

**ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES**

**THE CHALLENGE FOR QUALITY MANAGEMENT
OF PRIMARY EDUCATION IN ETHIOPIA**

GERMAY G. MICHAEL YIHDEGO

JUNE 2001

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GERMAY G. MICHAEL YIHDEGO

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of Master of Education in Educational Administration**

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

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KEY TO ABBREVIATIONS

Ed. Ad.	Educational Administration
ERGESE.....	Evaluative Research on the General Educational System of Ethiopia.
EQM.....	Educational Quality Management.
MOE.....	Ministry of Education.
QM.....	Quality Management.
PEB.....	Regional Education Bureau.
SWOT.....	Strength, Weakness, Opportunities & Threats.
TQM.....	Total Quality Management.
WEO.....	Wereda Education Office.

ABSTRACT

The purpose of this research was to examine the Challenges for Quality Management of Primary Education in Ethiopia and forward possible solutions which can support educational managers, experts, researchers and donor organizations to unite and focus their efforts toward a clear vision, goals, strategies and series of action programs.

This involved a survey of three intentionally chosen regions-Addis Ababa, Tigray and Afar-which were meant to represent urban, rural and under-served school characteristics respectively. Availability and purposive sampling techniques were also employed to collect data through questionnaires and interviews from the managers at the center, MOE, Regional Education Bureaus (REBs), selected Wereda Education Offices, and sample school principals, assistant principals, department heads for core subject areas, Teacher Association Representatives and Students Councils.

Conceptually, quality management is an evolutionary process that requires radical shift in the basic assumptions, methods and techniques and culture of the schools and the organization at large. It is about a change that takes place on the bases of principle-based values, shared vision, goals, strategies, action plans, implementation, data collection, analysis, feedback and recycling activities through the empowerment of all people in the organization.

Practically, the primary education management in Ethiopia was found to be entangled with problems of ineffective leadership, low commitment, managerial incompetence and lack of common term of reference.

For a better future, primary education managers at all levels have to start to change themselves to bring a true systemic transformational change. To this end a critical mass of all those who have a vested interest in primary education must possess the basic assumptions of quality management. This will possibly give them empowerment which in turn helps them to participate meaningfully in the process of developing shared vision, quality goals, strategies and recycling activities. If the training part is skillfully planned and

implemented, it could provide us managers and teachers who are themselves, who have an inner light of their own, who are creative and independent, who can understand and solve the educational quality problems in an Ethiopian way. i.e., If the culture of cooperation, history of independence and etc are geared towards a quality improvement, it could help much.

Since this study is the first of its kind, it cannot go more than touching the most essential considerations of quality management of primary education.

Hence, opportunities for further research seem to be there in the areas of establishing quality systems, educational quality control systems, team management, genuine participation, principle-based training and support programs, new structures and functions, and rethinking rules, roles and responsibilities in light of the demands of globalization.

CHAPTER ONE

1. THE PROBLEM AND ITS APPROACH

Under this chapter, topics like background and statement of the problem; significance, delimitation and limitations of the study; the research design, definition of terms and organization of the study is discussed.

1.1. BACKGROUND OF THE PROBLEM

Hereunder, an attempt is made to see the nature, scope and magnitude of educational quality problems at a global, regional, sub-regional and country levels

1.1.1. EDUCATION QUALITY PROBLEM: A GLOBAL CONCERN

Quality of education has become a more global agenda both in developed and in developing countries than ever before. Determinants of school quality, such as explicitness of policies and coherence of strategies for implementing them, quality and stability of educational managers and information, competitiveness of posts, recruitment procedures, motivation, retention, transfer and turnover-rates, financial and material commitments, curriculum soundness in terms of relevance and balance seem to be common global concerns (Grisay & Mählcck, 1991; Mosha in Bude ed., 1989).

Though we share such common features of quality, the characteristics, magnitude and degree of complexity of the problem are so different when seen from the perspectives of developed and developing countries (Mosha in Bude, ed., 1989; T/ Haimanot in Amare and Others ed., 1998).

In developed countries, where 100% participation rate is achieved, the question of educational quality relates to such realities like helping students to cope up with their

societies' level of development and keeping them in touch with the pace of the ever changing world (Kaufman & Zahn, 1993; Murgatroyd and Morgan, 1994; T/ Haimanot in Amare and Others ed., 1998).

In most developing countries, where universal education for all is not achieved, quality problem is attached with high dropout and repeater rates, inadequate teaching-learning materials, overcrowded classrooms, low achievement level of students, irrelevance of curriculum, unemployment problem of school leavers, demotivated and poorly trained teachers, the neglect of alternative education, out-dated and unprofessional educational managers (Baum & Tolbert, 1985; Beeby in Bude ed., 1989; Carron & Châu, 1996. Cumings, Mogesie and T/ Haimanot in Amare & Others ed. 1998; Fuller, 1985).

