. Accordingly, most of the responses from the NGO side as indicated in Table 6 item 5 that in most cases the assistance are channeled through handing over of projects to local community accounts for 87.50 per cent; those respondents claimed it was conducted through the local government also represented 59.38 per cent; and though they are few 21.88 per cent of the respondents indicated that NGOs themselves involved in the process of channeling the assistance in their respective places.

In related matters, those employees of government ranging from the regional head bureau to school level reacted to the question in Table 6 item 5 with similar understanding that assistance was channeled both through the local government, the NGOs themselves, and through handing over to local community which account for 50.3 per cent, 42.51 per cent, and 40.12 per cent respectively.

Here it should be important to recognize that the respective NGOs have the possibility of channeling their assistance both through different mechanisms mentioned earlier, and that is why the percentage of the total respondents exceeded more than the total number of both the NGOs and government employees. In related matters, NGOs were asked to identify their intervention areas and their source of income. The respondents revealed that 21(63.63%) their interventions are in supporting the developmental efforts of the region in primary education development activities while 8(24.24%) agreed that they are supporting other projects like agriculture, water, etc. Furthermore their reply for the question what is your source of income was that 19(57.57%) donation 9 (27.27 %) membership fees and 5(12.12 %) income generating activities respectively.

Therefore, a comparison of these data with those presented by GOs, an attempt was made to conduct an interview with those of NGO project directors in their respective places, and their responses are summarized as follows

Regarding the projects conducted by USAID/ BESO project, under CSGP, the programme is implemented on the assumption of "working through the system". And based on this, both the REB and their respective departments and offices at lower levels including the BESO project plan negotiate on priority areas or needs of the locality; and executing the projects at the school level through the SAC members accordingly. For the purpose of facilitating the overall programme and for the purpose of monitoring the activities conducted in each and every school; there are school development agents (SDAs) who are assigned by the CSAP so as to serve as a mediator for all actors involved in the project. In this regard, project ideas were initiated first at the school level and the projects have had a positive impact particularly on the attachment of the local community with the school in their surroundings.

On the other hand, both BESO project and world vision_most of the time it is through the local government that they channeled their assistance to PEDPs. Based on this, the two NGOs plan their work in cooperation with woreda council and education offices or sector offices found in their areas. It is in rare cases that channel their assistance through handing over to local community. From this we can understand that the only channel that the two NGOs used to link with local community is through the government body. Hence, because of the NGOs' involvement in the project, it has a closer relationship with local government than with people.

With regard to USAID-BESO project, an interview was conducted with BESO-Projecct Director in the region to explain about the project in general and was also asked if there is a document (report) concerning its activities and accomplishments in the target zones. In response he said that, The USAID BESOI(Basic Education System Overhaul I from 1995-2002 and BESO-II (Basic Education Strategic Objective ii), from 2002-2007, is a program funded by the United States Agency for International Development and implemented by the Academy for Educational Development(AED). For over ten years, the program has been providing outstanding technical expertise through out the educational sector and developing strong teacher support and curriculum materials into

the REB at all levels to improve the quality and equity of primary education in Tigray and Ethiopia in general

Table 7. BESO-SCGP Project of Accomplishments by Zone (1996-2002)

Zone	Phases			Total activities	Accomplishment Ratio	Grant
	1	2	3			
Central	184	123	61	368	38.25	3198250
Eastern	134	89	45	268	27.86	2340250
Southern	163	109	54	326	33.89	1941609
Total	481	321	160	962	100	7480109

Source: BESO-Project Report (2002)

An additional 101 community schools have also received support from special grants. More schools 962(82%) are in the study area (zones).

As far as the school grant Disbursement is concerned, 481 primary schools have received the first phase grant of birr 2,750 each for a total of birr1322750 and implemented the planned activities. Out of 481 schools in phase one, 321 schools received the phase two grant, that is birr 8250 each for a total of birr 2648250. Finally 105 schools succeeded to receive the third phase grant birr 27500 each for a total of birr 52887500. The project has disbursed a sum of birr 7480109 in all the three phases.

With regard to school level accomplishments, the project office in collaboration with the school community has prepared, processed, funded and implemented 962 school level projects (481 in phase one, 321 in phase two and 160 in phase three). The major activities actually implemented during the three phases of the project life in the assisted schools were summarized in the table below phase by phase

Table 8 Activities accomplished by phases

S.NO.	Activities Accomplished	Phases			Total	
		One	Two	Three		
1	Classroom Resource	20	50	36	106	5.29
2	Incentives	48	79	46	173	8.64
3	Materials & Equipment	43	79	46	177	8.84
4	School Facility	299	415	191	905	45.25
5	School Infrastructure	387	150	104	641	31.98
6	Total	797	774	431	2002	100

Source: BESO-Project Report (2006)

From the table above we can understand that 905(45.2%) of the school level projects worked on school facilities, 641(32%) of the schools level projects constructed school infrastructure, 177(8.8%) of the school level projects were involved in purchasing materials and equipment.173(8.6%) of the school level projects were provided incentives for students, and 106(5.4%) of the school level activities accomplished by the project focused on the improvement of school infrastructure(32%), both of which have greater contribution for the attainment of the project objectives.

According to BESO-project report (in TDA,1999), in developing and implementing community school improvement plans aimed at improving quality and equity of primary school, the community in the respected areas was participated. A total amount of birr 27721188 was invested to implement the 2040 school level activities throughout the project life of which Birr 11990927 was contributed by the community.

In relation to the first program, the second basic Education Strategic Objectives (2002-2007) has also implemented different primary education quality and equity improvement activities. This objective is based on implementing Community Government partnership Program (CSGP) in 400 schools of 20 project woredas of the region. Based on its goals BESO-II has accomplished the following capacity building activities.

- Conducting Regional Education Symposium to enhance quality of education
- Publication of student Achievement Record Book

- Meeting with Woreda Education and training
- Experience sharing of workshops of school development fund
- Grant disbursement for 107 second phase schools in all zones of the region
- Assisting female students.

Regarding the number of schools and grant disbursed to each zone during its implementation period. Central 26, Eastern 14 and southern 25 schools a grant of 10,000 each for a total of birr 650,000 have received and implemented the planned activities.

65 (60.75%) of the total activities are found in the study area, that is central, Eastern and Southern zones.

All in all, based on the ten years assessment of the organization according to the administrative staff of BESO project, showed the project outcomes met the intended objectives during the 1st, 2nd, and 3rd phases and the overall project implementation. As per the reports of BESO project and the director of the project (Mr. Tadelles) of 1996 through 2007 the CSGP had disbursed a total of ETB 45972135.20 / 5.315 USD amount of fund for project beneficiaries to different schools in target woredas in the region.

Furthermore Tigray Development Association (TDA) and REST, both local NGOs has performed more than 400 different projects in the region at different zones and woredas during the last 14 years. REST is contributing to the educational activities of the region in a program called Appropriate Cost-Effective Centers for School Sustainability (ACCESS), and a program, which tries to do a job, which the formal school system could not do. Unlike the formal schools, ACCESS adheres to non-formal approaches giving due emphasis to flexibility in all stages of the program to accommodate the special needs and life condition of poor communities and disadvantaged children.

Both as an idea and field practice, ACCESS have been expanded in Tigray since 1966 from the Rural Development Districts of Hawzien. At moment the spread covers over nine districts in 165 Access centers namely, Hawzien, Alaje, Sharti-Samre, Kolatembien, Doguatembein, Woree-Leke, Mereb-leke, Ahferom and Wukiro of which the four woredas Kollatembien, Doguatembein, Woree-Leke and Wukiro are the target study area of this research.

Since 2005 REST employed 491 facilitators (teachers) paying birr 300 each per month in

the form of honorarium. For instance through REST program a total of 16253 Students has attended in the region.

Table 9 Children who attended the REST educational program

Year	Male	Female	Total	Percentage Female
2000/01	810	1110	1920	11.81
2000/02	1434	1829	3263	20.08
2000/03	2215	2350	4565	28.09
2000/04	1833	2090	3923	11.04
2000/05	876	919	1795	11.04
2000/06	720	697	1417	8.72
Total	7888	8995	16253	100

Source: REST Monitoring and evaluation Report (2006)

From the above table, it can be observed that female students are more enrolled in all years except for the year 2005/06, at the same time the table depicts enrollment rates are in a decreasing point may be because of its inefficient management. From this, it can be observed that the program along with its back draws has an impact to the school system in general as reduced the problem of dropouts particularly at the lower grade thereby reduced educational wastage

- Improved class attendance
- Added a new integral component with in the system that can reinforce and complement the formal schools
- Provide an alternative to address the problem of equity in terms of both gender and urban-rural educational distribution
- Enhance the educational relevance to local needs. It promote localizing education
- Diversified the needs of educational delivery
- Raised community participation increasing and managing basic education opportunities for their own children within their own localities.
- Allowed them to utilize both human and material resources available in their own surrounding without necessary expecting everything to be done for them by the

government.

The program has to be encouraged, because it is working in line with the UPE context. In line with this, Tigray Development Association (TDA) one of the target local NGOs in this study, has implemented different developmental activities in almost all sectors in the region. TDA is dedicated to building a self-reliant Ethiopia able to advance and prosper despite a variable climate and turbulent past. TDA is comprised of members living around the world, across Ethiopia, and throughout the villages of the Tigray state. TDA has directly assisted hundreds of thousands of people in Tigray to become self-reliant and self-sufficient through sustainable development projects. Based on the 10th Anniversary Report of TDA, some of the works done include:

- 200,000 children annually are benefited by better facilities, updated teaching methods, and tutorials which enable them to succeed in school. 83 primary schools are constructed by TDA and are serving for more than 34000 students. Fourteen secondary schools have enjoyed the use of science laboratories furnished by TDA.
- 9000, through TDA's Adult literacy Program, have learned to read and write information important to their daily lives .
- More than 500,000 mothers and children obtain medical treatment for Traditional Birth Attendants and community Health Assistants who have been trained with TDA assistance, or they receive care in one of the 62 rural clinics built, furnished and stocked with the help of TDA monies.
- More than 3000 young people and at risk unemployed have learned new skills at TDA's two permanent training centers.

TDA's work is in different programs or sectors to tackle the overall backwardness of the people. In most cases TDA's focus has been mobilizing the human and material resources in different aspects. For more and summarized information about TDA's implementation strategies, please refer the following table.

**Table 10 Tigray Development Association Total Projects
Implemented By Zone**

Type of Project	Central	Eastern	Southern	Total
Construction of primary schools	23	11	18	52
Construction of clinics	19	2	19	40
Establishment of public clinics	4	2	3	9
Supply of Laboratory Equipment & Chemicals	3	4	5	12
Establishing Nursery Sites	10	11	16	37
Micro Dam Construction	6	2	1	9
Establishment of Model fruits & vegetable centers	2	2	2	6
Rural Water Supply	5	2	2	9
Establishment of Forage Development Centers	2	-	2	4
Tutorial program	58	54	52	164
BESO Projects	223	166	198	587
Establishment of Training Centers	-	-	1	1
Total	355	256	319	930
Percentage of projects	38.17	27.53	34.30	100%
Population Size (Forecasted for June 1999)	30%	19%	28%	77%

Source: TDA 10th Anniversary Report (1999)

From the table above TDA has implemented a total of 930 projects during the last 13 years. In relation to emphasis of development, in all aspects it is revealed that the education sector has the highest percentage. In general terms TDA has implemented 1176 projects in 806 villages benefiting over 1.7 million people in Tigray.

In relation to education in Tigray, the lack of facilities, overcrowded classrooms, a shortage of relevant learning materials, limited teaching aids and poor working conditions for teacher's and other support staff were among the major educational handicaps in the early 1990s. As a result, the participation rate in the primary schools was far below the national average of only 30%. The first and second grade dropouts were extensively high, leading to high widespread illiteracy, and girls were not equally represented in the class

room.

In response to the multi-faceted problems in the regional education system, TDA, in consultation with the Tigray Bureau of Education and the community, has played a vital role in strengthening education at every level. In line with the National Education Policy, among which TDA focused was on;

- Improving access to primary education
- Improving the quality of and equity in primary education
- Improving the quality of secondary education.

As it can be observed from the table above, TDA's focus is not only significantly contributing to the above efforts but its strategies also include mitigating the educational problems through formal and non-formal programs and the provision of opportunities for a primary and secondary level education for all.

To implement the projects undertaken by the Association, total development expenditure for the year 1989-1999 was birr 11753955.74. The breakdown (share) of the development sectors (programs) is shown in the Table.

Table11 Tigray Development Association
Development Expenditure

Sector	Expenditure	Share of the total
Education	37598728.96	32.05
Health	18011139.51	15.30%
Training	23341219.04	19.90%
Agriculture	6129996.87	5.20%
Other	7988854.55	6.80%
Investment	13265977.17	11.30%
Administration Cost	11203635.64	9.50%
Total	117539551.74	100%

Source: TDA 10th Anniversary Report (1999)

The highest contribution share of development according to the table above is, 32.05% allocated to education, second 19.90% allocated for training and 15.30% third allocated for health.