Such differences in education quality problem are not existent only in the views of developed and developing countries, but also among the views of educators at a global level. A few think that quality of education is the function of massive infusion of money to the education system; a few still believe that quality education is a function of basic redirection of educational strategy; while others try to see quality inside the successful implementation of Quality Management (QM) Model (Banathy, 1992; Branson, 1988; Cuban, 1990; Nelson, 1992; Newmann, 1991; Osborne and Gaebler, 1992; Oakland, 1995).

According to the views of the above educators, quality problem in education is mainly attached with the shortage of financial resources, lack of newer approaches, absence of radical reforms and managerial incompetence.

1.1.2. PRIMARY EDUCATION QUALITY PROBLEM IN DEVELOPING COUNTRIES.

A. AN OVER VIEW OF EDUCATION

In developing countries, the conception of education has become broader in scope and richer in meaning over the past two decades (Pliya in Bude (ed.), 1989). Education is regarded as an investment in human capital, which is the most important of all other resources for development. Moreover, it is believed to contribute to national economic growth and to the productivity and income level of individuals. Beyond improvements in the quality of labour, it is supposed to transmit cultural, religious, and sometimes political values, and to preserve national identity (Baum and Tolbert, 1985).

According to research findings, the beliefs were found stronger for primary education than any other level. The average rate of return of investment in primary education was found to be 27% in the low-income countries and 12% in the middle-income countries. The corresponding figures for secondary and higher education were 17 and 13 percent for the low-income countries and 10 and 8 percent for the middle-income countries respectively (Fuller, 1985).

The above economic evidences clearly show that the need for the improvement of primary education quality management is of a paramount importance for the poorest developing countries like Ethiopia.

Indicating what had happened to these expectations, Garrett in Bude (1989) writes that “the notion that schools were the primary vehicle of development was rather an act of faith than a result of solid empirical evidence”. In the light of recent events, one can only conclude that in many respects the consequences of educational planning have fallen short of initial expectations and hopes.

Accordingly, this may imply that a mere existence of educational institution does not necessarily lead to neither greater wealth for the individual nor for the nation, unless the management keeps trade off between expansion and quality at place.

B. QUALITY MANAGEMENT

Educational management in developing countries is found to be very problematic. The managerial and analytical capacities of educational managers are not totally in line with the rapid expansion made in the sector and with the fast technological and subject – matter developments (Baum & Tolbert, 1985; Carron and Châu, 1996; Grisay & Mählcck, 1991; Ross and Mählcck, 1990).

Such instances of managerial problems are found in the unreliable and inadequate information, which makes specially the planning of educational quality a difficult task. Moreover, lack of professional skills in management; ill-defined responsibilities and relationship at the center and along the line; lack of monitoring of educational quality status, and authoritative decision, are some of the major problems that account for quality decline in education (Baum & Tolbert, 1985, Carron & Châu, 1996; Ross and Mählcck, 1991).

The deficiencies in managerial and analytical capacities of managers, adequately qualified and motivated teachers, adequate textbooks, facilities and materials are one of the problems from the input side that quality of education in developing countries is typically suffering of (Carron and Châu, 1996), and these problems are basically managerial by nature which call for a coordinated effort and refining techniques from all those who have a vested interest in education (Ross and Mählcck, 1990).

Moreover, after a decade of the establishment of the quality objectives, research findings witnessed that the rapid expansion of primary education has gradually deteriorated the supervision mechanism of many developing countries (Carron & Chau, 1996). Totally, after the developed world has started to move faster than ever before, the quality of education in the developing counties seems to get deteriorated causing the gap to be widened.

1.1.3. PRIMARY EDUCATION QUALITY MANAGEMENT IN ETHIOPIA

A. OVERALL CONCEPTION OF EDUCATION

In the country, modern education was introduced at the turn of the twentieth century. At the early age of its history, it was conceived as an instrument for the transmission of alien religion and undesirable foreign ideas. So, the clergy and the aristocracy were not for its development (Syoum, 1996).

Later on, the short-lived Italian colonial power put a great destruction to it under the belief that the enlightened Ethiopians could remain a threat to the Italian aggression (Punkhurst, 1962).

So, modern education was not regarded as an important asset till the 1940's. It was after the five years anti-fascist Italy struggle that the government realized the importance of modern education during war and peace (Syoum, 1996).

Because of this, primary schools started to expand in the 1950's in the urban centers of the country with the aim of creating skilled work force to fill the bureaucracy. Until the mid of 1970's, since formal education was meant to the selected few, it was not appreciated by the rural population (Tekeste, 1990).

It was at the outbreak of the 1974 revolution, that the Derg regime proclaimed, "under the banner of education for all, citizens have the right to free fundamental education" (PMAC, 1974). This declaration prompted the expansion of primary education with the aim of education for production, scientific inquiry and socialist consciousness (PMAC, 1977).

New developments, such as the introduction of industry, business, bureaucracy, international links, literacy campaign and the like into the socio-political and economic spheres of life in the country, have gradually changed the conception of education enormously (Tekeste, 1990).

Now, education is regarded as an instrument that strengthens the all-round participation of individuals and the society in the development process. It is also taken as an agent to preserve useful cultural heritages which need to be harnessed through scientific principles and democratic culture (MOE, 1999).

B. QUALITY MANAGEMENT

Like many sub-Saharan Africa, during the 1970's primary education was expanded uncontrollably to the extent of deteriorating the quality of education in Ethiopia (Ayalew, 1989; Destafano, 1992; Syoum, 1996).

The MOE in 1984, made an attempt to address the problem of quality decline in education through a project known as Evaluative Research on the General Education System of Ethiopia (ERGESE). Though the study was the first of its kind, because of poor management, it was too late for the planning purpose of the ten years National Perspective Plan (1984-1996) and was simply shelved (MOE, 1986; Syoum 1996).

Generally, prior to 1991, the educational management was characterized as highly centralized and bureaucratic that stifled local initiatives and efficiency (Syoum, 1996).

Currently, educational management is supposed to be decentralized, democratic, professional, coordinated, efficient and effective (MOE, 1994).

However, in actual terms the center still sees itself as a "generator of essential values and insight", where it practically does not have proper feedback about the effects of its actions and where it operates far away from the sources of information (Cummings in Amare and Others ed., 1998).

Moreover, lack of professionalism, poor allocation and utilization of resources, fiscal limits at the school level, lack of appropriate knowledge in statistics, supervision and planning are some of the problems our primary education quality management is typically suffering of (Cummings in Amare and Others ed., 1998; MOE, 1998).

Unless a radical reform and/or a newer approach takes place, the existing management in education is not promising enough to make much difference in quality (Cummings in Amare & Others ed., 1998; Syoum, 1996).

1.1.4. A NEWER APPROACH FOR PRIMARY EDUCATION MANAGEMENT– THE QUALITY MANAGEMENT

"Quality depends on maintaining a balance between enrolments and resources at a unit cost that allows the system to sustain itself at an acceptable standard" (Fuller, 1985). This means, "as enrolments increase, budget allocation and efficient resource utilization should keep pace just to maintain quality of education in its place" (Mogesie in Amare and Others ed., 1998). To make this a reality, proper management of the scarce resources is of a paramount importance (Gardner in Bude ed., 1989).

The above-mentioned facts persuade us to see newer approach than the traditional educational management approaches. The Quality Management (QM) Model is a case at point.

The QM model for schooling presupposes:

1. Innovative and participative culture;
2. A sense of pride and commitment for organizational goals;
3. Powerful, simple and effective communication;
4. Building trust, efficient leadership and powerful teaching staff (Murgatroyd and Morgan, 1994; Kaufman & Zahn, 1993).

Having this ground, the major components of QM Model assumes:

1. Alignment and commitment to a shared vision.
2. An extended understanding of customer – driver process and strategy.
3. Teams as the focus for organizational design
4. Outrageous or challenging goals.
5. Tools for systematic daily management (Murgatroyd and Morgan, 1994).

1.1.5. CAN WE MAKE A DIFFERENCE IN QUALITY?

First, if we can shift the responsibility of problem detection from the beneficiaries to the education system; Second, if we can make a heart-felt invitation for all who have a vested interest in education to participate in quality issue starting from its inception through implementation to evaluation; Third, if the management is in a position to undergo a complete change of mindset and promote the right-first-time approach; And, fourth, if the management arrives at the real causes of quality and existing quality performance, there might be a quality improvement at all levels of the educational system (Oakland, 1995, Herman and Herman, 1994).

In strengthening the above facts, Bush and others in Ayalew (1991) go on explaining that educational management is unique in the tasks of: defining and measuring objectives; molding human beings; managing the teachers having similar background to the principal; identifying the relationship among various actors within and without the school system; and budgeting time for planning and supervision. So, unless educational managers understand this uniqueness clearly, they could not bring much difference in quality.

Besides these, as to Deming the father of TQM, educational managers should own a profound knowledge of system theory, statistical concepts and psychology about what motivates people in organizations in order to help lead the way to higher quality in schools and out (Brandt, 1992).

Therefore, the success of the newer approach of quality management (QM) depends to a great extent on how well educational leaders internalize the values basic to quality and on how they work smarter than harder (Freeston, 1992).

1.2. STATEMENT OF THE PROBLEM

The Ethiopian governments have tried to take some reforms in the last four decades to promote quality education at the primary level (Syoum, 1996). Out of which the Evaluative Research of the Education System in Ethiopia (ERGESE) was a notable step towards the study of primary education quality problems (MOE, 1986).

The major finding of the study was that while primary education had expanded uncontrollably, the quality of management, teachers, textbooks and other facilities and teaching materials were getting deteriorated heavily. Hence, professionalization of the educational personnel at all levels, adequacy and efficient utilization of resources, increasing relevance of curriculum, rationalization of the organization and management of the education system, and creation of comprehensive structure and plan for scientific research and controlling mechanisms, were recommended as solutions to alleviate the quality problems (MOE, 1986), which by an large were managerial issues.