The next question in the questionnaire addressed to all respondents in the target areas are: What is the rationale to intervene NGOs in PEDPs in this area} among the total respondents of NGOs, almost 75 per cent of them reacted to this question, and some of the reasons they cited are summarized .as follows.

1. The basic needs programme aims to improve the local problems and to provide primary school plant or other related services, particularly for those communities with no public schooling in their locality.
2. Complement the REB actions through activities that directly benefit vulnerable or marginalized groups, and support with social assistance projects - to fill the gap where the government could not reach.
3. To improve the quality and equity of basic education through community involvement in the region.
4. To enhance educational standard of the area in general.
5. To facilitate particularly girl students participation in school enrollment.
6. The performing of education is not one man business; it asks participation of the whole community plus the NGOs.

From the above information, it is clear that NGOs can translate local needs and peculiarities into the formulation of their objectives and methods of action if they work genuinely in their respective places. The intervention of NGOs, based on this assumption, is mainly to facilitate the activity of education, working together for a common purpose in cooperation with the local community where they belong.

Though the responses of the government employees have almost similar view with the above point, the researcher pointed out some of the following points that are assumed to be different from the reasons given above by NGO employees.

1. Since NGOs are by nature voluntary in their establishment and operations, they have advantage over governments in organizing beneficiaries particularly at the grassroots level.
2. Besides to their involvement in developmental programmes, some NGOs might have their own hidden agenda or other ideological concern.
3. Some might have a wish to achieve instant fame, fortune, and to become

internationally famous.

4. Some of the NGOs found in this area have explicit aim to proselytize Christian faith or other missionary zeal.
5. There is an acceptance of the development agenda, and the realization that what has to be done is so tremendous given the limited resources of government that the latter needs support in carrying out the agenda.
6. Some NGOs are involved in developmental activities so as to maintain and legitimize the existing power structure of their native governments.

On the other hand, even though full data are not available, the existing information regarding the type of intervention areas and number of projects for each and every NGO found in the region is presented in Annex 7. On the basis of this data, when one looks simply into their type of assistance and their total projects implemented in the region; the majority of the NGOs give more emphasis to the projects on capital investments, having only a small amount, almost negligible, of their projects spent on recurrent expenditures such as employment of teachers for the new constructed schools.

In this case, there are potential problems or areas for analyses regarding of the above capital and recurrent expenditures. On the basis of available data in our country, if one examined thoroughly the educational budget on aggregate, a gloomy disturbing grim picture emerges.

In order to have an accurate picture of what had happened; it is better first to look into the analyses of public expenditure in the education sector in general. In Ethiopian experience, though the, distinction is not very clear cut, the structures of the budget is divided into recurrent and capital budgets.

The capital budget for each project is then divided into four major activities: (1) survey, design, and studies; (2) equipment procurement and construction; (3) operation and maintenance, personnel costs, fees, and charges; and (4) capital transfers. At the same time, recurrent budgets are divided into five major expenditure categories: (1) salaries and allowances; (2) service charges and fees; (3) materials; (4) contributions and

transfers; and (5) equipment and motor vehicles.

In this regard, the public education budget is roughly 70 per cent recurrent and 30 per cent capital. Accordingly, the greater coverage of the education recurrent budget that was allocated by the government usually comprise between 80 and 85 per cent, leaving only 10 to 15 per cent to households in the form of education fees. On the other hand, the share of capital expenditure financed from foreign loan and assistance are instrumental in determining the level of domestically financed projects, where loans usually comprise between 30 and 50 per cent of the total and assistance being a relatively small proportion, varying between 7 and 13 per cent of the total.

Based on existing information, even though the general education capital and recurrent budget has remarkably increased over the last 10 years in nominal terms, one can say that throughout the years, schemes which were designed one after another failed to accomplish their goals. In this regard, NGOs and the private sector in general can play an important role and it should be encouraged highly so as to minimize the prevailing gaps in the country. However, the most critical consideration for investment in education must weigh the advantages of the investment or the comparative cost effectiveness of different uses of funds and evaluated in terms of budget capacity.

It would be concluded that, then, capacity created by the respective NGOs is not being utilized fully, or that the original investment had no impact. Thus, additional classrooms could result in expanded teacher requirements and/or increased operations and maintenance costs reacting from increased enrollments and additional physical infrastructure. Here, of course, it could be raised a question in the Ethiopian case in general and Tigray in particular that it is probably too early to judge the levels of future expenditure obligations which will be incurred by present NGO investment expenditures.

However, a key decision on the surface would appear to be how far this is the right composition, given the evident strain on recurrent expenditures. On the flip side, to our optimism on capital expenditures is the hardship suffered by many that about 85 per cent of the capital budget was thought to have originated from external loans and assistance. And, these funds are not stable in the sense that they are subjected to donor policies, the

amount and type also fluctuates from time to time, that indicates a highly volatile nature.

In summary, it is necessary therefore to devise measures and accordingly steps need to be taken to support improvements to budgeting and expenditure management at the regional level, woreda and school level.

Table 12 below deals with the need assessment for the developmental projects in primary education which is currently run by NGOs. Accordingly, employees working in both NGOs and at school level shared similar understanding that the need assessment was made by local community and project ideas (proposal) were initiated at the grassroots level that accounted for (78.78%) and (39.53%); next to the local community, the local government is responsible for the need assessment represented by (43.75%) and (31.78%) respectively. While 80 per cent of the REB and 59.38 per cent of the WEO respondents revealed that it was first the local government responsible and then NGOs themselves assess the needs of the local community that accounted for 60 per cent and 37.50 per cent respectively.

Table 12. Summary on the Need assessment and selection of Beneficiaries (proirites)

S. No	Item	Respondents								Total	
		NGOs		GOs							
				REB		WED		School			
		No	%	No	%	No	%	No	%	No	%
1	How do you make the need assessment for the developmental projects in primary education which are currently run by NGOs?										
	A. Local community come up with project proposal	26	78.78	2	40.0	11	34.38	51	39.53	90	45.00
	B. NGOs themselves assess the needs of the local community	4	12.12	3	60.0	3	37.50	37	28.68	64	23.50
	C. It is the responsibility of the local government	3	43.75	-	80.0	19	59.38	41	31.78	83	31.50
	Total	33	100	5	100	33	100.0	129	100.0	200	100.0
2	Do you think that the ongoing programmes run by GOs could address the major educational problems in the area?										
	A. Yes	25	78.12	3	60.0	15	46.88	81	62.28	123	61.81
	B. No	8	21.88	2	40.0	18	53.12	48	37.72	76	38.19
	Total	33	100.0	5	100.	33	100.0	129	100.0	200	100.0
3	How often do NGOs attempt to implement their own priority areas in this assistance that are different from the educational planning and priority areas in your locality?										
	A. Always	2	6.06	-	-	-	-	-	-	2	6.06
	B. Sometimes	4	12.12	1	20.0	3	6.06	15	11.63	23	11.50
	C. Rarely	2	6.06	2	40.0	8	24.24	47	36.43	59	29.50
	D. Not at all	25	75.75	2	40.0	22	66.67	67	51.94	116	58.00
	Total	33	100	5	100	33	100.0	129	100	200	100
4	How often does the selection of project sites by NGOs alone affect/hinder the relationship between NGOs and the intended beneficiaries?										
	A. Always	-		-		-		-		-	
	B. Sometimes	4	12.12	1	20.0	1	3.12	14	7.89	20	10.00
	C. Rarely	1	3.03	2	40.0	9	28.13	49	38.60	60	30.00
	D. Not at all	28	84.84	2	40.0	23	68.75	66	53.51	120	60.00
	Total	33	100	5	100	32	100	129	100	200	100

On the other hand, exactly half of the respondents reacted to this question differently from the above two groups. According to them, first and foremost the need assessment

was conducted by the NGOs themselves; but the local community and the government have also an equal responsibility to conduct a study for the purpose of NGOs/beneficiaries (43.75%). In related matters, the respondents were asked to list down the chief organs of government or any other agencies which are responsible in selecting beneficiaries other than NGOs. Among the total respondents, 150 (75%) of both groups listed the following: the regional education systems (ranging from REB to school levels); woreda administrative councils; and community representatives at the local grassroots level, particularly the Kebele Administrative authorities are responsible and involved in the selection of priorities in their respective areas.

Similar to the above two points, an interview was conducted with those in charge of the four NGOs and GOs found in the target areas. In response to the question about the selection criteria they used in the selection process, the interviewees invariably responded as summarized below.

For the purpose of selecting beneficiaries, since the BESO project works within the system, it has nothing to decide by itself with the exclusion of the REB and the intended beneficiaries; and it is the responsibility of three groups:

1. Beneficiaries - school directors with teachers and educational authorities at the local level, often WEO.
2. Local government representative (sector representative) -from REB or ZED.
3. The project (BESO).

Concerning the selection of beneficiaries, it is the WEO who are responsible for selecting client schools for the CSAP. In this case, since its inception, the local communities (schools and WEOs) have-inQlv1 the projects' design assessment, project execution, and participate in all phases of the intervention programmes where they belong. Participation of the beneficiaries and the WEOs, in this regard, will be invaluable because their knowledge, experience, and close proximity to communities positioned them to know the community demand for projects and to be able to communicate that information to the concerned NGOs or local government authorities.

Concerning the LNGOs in the target areas: TDA and REST - the local government authorities or Council members at different hierarchical positions are responsible for selecting beneficiaries in their respective places. In rare cases, these organizations have made an assessment based on the selection criteria such as number of beneficiaries in the area as well as cost and benefit of the project. Similarly, the local government authorities have used the following criteria for selecting beneficiaries in their surroundings: backwardness, number of population, kind of needs, etc.

In this case, the number of students (that are expected) who enrolled in grade one, the total population size, and the distance of the nearby primary schools from the proposed locality must be taken into consideration. Moreover, interest of the local community, their indispensable participation and other related variables must be considered among the many factors to be assessed and studied so as to provide the appropriate facilities or school building for the community.

Finally, we can say that NGOs promote self-help and the overcoming of paternalism and dependency since they support the local mobilization of communities or groups. This means that the objectives for action are defined locally by the communities and not by the NGO: the latter supports and strengthens the initiatives. In other words, the NGOs reinforce the objectives of the local groups without directly interfering in their formulation. In this way the NGO may be short circuiting the structures of domination by local elites which use the government apparatus to maintain them.

On the other hand, those respondents both from the NGOs and GOs were kindly requested to list down their greatest needs or the major educational problems before NGO intervention programmes started in their respective areas. All the respondents invariably gave almost similar responses to the questions they were asked. For the problems of primary education presented by the respondents are many and varied, it is better to present the more pervasive problems encountered in the target areas as follows.

1. Physical plus infrastructure need - need for school construction expansion and renovation;

2. Lack of facilities, furniture, equipment, and different instructional materials;
3. High percentage of enrollment;
4. Gender issue - low level of girls enrollment;
5. Lack of trained teachers - need for professional development programme;
6. Lack of input supplies or budget in general;
7. Lack .of communities' concern for their schools;
8. Inefficiency of SAC and administration in general;
9. Distance problem-proximity of the school to the location of the community.

In general, there are many and overlapping problems; it is very difficult to pinpoint precisely what went wrong with the local community in question. At the same time, since the schools are highly dilapidated and the general environmental condition of the schools are not totally conducive for a proper teaching-learning process, the problems are continuing as one problem leads to another in a vicious circle. However, based on the above and other related problems posed by the respondents of the target areas, what problems do schools face will be summarized as the problems of Access, Equity, Quality, and Relevance in general.

To convince that the issue is worth discussing and exploring, the respondents were also asked whether or not the ongoing programmes run by NGOs could address the above problems that the community is entangled with (Table 12 item 2).

In view of this, on the NGOs side responses were 78.12 per cent for yes, while 21.88 percent for never. However, though there is a slight variations in their responses, the government employees from REB, WEO and at school level on aggregate revealed that the developmental programmes executed by NGOs addressed the major problems of the community and it accounted for 61.81 per cent, whereas it could not address all the problems was represented by 38.19 per cent. On the other hand, more than half of the WEO respondents (53.12%) stated that the developmental intervention programmes run by NGOs could never address the problems of the locality, while 46.88 per cent responded that it could address.

From the above clarifications we can understand that since the WEO employees have close proximity to communities; their experience and knowledge in the need assessment

of the local community placed them to know the problems and demands of their community. Thus they are the right organs to indicate the analytic framework or impacts of any intervention programmes in their surroundings. Moreover, though they were few to argue convincingly, above one third of the respondents of government employees (41.32%) revealed that there are some problems which can lead to many debatable points. At the same time, it should be considered that these government employees at REB and Woreda level for they are responsible and accountable for every intervention activities in their localities, they may not want to disclose the case honestly.

To test percentile differences between the categories of respondents' responses of the two groups, chi-square test (x2) at 0.05 level of significance was computed and revealed that statistically there **is a significant difference between NGOs and GOs** in their assessment of effectiveness of NGO.