Though its contribution could have been very great, unfortunately enough, the study along with all the beneficial professional labour contained in it, was shelved for a simple reason of its arrival after the Ten years Prospective plan (1984-1994). However, the true cause for this could be found in the fact that the commitment for educational reform has always been "an exercise in futility with hardly little or no input from the beneficiaries of education" (Syoum, 1996), which mostly was the result of poor management.

To the best of the researcher's knowledge, no countrywide research on primary education quality problem has been carried out at the eve of the new Education and Training Policy of the 1994. However, the policy states that the education system as a whole is entangled with problems of quality such as "inadequate facilities, insufficient training of teachers, overcrowded classrooms, shortage of textbooks and other teaching materials" (MOE, 1994). In fact, it is believed that informed decisions on policy issues make much more differences than intuitive ones (Murgatroyd and Morgan, 1993).

Currently, right after four years of the policy establishment, an attempt was made to study the problems of educational quality and thereby an effort was extended to establish a vision for the 21st century (Amare and Others ed., 1998).

The major themes of the lead research papers presented for the workshop discussions were mainly focusing on teacher education, curriculum development and implementation, the teaching-learning process, gender and education, and educational quality, equity, access and efficiency (Amare and Other ed., 1998).

The workshop revealed that lack of coordinated and organized approach towards teacher education; lack of concerted efforts on relevant curriculum development on the part of school personnel & the general public; lack of appreciation for pupil-centered and problem-solving approaches and lack of proper management to the scheme of career structure were the major problems rallying around quality for solution (Amare and Others ed., 1998).

The workshop achievements, however, did not look sound in identifying and putting clearly the internal and external factors that do affect quality education at all levels. Moreover, though it called itself " vision for the 21st century ", the workshop failed to establish a vision statement that leads the quality improvement programs meant for primary education. And finally, no adequate recommendations had been made to bring the management body into focus which is supposed to plan, organize, implement and control the quality improvement, particularly at the primary level desirable as it may be.

Thus, the major purpose of this study is to identify the Challenges for Primary Education Quality management of primary education in Ethiopia. Thereby, the study attempts to address problems related to lack of commitment to radical reform in quality; to lack of managerial competencies and to lack of leadership effectiveness at the primary education managerial levels.

To this end, the study attempted to answer the following research questions:

1. What are the basic values that guide quality education?
2. What does the quality management practice look like?
 - 2.1 What is the degree of leadership effectiveness?
 - 2.2 What is the status of commitment for quality improvement?
 - 2.3 What is the degree of managerial competence?

1.3. SIGNIFICANCE OF THE STUDY

Primary education enrolment rate in Ethiopia has remained far below the rates in most Sub-Saharan countries. Quality of primary education has also been declined alarmingly since mid 1970's (Girma in Amare and Others ed., 1998).

In the poorest countries like Ethiopia where population growth rate is faster than economic growth rate, a profound knowledge of efficient management seems the only way out to keep the tradeoff between expansion and quality of primary education (Gardner in Bude ed., 1989).

Hence, this study is ultimately meant to help:

- 1) educational managers at all levels to clear up their perception of principle-based values which are basic to quality management.
- 2) educational policy makers to get the necessary information so that they explore possibilities of developing a more effective quality policy, vision, strategy, goals and control systems.
- 3) educational experts to get the necessary data so that they extend other in-depth studies to promote quality achievements to some higher level.
- 4) other concerned researchers to get some facts that could add up to their review of literature.
- 5) foreign or local governmental or non-governmental agencies to refine their investments expended on primary education quality improvements.

1.4. DELIMITATION OF THE STUDY

The Ethiopian education system is entangled with problems of access, quality, equity, relevance and efficiency (MOE, 1994). As per the statement of the policy, quality problem is regarded as one of the major problems of our education system. Hence, quality problem as important and timely issue was picked as an area of focus of the study.

With this regard, the study was delimited to the Challenges for Quality management of primary education in Ethiopia. This is because in countries like Ethiopia where fast population growth rate is accompanied by economic stagnation, the right-first-time approach and the need for efficient allocation of the scarce resources are critical considerations. And these considerations are aspects of the process of quality management.

The focus was also for quality management at the primary level. Because, in primary education we see the foundation for Ethiopia's future economic development. Moreover, today's primary education quality improvement means tomorrow's promising levels of secondary and higher educations.

Ethiopia was the case at point for an obvious reason of economic backwardness and least primary enrolment rate and decline in quality as compared to the Sub-Saharan Africa.

Moreover, the study was delimited to Addis Ababa, Tigray and Afar. This is because the urban, rural and under-served school characteristics were believed to be the dominant primary education features in Ethiopia.

1.5. LIMITATION OF THE STUDY

The absence of research findings related to Quality Management from developing countries had limited the chance of including relevant experiences of others in the study. Moreover, most of the respondents were found to be non-Educational Administration graduates.

Hence, these limitations could have an impact on the degree of reliability specially of those responses that required a knowledge and skill of educational management.

1.6. THE RESEARCH DESIGN

1.6.1. METHOD

A survey approach was employed to study the challenge for Quality management of primary education in Ethiopia. This is so because the method enables a search to be made for tentative, causal and attitude factors by collection and use of both quantitative and qualitative data.

1.6.2. DATA SOURCES

The Study was used two sources of data. Review of documents like statistical reports, quality plans, quality regulations and guidelines, and information from the horse's mouth-primary education managers starting from the center down the line up to school principals and teachers were considered.

1.6.3. SAMPLE POPULATION AND SAMPLING TECHNIQUE

The Study was conducted in three regions, which were intentionally chosen to give both urban, rural and under-served school characteristics. To this end Addis Ababa, Tigray

and Afar were selected to represent the urban , rural and under-served school characteristics respectively.

The study was also restricted to three Woredas in each region. In cases where more than three Woredas were there in one region, the selection had taken into account diversity in terms of ethnic mix, quality of life, level of development, and school performance as leveled by the Regional Education Bureaus, so that all the characteristics would get a representation.

Schools in the chosen Woredas were classified into three strata- large, medium and small. Large schools were those with an enrolment of 1000 plus, medium schools, 500-1000, and small schools those having under 500 pupils. Then one of high quality and two of low quality were selected based on composite effect of the following variables as seen by the WEO managers.

1. Performance on National Examination in the past three years;
2. Achievement in economic ventures run by the school;
3. General condition in attractiveness of school environment, participation in social works, effectiveness of school management, disciplinary cases and school-community relations.

The educational managers responsible for primary education at the center and regional levels were classified as top level, the Woreda as middle level and the school principal ship and department heads as front line managers. So, educational managers in the center, selected regions, sample Woreda and sample schools including teacher association and student council representatives who were available, were considered in the study. This means, in addition to the purposive sampling techniques availability was also considered

The following table can help some to visualize the nature and size of the population that the study had covered.

TABLE 1: Number of Primary Schools & Teachers for the Academic Year 1999/2000

S.N	GRADE	NUMBER OF SCHOOLS IN				NO. OF TEACHERS FOR
		Gov.	Non-Gov.	Urban	Rural	
1	1 – 4	4314	137	246	4205	First cycle 76,632
2	1 – 8	6554	356	1384	5526	Second cycle 17,688
	TOTAL	10868	493	1630	9,731	94,320

Source: MOE (1999/2000) Educational Statistics Annual Abstract. Addis Ababa: EMIS

1.6.4. INSTRUMENTS AND PROCEDURES OF DATA COLLECTION

Consistent with the conceptual framework and the statement of the problem, research questions were set to guide investigation into the problem. Accordingly, a questionnaire dominated by close-ended question items and some open-ended were prepared for top, middle and front line managers, department heads, teacher association and student council representatives. Similarly, interview question items dominated by open-ended with some close-ended were constructed to collect data from the Minister of MOE and heads of Regional Education Bureaus (REBs).

1.6.5. DATA ANALYSIS

The data analysis involved statistical instruments like content analysis of documents and responses to questionnaires and interviews, counts, and percentages.

1.7. DEFINITION OF TERMS

Primary Education is a sub-system that consists of Grades 1-8 divided into two cycles of 1-4 and 5-8 grades (MOE, 1994).

Educational Quality is a complex and multidimensional concept that comprises the quality of human and material resources available for teaching (inputs), the quality of teaching-learning practices (process), and the quality of the results (outputs and outcomes) in their interrelation (Grisay and Mahlck, 1991: 3-4). For this study, quality in education is defined as customer basic need satisfaction.

Quality Management is a process that obtains and uses feedback from a wide variety of customers to develop quality standards for the improvement of inputs and outputs (Herman & Herman, 1994:97). For this study, the definition of educational quality management with regard to process management is considered.

1.8. ORGANIZATION OF THE STUDY

This study is organized in a way to help make a successful end. Chapter one mainly tries to clarify what the significance and design of the research study were all about.

Chapter two is all about related literature in the area of quality management which are believed to give light to the study so as to work towards a sound objective.

Chapter three is what comes next with the presentation, analysis and interpretation of the data collected in the process of the study.

Finally, chapter four summarizes, concludes and forwards some sorts of recommendation to the problems which were proved to be there.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

Under this chapter, the theoretical background of the study is discussed as much as possible. Values basic to quality management in education, and managerial functions like educational quality planning, , goal setting, strategy formation, and quality control system are discussed conceptually. Moreover, the what and how of commitment, competence, effective leadership behavior, values attached to primary education quality management, the what of educational quality, commitment to a shared vision, setting quality goals, strategies, planning, implemetation and control system, vis â vis the development of educational quality management under the above major topics.