Table13 Chi square test- NGO Intervention Programs vis-à-vis Educational problems of the community

Sector	Yes		No		Sub-Total		Chi -square (X ²)	
	No	%	No	%	No	%		
NGOs	26	20.97	7	9.21	33	16.50	Pearson	0.0381
GOs	98	79.03	69	90.79	167	83.50	Likelihood	0.0320
Total	124	100	76	100	200	100	ratio	

To provide further information, those respondents reacted to the question that the developmental interventions of NGOs couldn't address the needs of the local community were also asked to state the main reasons for this failure. And, among the total respondents 35.53 per cent of them listed the following critical elements as major factors for not having any real change in developmental activities implemented in their areas:

- When one compares the resources contribution of NGOs with the prevalent problems, it is beyond the capacity of the NGOs.
- The lack of long-term, flexible funding has trapped many NGOs in the 'projects-by project' system, and this in turn reinforcing the image of many NGOs as only service providers.

- Primary education, as a basic right to any citizen, is vested as core responsibility of the government in general and the community in particular, not for the host organizations.
- Since NGOs become contracting agencies for specific, time-bound projects, their policies and programmes originally emanated or drawn up to some one else's agenda; and are not directly accountable to their intended beneficiaries.
- NGOs are not, after all, the 'lords of poverty' that can be regarded as crusaders against poverty or any social evils.

On the other hand, to evaluate show flaws, respondents were asked as to how often NGOs attempt to implement their own priority areas in their assistance that are different from the educational planning and priority areas of the locality. Table 12 item 3 reveals, though the majority of the respondents (58.58%) from both groups indicated that such kind of attempt never happens; if one combines separate sets of data on aggregate - (21.87%) from NGOs, (44.91 %) of government employees, and totally 41.21 per cent - confirmed that even in rare cases and in same instances decisions and priorities of implementing the programmes were made by the NGOs themselves and failed to take into account the psychology of the participants as a chief factor in promoting dramatic change or development.

However, as indicated in table 12 item 4, the majority of the employees from both groups claimed that the selection of project sites by NGOs alone was not affected or hindered the relationship between NGOs and the intended beneficiaries (60 %); while it affected rarely and sometimes accounted on aggregate for 12.5 per cent and 40 per cent on. the NGOs side and government employees respectively.

To revise previous findings, it is not more surprising to see that the presence of NGO services does not remove the problems of local community as deterrent to accessing education services. Based on the available data on table 5, some NGOs seem to have problems in identifying the intended beneficiaries of the project, prioritizing studies, defining the types of information required by each potential user, and understanding the objectives and visualizing the potential applications of educational programmes in

general. Moreover, there still seems to be a tendency in the bureaucracy to "do something for" the community; an assumption was made that development is a process moving from top to bottom, instead of encouraging them to take their own decisions and actions.

Nonetheless, to show belongingness, NGOs can and should take the initiative to identify and propose projects based on community demand to complement project menus provided by government authorities or external donor agencies.

Furthermore, NGOs should also seek to develop closer communities, as they are often the only link between the donor agencies or the local government authorities with communities, and that link should be strengthened.

In table 14 item 1, inquiry was made to know the respondent's attitude whether the local community should participate in any interventions, and whether beneficiaries have any involvement (roles) in coordinating the PEDPs. Respondents both NGOs 96.88% and GOs 67.84% shared similar understanding that local community has a profound involvement in the coordinating activities in PEDPs. Respondents at school level 86.84% depicted that project beneficiaries have a great role in PEDPs, but 13.16% at the school level argue that there is no at all any beneficiary participation and involvement in PEDPs that are executed by NGOs in their surroundings. Thus, it can be concluded that project beneficiaries are participating in coordinating the PEDPs in their areas. However, they are few in the schools were denied the opportunity of having any involvement.

Table 14 Local Community Participation in PEDPs

S.No	Item	Respondents								Total	
		NGOs		GOs							
				REB		WEO		School			
		No	%	No	%	No	%	No	%	No	%
1	Local community should participate in any interventions in their locality to get what they need?										
	A. Strongly/Agree	31	96.88	5	100.0	21	65.62	76	57.89	133	67.84
	B. Agree	2	3.12	-	-	12	34.38	53	42.11	67	32.16
	C. Disagree			-	-	-	-	-	-	-	-
	Total	33	100.0	5	100.0	33	100.0	129	100.0	200	100.0
2	Does local community (project beneficiaries) have any involvement/ roles, in coordinating the PEDPs run by NGOs in your area?										
	A. Yes	33	100.0	5	100.0	33	100.0	109	86.84	180	92.46
	B. No	-	-	-	-	-	-	20	13.16	20	7.54
	Total	33	100.0	5	100.0	33	100.0	129	100.0	200	100.0

To clarify things, the researcher had made some inquiries particularly in what circumstances and to what extent that project beneficiaries are participating in the PEDPs in their respective areas (annex 10). As it is clearly indicated in annex 10 item 1 employees from NGOs responded (68.75%) that project beneficiaries are participating always in the over all planning of educational projects. On the other hand, though they have some variations among the Government employees on aggregate, exactly half of the respondents revealed that beneficiaries are always participating in the overall planning efforts of educational projects. Respondents fro REB, admitted that they are participating in selection of project sites sometimes (80%) and rarely for 20%.

On the other hand, when one examines the responses for the participating of beneficiaries in selecting type or amount of assistance, one finds out that quite differently from the figures presented above. While 45.45% of the respondents working for NGOs responded that they are involved always. At the same time, above half of the respondents at WEO (56.25%) and 66.67% at school level confirmed that NGOs never encouraged the local communities to choose what should be done in terms of their priorities and problems in the area (annex 10 item 3)

In view of this, chi-square (X2) test of significance was computed to examine the relationship between the responses of the two groups and indicated that there is a **significance difference** between NGOs and GOs regarding project beneficiaries in their participation in selection of type of assistance.

Table15. Chi-square test on Project Beneficiaries Participation in the selection of type of Assistance.

Sector	Sector						Chi- square (X ²)	
	NGOs		GO		Total			
	No	%	No	%	No	%		
Always	15	46.9	32	21.1	47	25.5	Pearson	0.00092
Sometime	6	12.5	67	44.1	71	38.6		
Never	13	17.4	152	82.6	184	100	Like hood ratio	.00058
Sub-Total	33	100	167	100	200	100		

To come to this point of this analysis, respondents were also asked to the level of community’s participation in the implementation of projects. Based on the respondents that reacted to always and sometimes add together, the majority is participating regularly in the implementation of projects that are executed in their respective places (annex11 item-4).

With regard to monitoring and evaluation of projects (item 5), exactly half of the respondents of the NGO (51.50%) employees indicated that beneficiaries are always participating, while 42.42% per cent belong, to those who are participate sometimes. Government employees reported that beneficiaries are always involved in monitoring and evaluation of projects Woreda (57.57%) and participating sometimes represented for

school (40.40) respectively. Similarly, in annex 11 item 6 it can be seen whether the local community in each project area is functioning or not particularly in operating the overall project after its foundation. According to the employees both from the NGOs and GOs, beneficiaries are participating always accounted for 75 per cent.

In general, when communities are given the responsibility and ability to identify, implement, and monitor local development programmes, they are better prepared to involve themselves in future development activities in their own terms. Otherwise, projects in the communities do not achieve their planned objectives, resulted in wastage of resources, and eventually leads communities to lose interest and confidence in the efforts of any developmental interventions executed whether by government or any NGOs. The ultimate responsibility for using the best method as a strategy, therefore, rests with beneficiaries and facilitators.

Table 16 presents the responses of both NGO and government employees to questions related to educational policy and the level of coordination among key actors in PEDPs.

In item one, the inquiry was made whether the new ETP brings important changes for NGO intervention programmes in PEDPs or not. Based on this, almost all the respondents of both groups that are 96 per cent confirmed that the new policy brings about important changes in the intervention programmes of NGOs in their areas, while the negative response of 4 per cent is insignificant. Similarly, in answer to the question presented in an open ended questionnaire to specify the major changes or improvements that are observed on the developmental activities and strategies of NGOs, particularly since 1994, they cited many factors among which the following are the major ones:

- NGOs are participating in curriculum development, for instance, they participate in the introduction of many nationality languages in primary education, in terms of revisions of educational materials text books production; teacher training or orientation; providing expertise; and providing financial resources, etc.
- School construction, expansion and renovation in accordance with the new policy (first cycle, second cycle of primary education).
- Capacity building area, particularly teacher training in terms of refreshment courses, workshops, on-the-job training, upgrading courses, summer courses, etc.

Table 16: Educational Policy and Relationship among Power Actors in PEDPs

S.N O.	Item	Respondents									
		NGOs		Government Organizations						Total	
				REB		WEO		School			
		No	%	No	%	No	%	No	%	No	%
1	Do you think that the new Educational and Training policy (ETP) adopted since 1994 brings important change S Particularly for NGO intervention programmes in PEDPs ?										
	a. yes	33	100	4	80.0	33	100	122	94.74	192	96
	b. No	-	--	1	20.0	-	--	7	5.26	8	4.0
	Total	33	100	5	100	33	100	129	100.	200	100
2	Is there any coordinating committees set up in your locality that is typically responsible for organizing the various activates of NGOs in PEDPs in particular and education sector in general ?										
	a. yes	30	93.75	4	80.0	25	75.0	85	65.80	144	70.35
	b. No	3	6.25	1	20.0	8	25.0	44	34.20	56	29.65
	Total	33	100.0	5	100.0	33	100	129	100.0	200	100.0
3	Are project beneficiaries involved in coordinating committee?										
	a. yes	28	93.33	4	75.0	28	87.5	71	94.67	129	92.14
	b. No	5	6.67	1	25.0	5	12.5	4	5.33	11	7.86
	Total	33	100.0	4	100.0	33	100.0	75	100.0	200	100.0
4.	Are local authorities involved in the coordinating committee?										
	a. yes	26	86.67	4	80	28	87.25	80	65.33	138	72.86
	b. No	7	13.33	1	20	5	12.5	49	34.67	62	27.14
	Total	33	100.0	5	100.0	33	100.0	129	100.0	200	100.0
5	Are NGOs members in the coordinating committees?										
	a. yes	25	83.33	2	40.0	13	45.83	72	54.67	112	59.29
	b. No	8	16.67	3	60.0	20	54.17	57	45.33	88	40.71
	Total	33	100.0	5	100.0	33	100.0	129	100.0	200	100
6	Have you come across any problem (s) in your coordinating role ?										
	a. yes	27	93.33	3	60.0	14	45.83	56	48.0	103	59.29
	b. No	6	6.67	2	40.0	19	54.17	69	52.0	93	40.71
	Total	33	100	5	100	33	100	129	100	200	100

- Mandate to work with communities - though it is a new approach, its participatory nature, particularly to work directly with the community at the grassroots level appears promising.
- In mobilizing the community so as to participate in school affairs and contribute resources for development of their own schools.

- Attitude changes of the community participation - Active roles of SAC members in NGO intervention Programmes at school level (typically to CSGP/BESO project).
- Gender sensitive issues - to increase girls enrollment participation in schools (typically observed in BESO project and GDP) and the like.

On the other hand, item 2 in table 16 a question was raised whether or not any coordinating committee set up that is typically responsible for organizing the various activities of NGOs in PEDPs in particular and education sector in general. In this regard, the majority of the respondent from NGO employees (93.75%) admitted that there are coordinating committees in their respective areas. Among these groups, the majority of the respondents also revealed that in this steering committee all the project beneficiaries, local authorities and NGO workers are involved and are responsible for organizing the various activities of NGOs in PEDPs that accounted for (93.33%), (86.67%), and (83.33%) respectively. Of the government employees, REB(80%),WEO(75%) and 65% of school level employees indicated that there are coordinating committees in their areas.

In those places where coordinating committees have been set up, 8.18 per cent of project beneficiaries, 30.91 per cent of local authorities, and nearly half of NGO representatives, that is, 47.27 per cent have not participated in the coordinating committee (Table 16 item 3, 4, and 5). Similarly, except in the projects of CSGP and to some extent TDA a review of documents have revealed that the formation of the coordinating committee in some target area have not been taken into consideration, and the projects are implemented without involving key individuals and agencies in that respective areas.

Regarding the responsibility of the committee, most of the responses both from the side of NGO and government employees indicated that the coordinating committees have the duty in coordinating the overall activities of the projects executed by NGOs such as organizing the local communities for the contribution of different resources in their respective localities; plan, monitor, evaluate and even administering the programmes; conduct need assessment and the like.

As far as the frequency of their meetings, all the responses in the open ended questionnaire vary widely in the experiences of their respective areas; some of them indicated that the committee meets once a week, once a fortnight, once a month etc. However, the majority of the respondents revealed that meetings will be conducted based on the seriousness of the subject; this in turn implies that their meetings are not planned in advance and problems were solved mostly on an ad hoc basis.

Furthermore, even those respondents claimed that steering committees are in operation, 93.33 per cent from the NGO and more than half of the respondents of government employees have complained about the coordination of the committee and revealed that the committee did not make an effort to bring about close work relationships among key actors (Table 16, item 6). The next item in the open ended questionnaire was: Would you please mention the problems that are caused in coordinating role in the steering committee? Almost, 59.29%) of the respondents from both groups reacted to this question. However, since the problems are many and overlapping, for the sake of convenience, the writer of this paper classified the problems into three categories based on the responses of both NGO and government employees as well as a review of documents, especially evaluation reports which are supplemented by the results of interview and organizational observation.

Accordingly, among the NGO employees almost 6.67 per cent reacted to the above question and the problems they cited summarized as follows:

- NGOs often accuse the GOs or the communities (SAC) they lack commitment to the process - this refers to issue such as failure to attend planning or evaluation meetings; lack of rigor in reporting; and playing NGOs off against one another (typically refer to local political elites).
- The costs of participation refer to administrative and bureaucratic delays, and this in turn had adversely affected the overall schedule of project execution.
- Misunderstanding of the objectives of the programme by some committee members or lack of awareness.
- In most instances, those local government authorities involved in the steering committee are busy and some of them are also a little reluctant.

More over, among the total respondents of the GOs, 47 (28.14%) of them also listed the following major problems.

- The most common problems of intermediary organizations are the lack of administrative and financial skills, and adequate logistical support; (these are major problems for LNGOs).
- Making decisions without the consent of the community.
- Local communities often accuse NGOs of hogging information; blocking (financial) resources from flowing directly to communities.
- One source of potential tension is the lack of transparency on the part of NGOs about their activities. For instance, one WEO planning, programming and project expert in the target area expressed resentment of NGOs which did not share information about their budgets and work plans. However, the director of one NGO in the target area stated: “we inform the REB and WEO about our activities, but we discuss money only with those who gave us the money.”

Thus, this is in accordance with what Goodhand and Chamberlain (1996) asserted that the consensus among NGOs seemed to be willingness, even a desire, to discuss and coordinate activities, coupled with a reluctance to divulge financial details. In this regard, though detailed information on NGO and donor funds were not collected, it seems that reporting requirements on donor funds were an area of controversy between finance and executing bodies.

It is arguably that the biggest challenge confronting NGOs is to establish a cohesive social unit as a sector in order to engage effectively with government on the mechanisms needed to create a favorable environment for NGOs to contribute to reconstruction and development. As one official from the REB stated, “the principal ‘cost’ to the government working with NGOs is the lack of recourse in the event that the NGO does not perform as promised.” There is a rumor that some of GO authorities intimately closed with some benefits from the NGOs, and could not force them to do as per their agreement.

Similarly, based on the review of documents, especially evaluation reports, as well as the results of observation and interview, the following common problems have been observed in different parts of the target areas.

- Meetings are not held at the right time due to absence, late arrival or reluctance of committee members which causes unnecessary pending;
- Some committee members also do not have a sense of responsibility to take part in the steering committee;
- NGOs prefer to work alone usually;
- In most instances, except in BESO project, the NGO's head quarters are placed far from the project areas; and there is no representative assigned to monitor and follow-up the projects;
- Short period for the tenure of the local government authorities and even personnel instability among official who work at different levels from regional head bureau to school level;
- Individuals' in the different local government authorities, attempt to assign the proposed projects in their respective birth place;
- There are no clear guidelines and instructions regarding the yardstick to be used in monitoring and evaluation, and the variety of techniques that can be used in their execution this in turn restrict the flow of information among key actors of the programme;
- Lack of development planning and management skills on the part of local community;
- At the same time, there are no sanctions that the government can impose on the NGOs for poor performance and other similar attempts in their intervention programmes.
- Lack of coordination among the power actors-NGOs, local government authorities, and project beneficiaries;

To sum up this portion, all the problems cited are closely related to lack of coordination which dilutes effectiveness of monitoring effort and wastes scarce human and financial resources. After all, NGOs are organizations that deal with various developmental issues

and problems. In this regard, their activities and movements are complemented, controlled and checked by government policies. It is only within this realm that the work of NGOs can make state action more effective or the latter can support NGOs' action since the NGO, for several reasons, is better positioned to respond to the particular needs of specific zones or social groups. Therefore, for a pluralistic education sector to function well, the various actors must have clearly defined and understood roles.

Table 17 shows the responses of NGOs and REB employees to questions asked about the participation of NGOs; their work relationships and operations of PEDPs. In item 1 inquiry was made whether the new ETP gives equal opportunity or not to LINGOs and INGOs to participate smoothly in their respective areas. The responses on the side of NGO were 90.90 per cent for the item that there is no any problem regarding this point and all the responses from the REB also confirmed that there is no any such kind of discrimination in this regard. According to the responses of item 2 of table 17 there, is no imposition from government authorities in the intervention programmes of NGOs.

Table 17 the Participation of NGOs and their Relationship in Operations of PEDPs

S. No	Item	Respondents					
		NGOs		REB		Total	
		No	%	No	%	No	%
1	Do you think that the new ETP give equal opportunity of LNGOs and INGOs to participate smoothly in PEDPs in your area?						
	a. Yes	30	90.90	5	100	35	92.11.
	b..No	3	9.09	-	-	3	7.89
	Total	33	100	5	100	38	100
2.	Do you see any imposition to the NGOs from the governmental authorities in your intervention?				-		
	a. Yes	2	6.06	-		2	6.06
	b. No	31	93.93	5	100	36	94.74
	Total	33	100	5	100	38	100
3.	Does the local government organize meetings/ workshops to discuss issues on resources contributions of NGOs to primary education in your area?						
	a. Always	10	30.30	2	40	12	31.57
	b. Sometimes	15	45.45	2	40	17	44.74
	c. Rarely	2	6.06	1	20	3	8.57
	d. Not at all	6	18.18	-	-	6	15.79
	Total	33	100	5	100	38	100
4	Do you have any formal relationships with other NGOs working in the PEDPs in your area?						
	a. Yes	11	33.33	3	60	13	33.33
	b. No	22	66.66	3	40	25	78.67
	Total	33	100	5	100	38	100
5.	If Yes, how often do you share information about the activities of different donor agencies in your area?						
	a. Always						
	b. Sometimes	5	30.30		2	5	36
	c. Rarely	6	36.36		2	6	100
	d. Not at all		33.33		1	2	100
	Total	33	100		5	38	100

According to the employees of NGOs, item 3 of Table 17 the responses to the item that local government sometimes organize meetings or workshops to discuss issues on resources contribution of NGOs to education accounted for 45.45 and GO employees 44.74 per cent. However, as indicated by 18.18 and 15.79 per cent respectively of REB and NGO employees workshops are not at all organized for NGOs to discuss on different issues. Though they are few percentages wise, the responses once more, revealed that there is a certain gap of communication between the local government authorities and NGOs in their interaction in different development programmes of the region.

On the other hand, as one sees from the responses in item 4 and 5 of table 17, 66.66 per cent revealed that there is no any formal relationships among the NGOs working in the PEDP even those who reacted to 'Yes' responses showed that the concerned NGOs rarely communicate or share information among themselves regarding their intervention activities in their area. As one project director as well as training and workshop coordinator of NGO said even though "We work to separate areas and in separate sectors, no more need any formal relationships with other NGOs; however, we work closely with others but the same wings of our organization are elsewhere.'

All in all, when one revises the previous variables regarding the policy issue, coordination, and relationships among power actors it can be concluded that, lack of coordination between NGOs and the GOs in one hand, as well as between and among NGOs on the other can result in a duplication of efforts and thus the inefficient use of resources, as has been the case for some NGOs working in the education sector.

Apart from these instances, even the local government has not incorporated NGOs into the policies or structures. Rather, the government contracts NGOs on needed basis. NGOs are not regulated, and the local government has not established norms for NGO participation in its programmes and projects. Even one project director subjected to this study stated: "REB has no any official policy (or rules and regulations) - we make it as we go" For their part, NGOs are not also organized to help the local government develop programmes, policy or to further collaboration in general.

According to the local government officials in REB, they expressed about the good relations that the local government (the representative office) has with BESO project (TDA) officials. In this regard, a steering committee at the regional level coordinates all project activities executed in the region. And, some form of relationship or a process of cooperation between TDA and some government agencies begun to evolve ranging from the REB to the local grassroots level schools; and these demonstrates the existence of specific areas for complementing action between NGOs and GOs. At the same time, this

is an important step towards achieving a significant position within regional and local development processes as a recognized actor.

On the other hand, officials from the BESO project and GOs who work at different echelons of the education sector from regional head bureau to woreda level also claimed that School Administration Committee (SAC) can serve as development intermediaries between the BESO project and their respective schools in the one hand; at the same time, between them and the community. To cite a positive view of events in the study areas visited, it is evident particularly at the grassroots level, that NGO field workers (SDAs) and educational personnel found at woreda and school level are more familiar with each other's activities in their respective places.

To get fund from BESO project, the share of participation of the local community determines largely the potential of the community in the resources they possess and in the amount of funds they are able to allocate to the project. In doing so, the allocation of resources for each category (in each phase) of CSGP schools increasing steadily between 1996 through 2004 by evaluating the efficiency of the projects, participation and commitment of the local community. At the same time, an outstanding example of project performance of schools are awarded some amount of money more than double of the allotted budget for other similar projects in their respective areas.

Nevertheless, as a requirement of the organization, a certain amount of fixed contribution - counter part financing of at least 20 per cent of the total proposed project costs and other local (mostly - construction) materials and facilities as well as labor participation must be provided by the local community so as to get direct funds from the BESO project. In addition to this, it is also required to move the projects in question to a certain planning or development stages.

In general, the educational experiences developed by CSGP, particularly in participating and mobilizing local community financing, give rise to new knowledge appropriate to the regional reality but could not be transferred to other areas (schools) in their surroundings where the projects are executed. However, as it was reported by school administrators

and SDAs, community participation, particularly in terms of finance, is low. This problem, according to these respondents, has been attributed partly due to various contributions of money requested by the local government for different purposes; partly due to a lack of confidence in the quality of service, especially in education.

Similar to the BESO, the World Vision projects in Eastern zone is contributing in primary development projects in the region. Regarding the World Vision's concern, as shown in annex 10, it targeted its projects only in three out of 11 woredas in the Eastern zone. These are: Wokro, Atsebi Wonberta and Sesetsada Emba - thus, the intervention areas the NGO cover only 27.27 per cent of the zone's total area. However, though their programmes are based on these woredas, it was found that they have planned to participate in development activities of other woredas which are not their target areas.

According to the assessment of the organization, in the three project areas more than 452 girls and 3948 boys - total 4400 students are attending in newly constructed and rehabilitated schools. Based on this, they claimed that there is a substantial increase in primary school percentage participation from 15 per cent to 22 per cent girls and with a total from 21 per cent to 33 per cent in 3 woredas from 1999/02 to 2005/06. This figure represents the average number of direct beneficiaries per project.

However, beneficiary numbers (all direct and indirectly influenced by the projects) are not reliable because of their vague definitions. In this regard, in calculating beneficiaries for infrastructure projects and other related activities, it must be based on the number of individual users (in this case students) multiplied by the average life span of the project. The number of indirect beneficiaries is also calculated on the basis of average household of specific area in question by examining all possible beneficiaries of the project.

When one examines the five years budget of World Vision as it is indicated in Annex 10 the largest share of the NGO financed projects are allotted to the agriculture sector (20.60%), 18.43 per cent for education, and 16.80 per cent for capacity building respectively. In this regard, the volume and scale of the educational budget including capacity building provided by World Vision for five years at zonal level should be encouraged. However, this trend in turn will necessitate a fundamental reorganization: by

recognizing the current challenges facing educational development of the area, an effort is needed to coordinate and emphasize in the context of broad sub sectoral development programmes as well as to invest for the most cost effective educational inputs, particularly to finance the development of primary education at the grassroots level. World Vision is participating in nine developmental projects in the region. (For more information please refer annex 8).

To summarize the discussions regarding the implementation performance of NGOs, the governing types of intervention activities in which NGOs participated in the study areas are mostly concentrated in infrastructure programmes: construction, expansion, and renovation schools; and professional development programmes. Particularly different refreshment and upgrading courses for teachers; and involving in the development of girl's participation so as to minimize the prevalent problems of gender gap in gross enrollment ratio for girls, etc., activities that were once considered as exemplary deeds particularly for CSGP and World Vision.

Moreover, in terms of their relationships with project beneficiaries, the observations made revealed that there are significant variations among the NGOs involved in this study in the three zones. From these observations, it seems reasonable to argue that, the variations could affect not only the types and patterns of NGO- project beneficiary relationships in the study areas; but also influence their project performance achievements' of the NGOs in question.

Table 18 The impact of NGO Interventions and their Outcomes in PEDPs

S. No	Item	Respondents									
		NGOs		Government Organizations						Total	
				REB		WEO		School			
		No	%	No	%	No	%	No	%	No	%
1	Do you think that INGOs interventions in PEDPS would bring about important changes in the capacity building or empowering the local community in your area ?										
	a. yes	30	93.75	3	60.00	23	71.88	81	64.04	137	68.50
	b. No	3	6.25	2	40.0	9	28.12	49	35.96	62	31.16
	Total	33	100.0	5	100.0	32	100.0	130	100.0	200	100.0
2	Do you think that the resources assisted /supplied by NGOs in PEDPs bring sustainable benefits at the local grassroots level ?										
	a. yes	31	96.88	3	60.00	15	46.88	83	67.54	132	68.00
	b. No	2	3.12	2	40.0	17	53.12	47	32.46	68	32.00
	Total	33	100.0	5	100	32	100.0	130	100.0	200	100.0
3	In your experience, do you face any problem for running the projects after the termination of NGO involvement in your area?										
	a. yes	8	25.0	3	60.00	11	34.38	45	35.96	68	34.17
	b. No	25	75.0	2	40.0	21	65.62	85	64.04	131	65.83
	Total	33	100.0	5	100.0	32	100.0	130	100.0	200	100.0

Table 17 shows the impact of NGO intervention programmes and their outcomes particularly in PEDPs in sample zones of this study. According to the responses to item 1, the majority of NGO employees (93.75%) and 68.50 per cent from the GOs revealed that the intervention programmes run by NGOs in PEDPs brought about important changes in the capacity building or empowering the communities in their areas. Almost more than one third of the responses from the GOs side, however, indicated they never did (31.50%).