2.1. VALUES BASIC TO QUALITY MANAGEMENT IN EDUCATION

2.1.1. VALUES – AN OVERVIEW

Values are basic, primary and culture-specific. They represent the internalization of principles, ideal or reality, upon which enduring success and/or failure are based (Covey, 1989:23). Hence, values seem to assume the way we see the word in terms of perceiving, understanding and interpreting it.

According to Hunt (1992:48), values are seen by researchers to be deep-seated concerns about standards. “Standards being mental maps that guide the way things should be and not the way things are in reality” (Covey, 1989:24). In strengthening this notion, Beeby in Bude (1989:37) explains that:

The current educational quality standards in the best schools of the richer countries took centuries to develop. In imitating the same practice, developing counties, try to compress generations of change into a decade. This compression, however, forces processes which by their very nature are successive to get overlapped, resulting in confusion, frustration, and grievous loss of money, effort & good will.

As indicated above, the way we see things is the source of the way we think and the way we act. Hence, say Covey and others (1994:11), before we initiate ourselves to work harder, smarter and faster, we have to make sure whether or not we are on the right track.

Tecele Haimanot in Amare and others (1998:4) continues that to be on the right track is nothing but to perceive, understand, interpret and bring about a worthwhile change upon oneself, the school and the society at large.

These may mean, if we value things the wrong way and work harder, more diligent, and double our speed, we may succeed in getting faster to the wrong destination. We may only enhance our failures.

“To value something is to esteem it to be of worth. And values are critically important. Our values drive our choices and actions. When what we value is in opposition to the natural laws that govern peace of mind and quality of life, we base our lives on illusions and we set ourselves up for failure (Covey and Others, 1994:26).

Generally, before anything else it seems important to see, values basic to educational quality management as much as possible.

2.1.2. VALUES BASIC TO EDUCATIONAL QUALITY MANAGEMENT

Educational management requires a unique value framework (Graff and Street in Ayalew 1991:10). It differs from the management of other organizations in the difficulty of defining its objectives, processing of its inputs which are human beings, managing the academic staff, and evaluating results (Bush and others in Ayalew, 1991:9).

Managing education in this uniqueness is one thing, and dealing with educational quality improvement is another demanding issue which tests “educational managers’ commitment, competence, and leadership effectiveness” (Herman & Herman, 1994:6-7; Kanfman & Zahn, 1993:6-7; Murgatroyd and Morgan, 1993:65; Oakland, 1993:20).

According to the above scholars commitment, competence, and leadership effectiveness, seem to constitute the basic values of educational quality management. Hence, educational managers need to thoroughly understand these concepts, before they take any attempt of quality improvement.

A. THE WHAT AND HOW OF COMMITMENT

Hoy and Miskel (1996:181) define commitment as “an intensive positive involvement of subordinates in organizational activities.” Another writer, Mottaz in Bratton and Gold (1994:148), views organizational commitment as “an effective response (attitude)

resulting from an evaluation of the work situation which links or attaches the individual with the organization". Steers (1991:79), on the other hand, defines the term commitment as "the relative strength of an individual's identification with and involvement in an organization".

Commitment, according to Steers, is characterized by: First, a strong belief in and acceptance of the organization's goals and values. Second, showing willingness to exert considerable effort on behalf of the organization. Third, a strong desire to maintain membership in the organization.

When viewed this way, commitment seems to represent an active relationship with the organization in which individuals found themselves willing to exert extra effort of their own to help the organization succeed in all spheres of life. This means it is beyond and above a mere passive loyalty to the organization. Hence, even though all writers define commitment in their own ways, they seem to agree that commitment is a positive response of employees towards the realization of organizational objectives.

Educational quality managers, however, require more about the factors that deter and encourage commitment in addition to knowing what commitment is.

Accordingly, Mottaz in his review of literature in Bratton and Gold (1994:148), groups the factors that determine commitment into two categories:

Individual characteristics that include demographic or status variables such as age, tenure, education & gender, and personality factors such as work value and expectations. Organizational characteristics, on the other hand, include task variables such as pay, promotion opportunities, social involvement, achievement orientation, recognition and growth.

In the same work, based on the above facts, the writer draws a model that focuses on the proper balance of individual characteristics (values) and organizational characteristics (rewards) so as to elicit, the best commitment. He then, concludes those workers with high work values and high standards require the same level of rewards to maintain commitment.

Miner and others (1985:163) conform to this idea underpinning the need for keeping balance between personal values and organizational goals. To use the words of the writers "conflict between personal values and organizational objectives virtually guarantee low commitment levels".