In a similar manner, 96.88 per cent of NGOs and 68.00 per cent from government employees revealed that the resources assisted by NGOs in PEDPs brought about sustainable benefits at the local grassroots level; while 32.00 per cent from GOs indicated that they never brought such kinds of improvements (Table 18, item 2). What is more,

though the majority of the respondents from both groups (65.83%) responded positively to the question in table 18 item 3, 25 per cent from the NGO side and more than above one third (34.17%) from government employees argued that they were confronted with different problems for running the projects after the termination of NGO involvement in their respective areas.

From this observations and from item 1 and 2 above in the same table, it is evident that project performance of NGOs and their impacts, while generally good, opinions vary widely from one project type to the other in different places and this probably depends on how the project is designed.

To test this, chi-square (x2) test at 0.05 level of significance has been employed to determine between two sets of categorical data based on the frequency counts. Based on this, the fact that project beneficiaries have much less confidence on the effectiveness of NGO intervention programmes in terms of capacity building and empowering the local community as shown by the highly significant chi-square test. Especially when it comes to the sustainability issue, one can generalize from the results of the chi-square test that there is high significant difference and worse than the results of capacity building or empowerment.

**Table 19 Chi-square test for Capacity
Building and Empowerment**

Sector	Yes		No		Sub-Total		Chi-square (X ²)	
	N0	%	N0	%	No	%	Pearson	.00090
NGO	30	21.90	2	3.17	32	16		
GOs	107	78.10	60	96.83	167	83.5	Likelihood ratio	.00020
Total	137	100	63	100	200	100		

When these are analyzed in relation to the basic questions about how effective is the capacity of the NGOs in serving the education sector and efforts to integrate their projects with regional planning efforts; it is difficult to conclude - to accept or reject the trends - because there are low and high participation as well as high return from these

intervention development programmes; which are practiced by some NGOs in the region. At the same time, since the NGOs subjected to this study are at their initial stage and some are found in a state of conducting pilot programme; it is very difficult to criticize or evaluate flaws on this regard. This can be answered, however, after having experienced a certain longer period of project life.

Moreover, although project sustainability is an issue that the NGOs continues to address, it was reported by the respondents of this study that some projects experienced significant delays and construction problems as a result of NGO’s inexperience and fast execution timetables. This indicates indirectly that there are significant variations among the NGOs’ project performance in different areas of the region. In this regard, experiences from many projects executed at the grassroots level have shown that the performance of project executors is a key factor in project outcomes, and NGO weaknesses that affect the project outcome are poor financial administration and insufficient logistical support.

At the same time, some problems that emanate from bureaucratic process such as local government (REB) readiness to carry out the programme on time of completion; frequent changes of local government authorities, educational officials and other isolated problems were also reported by the employees of the NGOs as the major drawbacks and factors that affect the project outcomes executed by NGOs.

Table 20. Chi-Square test on Project Problems after the termination of the NGOs involvement

Sector	Yes		NO		Sub-total		Chi-square (X ²)	
	N0	%	No	%	No	%	Pearson	.23247
NGOs	8	11.76	25	19.94	33	16.50	Likelihood ratio	.22254
GOs	60	88.24	107	81.06	167	83.50		
Total	68	100	132	100	200	100		

Accordingly, as it was indicated similar problems in tables 14, 16 and annex 10, in the absence of high quality information systems; sound management structures; developed

monitoring and evaluation systems; and limited experience to work on medium and large scales; it is likely that only a small number of NGOs could demonstrate such a capacity. By way of recapitulating outcomes in the study areas, there is a good start at this time; and especially since the change of government in 1991, NGOs are playing significant role in implementation of the five years education plan; and some of them are trying their best to lay down the educational foundation of a new approach - community involvement.

According to the observations made so far, the projects that have worked best are those that provide training and technical assistance to project executors (schools in this case); creating awareness and facilitating participation in view of the new ETP; developing administration capacity in project identification, planning, and related activities; cost sharing mechanisms with local community; and enjoying a high degree of coordination among relevant key actors; etc., which are practiced especially by CSAP and GDP-to some extent - offer a good example of such NGO participation respectively.

Especially, the key factors for programme success of CSAP or BESO project, among other things, are: CSAP does not do an operational project by itself, but delegates this role to intermediary organizations (SAC in this case); building the capacity of SAC to continue with the project; increasing the capacity of the schools in generating their own income (resources); CSAP also requires significant cost-sharing (at least 20%) from these intermediary organizations, which motivates them to present quality projects. In this regard, it seems Table 21 indicates that the responses of NGOs and GOs employees to the questions asked about the process of monitoring and evaluation as well as community complaints' regarding the outcome of PEDPs. On item one inquiry was made whether there is a continuous monitoring and evaluation of PEDPs in their localities or not. The responses from the NGO employees were 66.6 per cent said they operate sometimes, the other 21.21 per cent said they always did. From the GOs side, however, though 32.5 per cent said they conducted always and 37.74 per cent reported that sometimes.

Similarly, a comparison of this data with those presented by all respondents in open ended questionnaire concludes that the executing agencies (particularly GOs), do not

make an effort to conduct a complete monitoring and evaluating programmes. For instance, among the total respondents from both groups 78.89 per cent of them listed many factors regarding their responsibilities and mechanisms used in monitoring and evaluation practices relating to implementation conditions.

One may safely generalize from the above information that the efforts made by all agencies are concentrated on monitoring inputs in conformity with internal and financial rules. Mostly, it tends to be similar with the evaluation of infrastructure projects which focuses on the quantifiable, physical dimension of projects rather than on the social dimension such as community participation. In this regard, evaluation focuses only on implementation phase; it does not monitor progress towards project objectives; and almost ignores the sustainability and impact of expenditures. In the region visited, however, regular monthly field staff meetings to conduct a systematic evaluation of the project; consultations with other staff members; and joint field assessment with community representatives (SAC) and local government structures (WEO) are a good examples exercised by CSGP /BESO project in the region.

In general, we can generalize from the practical aspect of the target area that a complete monitoring and evaluation of the programmes (projects) have not been conducted and little information exists on the results of NGOs participation in terms of how NGO involvement has changed over time; the impact of NGOs on local community participation; and on the overall development impact of NGO-executed projects.

Table 21. Monitoring and Evaluation and Beneficiaries Complaints' About the Outcome of PEDP

S. No	Item	Respondents											
		NGOs	Government Organizations				Total						
			REB		WEO			School					
		No	%	N	%	No	%	No	%	No	%		
1.	Do you think that currently there is a continuous monitoring and evaluation of PEDPs/ programmes that are assisted by NGOs?			0									
	a. Always	7	21.21	3	60	13	39.39	49	37.98	72	32.50		
	b. Sometimes	23	69.69	1	20	9	27.27	40	31	75	37.50		
	c. Rarely	3	9.09	1	20	7	21.21	26	20.15	40	20		
	d. Not at all	-	-	-	-	4	12.12	14	10.85	20	10		
	Total	33	100	5	100	33	100	129	100	200	100		
2.	In your experiences, how often do the beneficiaries make complaints about the outcome of projects												
	a. Always	2	6.06			5	15.2	-	-	17	8.5		
	b. Sometimes	4	12.12	1	20	13	9.09	17	13.28	35	17.50		
	c. Rarely	17	51.51	3	60	15	45.45	41	31.25	75	37.50		
	d. Not at all	11	33.33	1	20	-	-	71	55.46	83	41.50		
	Total	33	100	5	100	33	100	129	100	200	100		
3.	In your experience, is there any difference between what NGO supposes the educational inputs in primary education should be and what the local community or local government supposes it should be?												
	a. Yes	15	45.45	3	60	29	87.88	89	68.75	35	67.50		
	b. No	18	54.54	2	40	4	12.1	41	31.25	65	32.50		
	Total	33	100	5	100	33	100	129	100	200	100		

In the woredas of the region observed (according to what was available in the statistics office of these agencies), even though there appears to be a good start in RPEDB; but generally it seems reasonable to argue that the local `government (as REB and other government representatives) has not undertaken a comprehensive evaluation of NGOs, nor is a structure within the government agencies to inform about the detailed picture of NGO intervention programmes in the region. This vacuum exists not only in government offices but also among different levels of NGO offices. Thus, lack of coordination and clear assignment of responsibility probably contribute to this problem.

To sum up this part, a major cause of difficulties in monitoring and evaluation seem the absence of a consolidated strategy and a coordination framework that assigns responsibility to different agencies and individuals involved in the executing of development programmes in the region in general.

On the other hand, respondents were asked whether the project beneficiaries make any complaints about the outcome of projects run by NGOs in their areas (table 21, item 2). Accordingly, adding together the responses 'Not at all' and 'Rarely', shared similar understanding that beneficiaries never complained about the outcomes of projects (79%).

The last question in the questionnaire addressed to all respondents of both groups was whether there is any differences between what NGO supposes the educational inputs in primary education should be and what the beneficiaries or local government representatives suppose it should be; responses on the part of NGOs were 56.25 per cent for no and 45.45 per cent for yes. On the government side, however, nearly three fourth of the total respondents 67.50% revealed that there are marked differences between the two groups, while 32.50 per cent said there is no difference at all (table 21, item 3).

Furthermore, chi-square (χ^2) test of significance was computed to examine the relationship between responses of the two groups; it was found that the results of this test **do not correlate closely**. The reason for this probably, could be the result of perceptive differences of project beneficiaries - for they are immediately affected by the project

outcomes of the educational inputs in their locality (for the result of chi-square test refer below)

**Table 22 Chi-square Test on Differences between Resources
Made Available by NGOs and GOs**

Sector	Yes		No		Sub-Total		Chi-square (X ²)	
	No	%	No	%	No	%	Pearson	0.00145
NGOs	14	10.37	18	27.70	32	16		
GOs	121	89.63	47	72.30	168	84	Likelihood	0.00203
Total	135	100	65	100	200	100		

In related matters, those respondents who argued that there are differences were also asked to choose from and rank order their reasons for their differences from the more critical problem to less critical.

As indicated clearly, many factors negatively affecting the current intervention programmes of NGOs in their execution of different projects in the region. According to the respondents on the NGOs side, the main critical reasons for difference regarding educational inputs are the policy from the centre (7 1.43%); regional rules and regulations (57.14%); and reluctance on the side of NGOs (50%) annex 9. On the other hand, the respondents from government employees ranging from REB to school level also singled out the following major reasons for difference between two groups: lack of community participation in project planning and selecting priorities; regional rules and regulations; and school management in particular and the regional administration in general.

To test these percentile differences and to examine the consistency of the two ratings, rank order correlation coefficient was computed. Accordingly, the ranks given to each reason as the main factor for the differences regarding educational inputs by each respondent were converted into scores by assigning 3 points to the reason cited as more critical, 2 to the critical, and 1 to the less critical. Based on the results of the rank order correlation, the reasons cited from the NGO side based on frequency counts mentioned earlier have similar rank order; however, on the GOs side the results are quite different and it was found that regional rules and regulations was ranked first, lack of community

participation and policy from the centre were ranked second and third respectively (refer Table 23 and annex 9)

Table 23. Reasons for Difference between NGOs and Local Community regarding Educational Inputs to PEDPs

Reasons for difference	NGOs		GOs		Difference	D-square
	Score	Rank-R1	Score	Rank-R2	D=R1-R2	
The policy from the center (MOE)	38.00	12.000	259.0	10.000	2.00	4.00
Regional state rules and regulations	35.00	11.000	276.0	12.00	-1.00	1.00
Reluctance on the side of NGOs	31.00	9.5000	254.00	9.000	0.50	0.25
Lack of coordination on the side of REB	28.00	5.500	232.0	4.000	1.50	2.25
Lack of community participation in project planning and selecting priorities	24.00	1.000	273.0	11.000	100.00	100.00
Incompatible with the principle of national self-reliance scheme	29.00	5.500	2444.0	7.000	-1.50	2.25
Inappropriate technology in relation to the nation’s curricula and teaching methods	31.00	9.500	251.0	8.000	1.50	2.25
Over ambitious design in relation to institutional and managerial capability	30.00	7.500	235.0	5.000	2.50	6.25
Culturally and socially unacceptable project areas	30.00	7500	235.0	5.000	2.50	6.25
The project feasibility in financial terms	30.00	7.500	225.0	3.000	4.50	20.25
NGOs do not operate as per their agreement	25.00	2.000	208.0	1.000	1.00	1.00
Spearman correlation coefficient					0.4789	(0.115)

From table23 it can be concluded that there is correlation but not a perfect correlation between the two judge’s ratings. To wind up, the table shows that the reasons whether first, second, or third are related to the policy issues or rules and regulations; all the other factors confirmed that any intervention programme or external assistance work only in a good policy environment and with sound economic management.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 SUMMARY

1. According to the findings of the study, there are 36 NGOs registered and currently operating in different zones and woredas of the region, Tigray. Among these mentioned NGOs the Tigray Agriculture and Rural Development Bureau has approved financing for 36 NGOs while the remaining 2 NGOs are in the process to sign the project agreement with concerned offices. All in all, 36 NGOs have started to execute more than 2679 projects in 15 sectors or programme areas.
2. The spatial distribution of NGOs varies widely between different zones and woredas in the region. The participation of most of the NGOs in the region was initiated in response to the severe drought that occurred for many consecutive years in the past. Hence, there is high concentration of NGOs on the drought prone areas and continued to be involved in the area for long term development programmes. However, in terms of volume of resources, the zones getting the highest share of assistance from NGOs are Central, Southern and Eastern. The total allocated budget for the project implementation in the region is about Birr 643,582,452.60. The number of NGOs involved particularly in education and related activities are more concentrated in Central, Southern and Eastern Zones participating in the sector. Despite the large number of NGOs and Projects in the education sector, education sector of the region is far down of the list of priorities in terms of NGO expenditures.
3. In terms of intervention programmes, training assistance, financial assistance, and infrastructure programme are the major development intervention areas in the education sector in the region. Moreover, we have found that the majority of the NGO-implemented projects gave emphasis to capital investment and devoted a negligible part of their resource for financing recurrent expenditures.

4. The study brings to the fore that the greatest needs or the major educational problems encountered in the target areas in order of critical importance presented as follows.
 - the need for school construction , expansion , and renovation ;
 - inadequate facilities, furniture, equipment and instructional materials;;
 - Inadequate trained manpower ; and
 - lack of inputs or budget in general
5. The findings indicate that the rationale of NGOs for intervention in PEDPs, in order of importance, are (1) complementing the action of REB and filling the gap left by the government through activities that directly benefit communities; (2) improving the quality and equity of basic education through community involvement; and (3) increasing the school NER of girls and boys.
6. In most cases, assistance was channeled through the local government, the NGOs themselves and through handing over an operational project to local community. In the study area, the local community (47.50%) of cases, local government (41.51%) of cases, and the NGOs themselves (32%) of cases are responsible for need assessment.
7. It was found that most of the employees of NGOs have addressed the major problems of the community. On the new education and training policy, the findings indicated, is believed to be capable of bringing about important changes in the intervention programmes of NGOs. Accordingly most NGOs are undertaking intervention programmes in the region in accordance with the new policy without any imposition from government authorities.
8. Project beneficiaries have involvement in coordinating the PEDPs in their areas (92.46, Table 14). More over project beneficiaries are participating always in the planning of educational activities (50.50%) in the selection of project sites (48%) in implementing the projects (56%) in monitoring and evaluation of projects (49.50 %) and in operating the project after its foundation (75%) - Annex 10.
8. There are coordinating committees set up in many places that are typically responsible for organizing the various activities of NGOs in PEDPs in particular and education sector in general (70.35%), local authorities (72.86%) and NGO

representatives (59.29%) are involved and participating for organizing the various programmes executed by NGOs. The meeting schedule of coordinating committee, however, was conducted based on the seriousness of the subject; and it was found out that most of the time these committees were entangled with many difficulties and did not make an effort to bring about close work relationships among key actors.

9. It was found that the most common management constraints are :

- lack of coordination and commitment among power actors-NGOs local government authorities , and project beneficiaries ;
- lack of awareness of some of the participants about the trends of the programmes ;
- Some of the committee members particularly the local government authorities are busy and some of them are a little reluctant.
- Some of the local government authorities attempt to assign the proposed projects in their respective birth place ;
- Some projects experienced significant delays and construction problems as a result of NGO inexperience and rapid execution timetables ;
- Lack of administrative and financial skills coupled with the lack of adequate logistical support, particularly in LNGOs;
- Lack of transparency about NGOs' activities, work plans and their budgets-locking information and blocking (financial) resources from flowing directly to community, particularly in INGOs.

12. The findings indicated that there is no formal relationship among the NGOs working in the PEDPs (78.67%, Table 17). They do not communicate or share information among themselves regarding their intervention activities. At the same time, there is a communication gap between local government authorities and NGOs, and NGOs.

13. The intervention programmes run by NGOs in PEDPs brought about important changes in the capacity building or empowering the local community (68.50%, Table 18) and brings also sustainable benefits at the local grassroots level (68.00%). Moreover, it

was reported that there is no problem for running the projects after the termination of NGO involvement in the area (65.83%).

5.2 CONCLUSION

1. NGOs reflect different social and political interests. These differences are partly reflected in their differences in their structure, objectives and methods of project beneficiary identification, implementation, and evaluation. Based on this, there has been a large variation in the effectiveness of NGO interventions.
2. The study showed that the majority of the NGOs gave more emphasis to projects on capital investment; having devoted only a small amount of their resources used to finance recurrent expenditures.
3. Regarding the projects executed by USAID/BESO, under CSGP, the programme is conducted based on the “working through the system” approach that enables it to directly channel resources to project beneficiaries; and projects are executed at the school level. In this regard, project ideas were initiated first at the school level and the project have had a positive impact particularly on the attachment of the local community to the schools in their surroundings on the other hand, all the NGOs considered in this study channel their assistance through local government authorities. As a result local NGOs tend have a closer relationship with local government than with people.
4. It is widely accepted principle of administration that NGOs should promote self help and overcome paternalism and dependency since they support mobilization of communities and the objectives of action are defined locally by the population. The study showed that some NGOs never encouraged the project beneficiaries to identify the priority areas or the type of assistance needed in their respective community. These NGOs seem to have faced problems in identifying the intended beneficiaries of their projects, the type of information required by potential users and of visualizing the potential applications of educational programmes. Partly due to this, a significant percentage (about 32 percent) of the target groups has reported that the ongoing programmes executed by NGOs could never address the problems of the community.

From this may conclude that many NGO projects fail to achieve their planned objectives, no more than.

5. Many of the PEDPs are executed through steering committees; there are some intervention programmes of NGOs executed without the benefit of such a committee. Even in those instances where steering committees were in place there were many cases where the committees had been improperly constituted, and therefore had not resulted in greater efficiency.

6. Most problems identified in this study are closely related to lack of coordination between NGOs and local government or local community in the one hand, and between and among NGOs on the other. The local government has not incorporated NGOs into its policies or structures; and the NGOs for their part did not act in a coordinated way to help local governments develop programmes, policy, or to collaboration among themselves in project identification and implementation. Greater donor harmonization is not seen as critical to aid effectiveness and local ownership.

7. The study seems to show that the intervention programmes run by NGOs in PEDPs brought about sustainable benefits at the local grassroots level in terms of capacity building and in empowering the local community. Where the performance of NGOs and their impact on development generally appear good, there is significant divergence in opinion on the performance of the region.

8. It has been found that monitoring and evaluation are conducted only for some of the projects assisted by NGOs. The evaluations undertaken generally focus on the implementation phase and do not monitor progress towards project objectives. Moreover, it generally ignores the sustainability, social dimension, and impact of expenditures. Can generalize that complete monitoring and evaluations of the programmes have not been conducted. Little information exists on the results of NGO participation in terms of how it has changed over time, the impact on project beneficiaries, and on the overall impact on development.

5.3 RECOMMENDATIONS

In view of the findings and conclusions the following recommendations are forwarded. When one examine the existing educational institutions in the region (Tigray), he can understand from the findings of this study that there is disparity between the need of the communities and the provision of educational services, shortage of instructional materials, textbooks, inadequate trained manpower coupled with training of teachers, inadequate facilities, and other related teaching materials, all indicate for the low quality of education. This calls in turn for a strong need for assistance and capacity building from regional to the grassroots level. However, the study showed that there still seems to be a tendency in the bureaucracy on the part of some NGOs to do something for the community, instead of encouraging them to take their own decisions and actions.

People are not perceived as “passive recipients” who accept whatever benefits and services are given to them but rather as active participants who make demands on the delivery systems or on whatever benefits. Once again, if development is really to belong to local community, it must be shared by them, achieved only “by people; and cannot be done “to people “.

Based on this premise, NGOs can translate local needs and peculiarities into formulation of their objectives and methods of action if they;

- maintain close contact with local communities and explore ways to work with them;
- getting resources to them requires strengthening their ability to act for themselves, help in mobilizing fund or cost sharing mechanisms for development projects ;
- encourage local community participation at all levels of project cycle and involved beneficiaries starting from the inception of project identification and design;
- involve local organizations in a way that provides them with incentive for self development ;
- local organizations together with project beneficiaries should be involved in a mobilized, decentralized, and self help approach system .

For this purpose, people-centre development strategies is one of the most important strategies for the goal of enabling the local community to take control of the decision making process which affect their lives, and for identifying institutions and mechanisms that can get opportunities and resources in to their hands. And it is only in this trend that participatory planning and priority arrangements must take into consideration of the community's values, beliefs, perceived needs, and goals.

Most of the NGOs who participate in developmental programmes of the region give more emphasis to execute projects on capital investment; and it is not clear what the future recurrent expenditure effects of these capital expenditures will be. The most probable effect depends on the mix of allocation between expenditures for rehabilitation and those for expansion. Thus, it is absolutely imperative that to devise a scheme and measures need to be taken to support improvements to budgeting and expenditure management at the regional level.

In order to facilitate coordination among the various tasks and executing agencies, mutual commitment and support is needed between the relevant local government authorities, the concerned NGOs financing the project and the intended beneficiaries. Many of the PEDPs are organized and coordinated through the steering committees set up in the respective places in the region. For that reason, the committee is vested with the legal power of making everything to coordinate the various activities and programmes that are executed by NGOs in their surroundings, but the findings showed that the coordinating committee is not functional as required. Once again, local government authorities are not doing what is required of them in bringing close relations among all power actors involved in the program. Therefore, it seems that there is an urgent need for coordination among the power actors and some mechanisms must be found; among these:

- Clear cut policies and plans-provide NGOs not only with precise definition of their roles in projects, but also clarify the project's objectives, how NGOs will contribute to achieving them; and able to do this within the context of the local power structure
- a clear definition of the responsibilities of each of the NGO and GO agencies

- Sector coordination -organizing NGOs working in the same sector or on the same project so that they can assess project performance and make discussions on how to improve the project and NGO participation in general.
- Establish a systematic channel of communication with NGOs to disseminate information like operational procedures, investment priorities, and other related issues ;
- Revising job description of REB so that they can play a collaborative role according to the agreement between NGOs and the local government.

The intervention programmes run by NGOs in PEDPs seems good. However, there are significant differences among the NGOs performance in different target areas of the region. Each of these NGOs plays a distinctive role in development process and faces a different range of the choice and strategies when considering the question of impact. To bring sustainable development, first and foremost, there must be an integrated approach for a common goal and objectives. Above all, it requires building up in people the confidence, skills, assets and freedom necessary to achieve this goal. NGOs should also to seek to develop closer community ties so as to develop and encourage ownership and innovation among the people in general. At the same time, training and technical assistance of the bodies responsible for day to day operation of the facilities must be considered as an essential part of the projects executed.

Since the intervention programmes of NGOs in the region have aimed at ensuring the sustainability of investment and benefits of their projects, and involved in establishing the institutional development in practice, then, the following critical elements must be considered.

- early local community analysis, involvement , and learning from the community
- Learning about the grassroots' priorities ;
- Information sharing and dialogue among the power actors ;
- Institutional strengthening and building on traditional structure; and

- Appropriate systems of monitoring and evaluation mechanisms for ensuring accountability.

These strategies must be adaptable to the local situation and flexible enough to deal or to manage properly the comparative advantage of NGOs in mobilizing funds from external sources; eventually to move from participation in aid projects to responsibility for their own programmes.

Project quality depends, among others, on the executing agencies' technical abilities and monitoring capacity as well as on participatory evaluation of all power actors involved in executing the developmental projects. In this context, monitoring and evaluation must be considered as valuable and integral part of management; which in combination with other inputs may have a role to play in the overall development so as to remind the executing bodies of their original purpose and measure their own performance in terms of impact and efficiency.

Nevertheless, there are no clear guidelines and instructions regarding the yardstick to be used in monitoring and evaluation, and the variety of techniques that can be used in their execution. This in turn restricts the flow of information among the various key actors involved in the programmes executed in the region. Then local government authorities (especially educational authorities) together with the concerned NGOs and with other concerned line bureaus such as REB, Regional Agriculture Development, Food Security, and Regional Planning and Economic Development Bureaus might consider the possibility of comparative issue or sector specific studies of NGOs activities instead of using the more common project by project approach (programmatic approaches).

Among the many techniques of monitoring and evaluation used for educational projects the following techniques must be considered.