In general, to ensure commitment, educational quality managers are required to maintain a balance between personal characteristics (values) and organizational characteristics (rewards) and do many more. They have to create “an equitable environment in which people can state their concerns, raise issues and achieve a fair attention for their views” (Murtrloyd and Morgan, 1993:133). They have to channel an “open communication network and keep promises to foster the trust and feeling of equity that in turn lay the ground-work for the development of commitment” (Miner & others, 1985:163). They should very well know that “the development of commitment requires risk taking leader behavior – exposure to the chance of injury or loss; danger and hazard” (Greenlaaf and others, 1995:135). According to these authors, risk involves the following factors as an indicator of commitment:

Inspiring which means offering a clear and exciting vision of what you accomplish;

Supporting which means providing emotional, physical and spiritual support;

Training which covers the development of new or improved skills ;

Acknowledging which includes recognition of accomplishments, efforts and results; and

Rewarding in the sense of giving an honest complement that gives pleasure (pp. 135-145).

Generally speaking, the following summary points as put by Miner and others (1985:162), provide information on some of the characteristics that distinguish high-and low-commitment levels:

- ◆ *A feeling that the present job is acceptable and important;*
- ◆ *A belief that the people worked with during the first year*
- ◆ *has positive attitude toward the organization;*
- ◆ *A feeling that the organization has fulfilled initial expectations;*
- ◆ *A recollection of being given challenging work to do during the*
- ◆ *first year with the organization;*
- ◆ *A feeling that the people currently worked with have positive*
- ◆ *attitudes;*
- ◆ *A feeling that the people currently worked with are friendly; and*
- ◆ *Closely knit.*

Having said this much about commitment, now let us see what and how of competence as one of the basic ingredients of educational quality management.

B. COMPETENCE

Educational quality managers are supposed to understand that “ of all the different factors which determine the quality of education and its contribution to national development, the teacher is undoubtedly the most important. It is on his/her personal qualities and character, his/her educational qualifications and professional competence that the success of all educational endeavor must ultimately depend” (Aggarawal, 1995:440). Competence in this sense means “adequate qualification and capability of doing things right the first time” (Cartwright & others, 1998:10).

As indicated above, teachers are quality determiners. Hence, educational managers, at the middle & top levels, as quality facilitators need to know what teacher competence is all about in order to work on it harder.

Teacher competence involves; First, the teacher’s mental abilities and skills-his/her understandings of psychological and educational principles and his/her knowledge of general and specific subject matter to be taught. Second, those qualities stemming from the teacher’s personality-his/her interests, attitudes and beliefs, his/her behavior in working relationships with peoples and other individuals and the like (Moon & Mayes, 1994:109-110).

Educational managers should also know that “there are two distinguishing characters of competent performers: First, they make conscious choices about what they do. Then, they prioritize and decide on plans. Second, they often feel more responsibility for what happens. Thus, they often feel emotional about success and failure more intensively than others (Murgatroyd & Morgan, 1993:73).

According to Kaufman & Zahn (1993:7), competent quality managers beyond understanding the aforementioned facts, “----- focus on meeting teachers’ requirement;

play exemplary roles; prepare proper training, development schemes, and empowerment models for teachers; and create conducive environment that fosters creativity and innovation”.

“Qualitative changes at the classroom level will occur only when teachers understand them, feel secure with them, and accept them as their own” (Beeby in Bude, 1989:53). However, “the changes are often beyond the heads of most of the teachers that they cannot understand easily nor feel secured about them” (Nielsen & Cummings, 1997:32).

For instance, in primary schools each teacher normally teaches almost every subject. An entire alteration of the curriculum, among other things, may mean overwhelming the teacher leaving him/her insecure with the change. As a result, the determiner of quality could appear to be a resistor.

According to Beeby in Bude (1989:55), the common reasons of insecurity with new syllabus include:

- ◆ *Deficiencies in the teacher’s own education and training;*
- ◆ *Lack of professional libraries and of the skill in using them;*
- ◆ *Necessity of teaching in a second language;*
- ◆ *Lack of strong and qualified school principals, inspectors & teacher training institutions.*
- ◆ *Lack of the moral support that comes from all the parties who have a vested interest in education;*
- ◆ *Isolation of the classroom, which all in all indicate that there is lack of professional competence.*

Hence, educational managers who deal with quality, more than anything else should bring to the front line their task of competence building if quality plans are to be realized. This fact, of course, requires effective leadership behavior.

C. EFFECTIVE LEADERSHIP BEHAVIOR

Leadership is the capacity to mobilize in competition or in the existence of conflicting potential needs in a follower (Hunt, 1992:242). In this sense, leadership is the process of mutual stimulation and elevation that converts arousal into engagement and results.

Just saying, “ these issues are critical & important” does not make things happen. This requires three other ingredients say Murgatroyd & Morgan (1993:66-67):

Trust leadership and empowerment, which unlock the difference between effectiveness and ineffectiveness. Trust is kept through a continuous commitment to integrity. Empowerment is the degree of power and freedom the teacher enjoys. Leadership is the process of inspiring, provoking, confronting & challenging people to work to the limits of their ability and to constantly press them to improve their ability.