- Conduct participatory monitoring and evaluation activities
- Project beneficiaries should participate in monitoring and evaluation of projects executed in their respective place;

- Evaluation, in addition to physical progress and disbursement should concentrate on the quality output and services offered
- Project evaluation requires clearly stated objectives and indicators for each type of projects as well as a well defined evaluation methodology in terms of anticipated project impact so that they can be measured.
- Design or adapt computerized management information systems to process NGO data separately and in combination with programme and project data to facilitate the process of monitoring and evaluation

Based on the above factors, continuous monitoring and evaluation as well as follow-up mechanisms should be strictly realized; and evaluate NGO capacity with respect to sector experience; administrative structure; number and availability of professional and support personnel; logistical support; community participation, with grassroots organizations and so on. On the part of NGOs, critical self-evaluation of their role and work in the overall development and societal context is an important exercise to remind themselves of their organizational purpose.

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Non-Government Organizations (NGOs) and their area of Intervention in Tigray

SN	Name of NGO	Operation Area		Total Projects	Dev't Section	Total Budget
		Zone	Woreda			
1	SIM-Ethiopia (Int.)	Mekelle	Debub		Social Affairs	1,316404
2	Ethiopian Youth Education Support	Southern	AdiGudom	-	Education	382,594
3	Ethiopian Red Cross Society (Local)	Mekelle	Debub	6	Social Affairs	1,340409
4	Hansenians Ethiopia Welfare Organization	Mekell	Quiha		Health	5,467,018
5	Ethiopian Initiative for Development	Southern	Alagie		Health	213361.15
6	Children & Youth Welfare and Devt. Association	All Zones		5	HIV/AIDS (Health)	283344
7	The Well Foundation	Western	Tahtay Koraro		Rural Devt	20,007332
8	REST (Local)	All Zones	Raya Azebo Wukiro, Mereb Leke, Shire Endasselassie Degua'a Tembien, Woreeleke, Alagie, Tanqua Abergelle, K/Tembien	13	Rural Devt. Health, Relief, Agriculture .Food Security. Education	208486763
9	Mums for Mums	Mekelle			Health	8.418413
10	Ethiopian Community for Social Development and children Center Association (local)	Southern Mekelle Central Western	Enderta, Hintallo Wejerat, Gulomeke da, Erop Saet Tsada Emba, Koraro, Laelay Adiabo, Adua	21	Agriculture, Emergency Rehabilitation, Health, Child Care, Employment generations, Water Resource	136077334
11	Action-Aid Ethiopia (International)	Eastern	Ofla	3	Rural Development	3260830

12	EOC	N.Western	Astbi-Tsinbila		Irrigation and food security	377348
13	Hope-Community Service	Southern	Hiwane,Hintallo-Wejerat	1	Health	214148
14	Human beings Assciation	Mekelle and Southern	Semien,Alamata		Children Dev.	
15	SOS-Children Village Ethiopia	Mekelle	Mekelle	3	Social Affairs Education	6047300
16	Panos Ethiopia					On Process
17	World Vision Ethiopia	Eastern	Saeseet TsadaEmba, Wkro	9	Education health Agriculture Environment capacity Bld WAT SAN, HIV	75848293
18	Tigray Development Assocaition	All Zones	46	439	Education, Health, Capacity building	117539551
19	Medicine du Monde	Central	Adua, Axum	4	Health family planning, training	5076269.00
20	Tigray Disabled Veterans Association	Mekelle	Debub	1	Technical Training	8411855
21	Center for National Health Devt. in Ethiopia	Mekelle	Semien	2	Health, Training	On Process
22	USAID/BESO project-CSGP Devt. In Ethiopia	All Zone	20 woredas	2040	Education	45972135
23	Marie-Stopes Inter-Ethiopia (International)	Mekelle	Mekelle	2	Family Planning	3042840
24	NACID (Local)	Eastern	Ganta Afeshu, Saeseet Tseda Emba,Gulomekeda	4	Reproductive Health, Education	1142946.00
25	DKT-Ethiopia (Local)	All Zones	All Woredas	2	Family Planning, Aids prevention	784348
26	Save the Children	Southern,	Enderta	2		
27	Menschen fur Menschen (Int)	Southern	Maichew		Health	1252000
28	VOCA (Int) (Int)	Western	Humera	1	Agriculture	85893

29	MSF-Holland (Int)	N.Western	Humera	3	Health	13770976
30	EOC-DICAC	Southern	Samre Sahrti		Rural Devt.	4325626
31	HEVETAS	Eastern Southern	KilteAwlaello Mekony,Hintalllo Wajerat	6	Technical Assistance for Coctus	13900000
32	ADCS Selassian of John- Donbosco (International)	Central	Adua		Integrated	17281220
33	EECMY	Central	Mereb Leke	3	Agriculture, Health,Educatio	830427.00
34	Othodox (Local)	Southern,Ce ntral,Eastern	Hintallo Wajarat,EnDerta,A xum, Adua	8	Agriculture, Health, Education	3154377
35	Relief and Devt. (RaDO) (Local)	West	Shire	2	Rehabilitatation	1925000
36	Gidey Social Service Organ (Local)	East	Astbi Wonberta	1	Health	297722
37	Gobezie Geshu (Local)	Central	Adua	1	Health	3109138.80
38	Adventist (Local)	Mekelle	Debub	2	Education	3109138.80
	Total			2679		643582452

A. Yes _____

B. No _____

14. If your response to question number 15 is yes, please rank the following problem areas by marking "X" from the more critical problem to the less critical

Reasons or difference	Rank Order or Reason's difference		
	More critical	Critical	Less Critical
The policy from the centre (MOE)			
Regional state rules and regulations			
Reluctance, on the side of NGO			
Lack of coordination on the side of REB			
Lack of community participation in project planning and selecting priorities			
Incompatible with the principle of national self-reliance scheme			
Inappropriate technology in relation to the local capabilities			
Lack of comparative advantage in relation to the nation's curricula and teaching methods			
Over ambitious design in relation to institutional and managerial capability			
The project feasibility in financial terms			
NGOs do not operate as per their agreement			

15. Please mention any other problems, if any.

16. What measures/ solutions do you suggest to resolve this problem?

A. _____

III. Concerning the Need Assessment and Selection of Beneficiaries (Priorities)

A. _____

II. Concerning the Need Assessment and Selection of Beneficiaries (Priorities)

1. How do you make the need assessment for the developmental projects in primary education which are currently run by NGOs?
 - A. Local community come up with project proposal _____
 - B. NGOs themselves assess the needs of the local community _____
 - C. the local community without NGO involvement decides the project site
 - D. Other ways, (if any) _____
2. Do you think that the ongoing programs run by NGOs could address the needs of the local
community in terms of primary education development projects?
 - A. Yes _____
 - B. No _____
3. If your response to question number 2 is no, please state the reason.

5. How often do NGOs attempt to implement their own priority areas in their assistance that are different from the educational planning and priority areas in your locality?
 - A. Always _____
 - B. Sometimes _____
 - C. Rarely _____
 - D. Not at all _____
6. If your response to question number 5 is always, how is it that the priorities identified by NGOs coincided with that of the planning efforts of the area?

7. How often does the selection of project sites by NGOs alone affect/hinder the relationship between NGOs and local government?
 - A. Always _____
 - B. Sometimes _____
 - C. Rarely _____
 - D. Not at all _____
8. If your response to question number 7 is always, how do you reconcile these differences in your area? (Please specify)

9. Are there any organization/institution, government bodies, or any other agencies which are responsible in selecting beneficiaries other than NGOs?
 - A. Yes _____
 - B. No _____
10. If your response to question number 9 is yes, please mention them.

11. Does local community (Project beneficiaries) have any involvement/roles in coordinating the developmental projects run by NGOs in primary education sub sector in your area?

A. Yes _____ B. No _____

12. If your response to question number 11 is yes, do project beneficiaries have roles particularly in the:

	Always	Sometimes	Rarely	Not at all
Overall planning of education projects				
Selection of project sites/areas				
Type/amount of assistance/service				
Implementation of projects				
Monitoring and evaluation of projects				
Operating the project after its foundation				

14. Are there any new educational inputs or technological equipment installed introduced through primary education development projects by NGOs in your area?

A. Yes _____ B. No _____

15. If yes, do the potential beneficiaries get any training/orientation as to how to operate the new educational inputs or developmental projects by NGOs in their locality?

A. Always _____ B. Sometimes _____ C. Rarely _____ D. Not at all _____

III. Concerning the Resources Contribution of NGOs: Policy Issues, Relationships, and Operations of PEDPs

(Questions 1-5 are to be answered by NGO and REB employees only)

1. Do you think that the Education and Training Policy (ETP), adopted since 1994, brings important changes particularly for NGO intervention programs in PEDPs?

A. Yes _____ B. No _____

2. If your answer for question No 1 is yes,

Annex 6

SAMPLE SCHOOLS, WORED As AND ZONES OF THE STUDY

S.No.	Name of Primary School	Woreda	Zone	Remark
1	Mulatat	Enderta	Southern	
2	Aragure	Enderta	Southern	
3	Mai-mekden	Enderta	Southern	
4	Debri	Enderta	Southern	
5	Myshibti	Enderta	Southern	
6	Mainebri	HintalloWejarat	Southern	
7	Adigudom	"	Southern	
8	Hawatsu	"	"	
9	Asgede	"	"	
10	Gimelo	"	"	
11	Firekalsi	Saeseet TsedaEmba	Eastern	
12	Gormodo	"	"	
13	Firewoini	"	"	
14	Medhanialem	"	"	
15	Addis Zemen	"	"	
16	Agulae	Wukro-Rural	"	
17	Makuat	"	"	
18	Negash	"	"	
19	Dengolo	"	"	
21				
22	Adi-Gilya	WereeLeke	Central	
23	Endabatsahma	"	"	
24	Golgolo	"	"	
25	Hanse	"	"	
26	Mai-Lemin	"	"	
27	Adi-Alemti	Kolla Tembein	"	
28	Adi-Ha	"	"	
29	Mai-Gundi	"	"	
30	Selam	"	"	
31	Werki - Amba	"	"	
32	Simret	Degua Tembien	"	
33	Tikul	"	"	
34	Aregen	"	"	
35	Aynimbirkekin	"	"	
36	Adi-Lal	"	"	

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QUESTIONS FOR INTERVIEW

Name of the organization the interviewee works in _____

Career position _____

Place (town/city) _____

Questions for NGOs

1. When did your project commence in Ethiopia?
2. Do you have primary education developmental programs in Tigray Regional State? If so, how do you define the project undertaking in this region?
3. For how long have you worked in this region?
4. What are the main objectives of your project?
5. Do you give special priority to your project beneficiaries? If so, which groups of your beneficiaries receive priority in your primary education development programs?

Questions for both NGOs and GOs

1. Is there a document or a report that consolidates the total picture of NGO intervention operations? (For instance, the scope, source, volume and impact in the resources contribution of NGO to any developmental projects in general and educational or PEDPs in particular).
2. How do NGOs channel their assistance to PEDPs in the area?

3. If your organization has a role for selecting beneficiaries, what criteria do you use in your selection process? And, please mention the main organs of government or any other agencies which are responsible in selecting beneficiaries other than your organization.
4. How often the local governments create a favorable condition for the NGO to intervene in the primary education sub-sector in the area?
5. How do local authorities get feedback on the project operations of NGO that are implemented at different localities?
6. How do you evaluate the overall scheme of the NGO programme in its effort to achieve development and expansion of primary education project in the area?
7. What are the major development intervention areas that NGOs identified and involved in the education sector in general and primary education developmental project (PEDPs) in particular in your locality? (Please enumerate the list in the table below)

No.	Type of intervention areas/projects (Sub-sector Programme e.g. primary ed., Adult ed., Curriculum, etc.)	Type of Assistance/Service (e.g. construction of buildings, text books, etc.)	No. of Projects in the Region	Zone	Woreda (District)	School

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**Questionnaire to be filled by Government and NGO
employees**

The main objective of this questionnaire is to collect first hand information for the study on "The Resources Contribution of Local and International NGOs in Primary Education Development Projects in Central, Eastern and Southern zones of Tigray Regional State".

Your cooperation in providing pertinent and reliable information will be invaluable. So, Please fill out the questionnaire completely and honestly.

Thank you for your cooperation

INSTRUCTION

- A. No need to write your name
- B. Please put "X" mark in the space provided for your answers given in a multiple choice form.
- C. Please give short answers in the space provided for question items that require your opinion.

GENERAL INFORMATION

1. Place: Zone _____ Woreda _____ Village/Town _____
2. Name of the organization you work for _____
3. Career position _____
4. Age: 1-5 years _____ 6-11 years _____ below 20 years _____
Between 20 and 30 _____ between 31 and 40 _____ Above 41 _____
5. Sex: Male _____ Female _____
6. Current Educational level _____

I. Concerning Type of Intervention Areas by Actors

Questions 1-2 and question 5 and 6 are to be answered by GO and NGOs respectively

1. Which organization is engaged in providing services/assistance programs particularly for the Primary Education Development Projects (PEDPs) in your area? (You may give more than one answer).
 - A. Local NGOs
 - B. International NGOs
 - C. Both Local and International NGOs
 - D. Other (Please specify) _____
2. What kind of assistance do you get from these NGO intervention programs? (You may give more than one answer, if any)
 - A. Financial Assistance _____
 - B. Technical Assistance _____
 - C. Instructional materials, furniture, and equipment _____
 - D. Training _____
 - E. Construction and maintenance of buildings _____
 - F. Other, Please specify _____
3. Is there any new educational input or technological equipment installed through PEDPs by NGOs?
 - A. yes
 - B. No
4. Do NGOs channel their assistance to PEDPs in your area? (you may give more than one answer, if any)
 - A. through local government _____
 - B. through the NGOs themselves _____
 - C. Through handing over an operational project to local community _____
 - D. Other means (please mention) _____
5. Could you specify your area of intervention?
 - A. Primary education development projects
 - B. Funding educational development projects
 - C. Supporting other projects
 - D. Other (please specify _____)

6. What is your source of capital?
- A. Donors
 - B. Membership fees
 - C. Income generating activities

II. Opinion on NGO Interventions and their impact in PEDPs

1. Local community should participate in any interventions in their locality to get what they need?
- A. Strongly Agree _____ B. Agree _____
C. Disagree _____ D. Strongly Disagree _____
2. Do you think that International NGOs developmental project interventions in primary education would bring about important changes in the capacity building or empowering the local community in your area?
- A. Yes _____ B. No _____
3. If your response to question no. 2 is no, please give your reason why it happened so.
- _____
4. Do you think that the resources assisted/supplied by NGOs in PEDPs bring sustainable benefits at the local grassroots level?
- A. Yes _____ B. No _____
5. If your response to question number 4 is no, please state the main problems.
- _____
6. What solutions do you propose to bring sustainable development in primary education sub-sector at the local grassroots level? (you may give more than one answer).
- A. Local NGOs should be involved
 - B. International NGOs should be encouraged
 - C. Alternative Education should be introduced
 - D. Community participation in the projects design, implementation and evaluation
 - E. Other (specify if any) _____
7. What plans do you have for running the projects after the termination of NGO involvement? (you may give more than one answer).

- A. Local authorities has to take care
- B. The community should control over its administration
- C. Other (specify if any) _____

8. In your experience, do you face any problem in the above cases?

- A. Yes _____
- B. No _____

9. If your response to question number 8 is yes, what kind of problems and what measures/solutions did/do you take to resolve these problems? (Please mention)

10. What is the reason of the NGOs intervention scheme in primary education in general from your point of view? (You may give more than one answer).

- A. Children are learning near to their home
- B. Introduction of new technologies
- C. Huge number of beneficiaries
- D. It is center to educate adults and youths

11. What comments would you like to give concerning the relationship between:

- A. Local NGOs and International NGOs working in PEDPs

- B. NGOs and local government (such as local administrative authorities, Regional Education and Planning Bureaux, Zonal and Woreda Education Offices) _____

- C. NGOs and local community (project beneficiaries)

12. In your experience, how often do the beneficiaries make complaints about the outcome of projects run by NGOs in your area?

- A. Always _____
- B. Sometimes _____
- C. Rarely _____
- D. Not at all _____

13. If your responses to question number 13 is always or sometimes:

- A. What is/are the base(s) of complaint? (Pleas mention them)

- B. How do you resolve the complaints? (Please give vivid examples, if any)

A. Yes _____

B. No _____

2. If Yes,

- A. What changes or improvements have you observed on the developmental activities and strategies of NGOs in PEDPs after 1994? (Please specify)

B. What problems have you observed/ encountered in this respect?

3. Do you think that the Education and Training Policy gives equal opportunity to local and International NGOs to participate smoothly in PEDPs in your area?

A. Yes _____

B. No _____

4. If no, Please state the reason.

5. Do you see any imposition from the governmental authorities in your project implementation Process?

A. Yes _____

B. No _____

6. If your response to question number 5 is yes, what kind of imposition? (Please mention)

7. Does the local government organize meetings or workshops to discuss issues on resources contribution of NGOs to primary education in your area?

A. Always _____ B. Sometimes _____ C. Rarely _____ D. Not at all _____

8. Do you have any formal relationships with other NGOs working in the primary education developmental projects in your area?

A. Yes _____

B. No _____

9. If no, would you specify the reason?

10. If your response to question number 8 is yes, how often do you share information about the activities of different donor agencies in your area?

A. Always _____ B. Sometimes _____ C. Rarely _____ D. Not at all _____

13. Is there any coordinating committee set up in your locality that is typically responsible for organizing the various activities of NGOs in primary education in particular and education sector in general?

A. Yes _____ B. No _____

14. If your response to question number 11 is yes:

A. What are its duties?

B. How often does the committee meet?

C. Are project beneficiaries involved in the coordinating committee?

Yes _____ No _____

D. Are local authorities involved in the coordinating committee?

Yes _____ No _____

A. Are NGOs members in the coordinating committee?

Yes _____ No _____

13. Have you come across any problem(s) in your coordinating role?

A. Yes _____ B. No _____

14...If your answer for question number 13 is yes, what are they?

14. Do you think that currently there is a continuous monitoring and evaluation of primary education developmental programs (projects that are assisted by NGOs?)

A. Yes _____ B. No _____

16 How do you evaluate the overall scheme of the NGOs programs in its effort to achieve development and expansion of primary education opportunities in the area? Please give your opinion and genera comment on the programs assisted by NGOs?

Annex 8

**Table World Vision Development Program-North Branch
(2006-2010)**

S.N	Project	Wukro	%	SaeseEsae da Emba	%	Wonbert a	%	Total	%
0									
1	Agriclture	711570	29	744081	18	316887	12.8	1772538	7.69
2	Environment	424047	3	4240474	10	114527	4.6	500928	2.17
3	Education	429500	18	711015	17	315098	12.8	1455613	6.31
4	WATSAN	249430	10	451180	11	256092	10.4	956702	4.15
5	HIV/AIDs	133340	6	371292	9	9197030	8	507284	2.2
6	Health	101120	4	213575	5	175922	7.1	490617	2.13
7	Economic Dev't	113710	5	219890	5	187025	7.6	520625	2.26
8	Community Capacity Building	47300	2		-	64860	2.6	112160	0.49
9	Sponsorship Project	84408	3	343485	8	362933	14.7	790826	3.43
10	Program and project Mgt	471300	20	721435	17	479229	19.4	1671964	7.25
11		2417390	100	4200000	100	246900	100	23060293	100

Source: World Vision Strategic Plan

N.B. Amount is in US Dollar (USD).

The Generation of NGO Development Programme Strategies

	Generation		
	First	Second	Third
- Defining features	- Relief and welfare	- small scale self-reliant local development	- sustainable systems development
- problem definition	- Shortage of goods and services	- Local inertia	- Institutional and Policy constraints
- Time frame	- immediate	- Project life	- Indefinite long-term
- Spatial scope	- Individual of family	- Neighborhood or village	- Region or nation
- Chief actors	- NGO	NGO + beneficiary organizations	- All public and private institutions that define the relevant system
- Development education	- Starving children	- community self-help initiatives	- Failures in inter-dependent systems
	- Logistics management	- project management	- Strategic management

Source: Korten, David C. (1987). "Third Generation NGO Strategies: A key to people – centered Development". Vol. 15, Supplement: p. 148

Reasons for Difference of Educational Inputs Between NGOs and Local Community/Local Authorities

Reasons for Difference		Bank Order of Reason's Difference																	
		NGOs						Gos						Total					
		More critical	Critical	Less critical	More critical	critical	Less Critical	More critical	Critical	Less critical	More critical	Critical	Less critical						
S.No	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%			
1	The policy from the center (MOE)	10	71.43	3	21.4	1	7.14	48	39.67	42	35	31	25.62	58	42.96	45	33.33	33	24
2	Tied regional state rules and regulations	8	57.14	5	35.7	1	7.14	59	48.76	37	31	25	20.66	67	49.63	42	31.1	26	19
3	Reluctance on the side of NGOs	7	50	3	21.4	4	28.6	44	36.36	45	37	32	26.45	51	37.78	48	35.6	36	27
4	Lack of coordination on the side of REB	5	35.71	5	35.7	4	28.6	39	32.23	33	27	49	40.5	44	32.59	38	28.2	53	39
5	Lack of community participation in project planning and selecting priorities	3	21.43	4	28.6	7	50	62	51.24	28	23	31	25.62	65	48.15	32	23.7	38	28
6	Incompatible with the principle of national self-reliance scheme	6	42.86	3	21.4	5	35.7	46	38.02	31	26	44	36.36	52	38.52	34	25.2	49	36
7	Inappropriate technology in relation to the local capability	6	42.86	3	35.7	3	21.4	48	39.67	34	28	39	32.23	54	40	39	28.9	42	31
8	Lack of comparative advantage in relation to the nation's curricula and teching	3	21.43	6	42.9	5	35.7	43	35.54	29	24	49	40.5	46	34.07	35	25.9	54	40
9	Pver ambitious design in relation to institutional and managerial capability	6	42.46	4	28.6	4	28.57	44	36.36	26	22	51	42.15	50	37.04	30	22.2	55	41
10	Culturally and socially unacceptable	3	21.43	6	42.9	5	35.7	32	26.45	28	23	61	50.41	35	25.93	34	25.2	66	49
11	The project feasibility in financial terms	6	42.46	4	28.6	4	28.6	39	32.32	26	22	56	46.28	45	33.33	30	22.2	60	44
12	NGOs do not operate as per their	4	28.57	3	21.4	7	50	24	19.83	39	32	58	47.93	28	20.74	42	31.1	65	48

Annex 10
Summary on the role of Project Beneficiaries in PEDPs

S. No	Item	Respondents										Total	
		GOs											
		NGOs		REB		WEO		School					
1	project beneficiaries have roles particularly in the overall planning of education project	No	%	No	%	No	%	No	%	No	%	No	%
	a. Always	23	68.75	1	20.00	14	31.25	63	52.50	101	50.5		
	b. Sometimes	4	12.50	3	60.00	16	50.00	24	20	47	23.50		
	c. Rarely	6	18.75	1	20.00	3	18.75	28	21.67	39	19.50		
	d. Not at all	-	-	-	-	-	-	16	-	13	6.50		
	Total	33	100.00	5	100.00	33	100.00	129	100.0	200	100.00		
	2 Selection of project sites/areas												
	a. Always	22	65.63	-	-	23	71.88	51	39.53	96	48		
	b. Sometimes	4	15.62	4	80.00	10	28.12	10	7.75	28	30.5		
	c. Rarely	7	18.75	1	20.00	-	21	21	16.3	29	16		
	d. Not at all	-	-	-	-	-	-	47	36.43	47	5.5		
	Total	33	100.00	5	100.00	33	100.0	129	100.0	200	100.00		
	3 Selection of Type/amount assistance/service												
	a. Always	15	45.45	-	-	4	12	26	26.26	45	22.50		
	b. Sometimes	3	9.09	-	-	10	30.30	17	7.07	30	15		
	c. Rarely	2	6.06	1	20.00	7	21.88	41	31.31	51	25.50		
	d. Not at all	13	39.39	4	80.00	12	36.36	45	35.35	74	37		
	Total	33	100.00	5	100.00	33	100.0	129	100	200	100.0		
	4 Implementation of project												
	a. Always	22	68.75	-	-	16	48.48	61	61.61	99	56		
	b. Sometimes	9	25.0	4	80.00	10	30.30	41	31.31	64	32.5		
	c. Rarely	2	6.25	1	20.00	6	21.21	16	6.06	26	13		
	d. Not at all	-	-	-	-	-	-	11	1.01	11	5.50		
	Total	33	100.00	5	100.00	33	100.0	129	100.0	200	100.0		

S. No	Item	Respondents										Total	
		GOs											
		NGOs		REB		WEO		School					
		No	%	No	%	No	%	No	%	No			
5	Monitoring and evaluating of project												
	a. Always	17	50.0	1	20.00	19	57.57	54	41.86	91	45.5		
	b. Sometimes	14	42.42	1	20.00	7	21.21	40	35	62	31.00		
	c. Rarely	2	6.25	3	60.00	6	18.18	20	15.50	31	15.15		
	d. Not at all	-	-	-	-	1	3.03	15	11.63	16	8.00		
	Total	33	100.00	5	100.00	33	100.0	129	100.0	200	100.0		
6	Operating the project after its foundation												
	a. Always	23	69.69	4	80.00	25	78.12	98	75.97	150	75		
	b. Sometimes	6	18.18	1	20.00	7	21.88	25	16.63	29	14.5		
	c. Rarely	4	12.12	-	-	1	-3.03	10	7.75	15	7.5		
	d. Not at all	-	-	-	-	-	-	6	4.65	6	3		
	Total	33	100.00	5	100.0	33	100.0	129	100.0	200	100.0		

A THESIS SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES, ADDIS
ABABA UNIVERSITY.

DECLARATION

I declare that this thesis is my original work and has not been presented for a degree in any other University and that sources of material used for the thesis have been duly acknowledged.

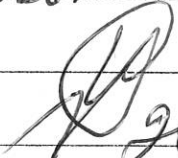
Name: HAILE TAREKE GEZEHEGN

Signature: 

Date of Submission: July 17, 2007

This thesis has been submitted for examination with my approval as a University advisor.

Name: Wossen Yirram

Signature: 

Date of Submission: 20/07/07