Leadership effectiveness, in terms of quality improvement, is, therefore, say Kaufman & Zahn (1993:8), Murgatroyd and Morgan (1993:68):

--- activate, coach, guide, mentor, educate, assist and support colleagues so that they focus on a shared vision; empower those nearest to the process to manage that process themselves; concentrate on the whole picture; search for the small things that can make a critical difference; and believe that challenge and fun go together.

Taking the school as the main center of quality engagement, Yulk (1994) gives us such a summary of eight attributes of effectiveness and five related managerial practices of principals.

The attributes of effectiveness at the school level include the provision of instructional leadership, improved academic programs, clear vision and goals, conducive social environment, shared values, collaborative decision-making processes, situation appropriate behaviors & safe and positive working environment. Whereas, the

corresponding managerial practices comprise giving-seeking information, building relationships, making decisions, influencing people and risk taking.

Principal effectiveness, as quality movement leader, has also been associated with school structural characteristics and student population characteristics. In their analysis of principal change on school functioning and student academic performance, Rowan & Denk (1984) observed that change in principals was associated with higher academic achievement especially in schools having students from the most disadvantaged families. Zheng (1996) reported that principal effectiveness was significantly related to school size, geographical location, and minority student population. Which principal leadership styles are most effective also depends on the educational level (Tarter and others, 1995).

Generally, effective educational leaders who works for quality should take into account that “organizational configurations and processes of schools --- and community factors limit the amount of influence that new leaders have in initiating school changes” (Miskel & Gosgrove 1985:101). They should also noted that “alteration in quality requires continuous training, reallocation of resources, reorientation of cultures, development of team spirit, a complete shift of the mindset from problem detection/inspection to problem-prevention mentality, and acting on the real causes of quality problem and not on the symptoms” (Oakland, 1993:23).

In so doing, leaders are strongly advised “ --- to resist the temptation to simply copy what others had done. Quality cannot be applied externally in a Band – Aid fashion, it has to be developed by adopting own new quality systems, policies, processes, cultures & values” (Bonstingl 1992:5). Hence “the eventual outcome of quality movement depends to a great extent on how well leaders internalize the values basic to quality” (Brandt, 1992:3).

Hence, effective leadership in the fight for quality improvement “starts with the chief executives vision, capitalizing the teachers’ professional competence, continues through a strategy that gives, the students a competitive advantage, and leads to an organizational success (Oakland, 1993:31).

Effective leadership also embraces all the beliefs and values held, the decisions taken and the plans made by anyone anywhere in the organization, and the focussing of them into effective, value – adding action (Herman & Herman, 1994:148).

According to Oakland (1993), Kaufman & Zahn (1993), and Ross and Mahlck (1990), the five requirements for effective leadership can be summarized as follows.

1. DEVELOPING AND ESTABLISHING CLEAR DOCUMENTED ORGANIZATIONAL BELIEFS AND OBJECTIVES—A MISSION STATEMENT.

Executives, here, are required to put values and beliefs through a clear vision of what they want their organization/ school to be and through objectives what they specifically want to achieve in line with the basic beliefs.

Clearly defined and properly communicated beliefs and objectives, which can be summarized in the form of mission statement, are essential if the managers, principals, and other employees are to work together as a winning team.

The beliefs and objectives should address:

- ◆ *The definition of education – the needs to be satisfied by education.*
- ◆ *A commitment to effective leadership and quality.*
- ◆ *Target sectors or departments and their relationship with the stakeholders.*
- ◆ *The role of each section, department and of the organization at large.*
- ◆ *The distinctive competence required for each role.*
- ◆ *Indications of future direction.*
- ◆ *Commitment to monitoring performance against customers' needs and expectations, and continuous improvement.*

Finally, the mission statement and the broad beliefs and objectives may then be used to communicate an inspiring vision of the organization's future for which the top management is expected to show *TOTAL COMMITMENT*.

2. DEVELOPING CLEAR AND EFFECTIVE STRATEGIES AND SUPPORTING PLANS FOR ACHIEVING THE MISSION AND OBJECTIVES.

The achievement of the organizational objectives requires the development of strategies where from plans could be emanated for their implementation. Here it is believed that it is likely to get more commitment to them if teachers and other employees are encouraged to participate in their development and implementation.

3. IDENTIFYING THE CRITICAL SUCCESS FACTORS AND CRITICAL PROCESS.

Identification of critical success factors and process the most important sub goals of the organization or levels or schools. These include all the activities that should be accomplished for the mission to be achieved.

4. REVIEWING THE MANAGEMENT STRUCTURE.

Managers, principals and teachers can be fully effective only if an effective structure based on process management exists. This includes the agreed best ways of carrying out the critical processes – definition of responsibilities for the organization’s management and operational procedures.

The view of the management structure should then include the establishment of a process of quality team structure throughout the organization.

5. EMPOWERMENT – ENCOURAGING EFFECTIVE EMPLOYEE PARTICIPATION.

Effective leaders in this sense are supposed to develop effective communications – up, down and across the organization- and take action on what is communicated; and encourage good communications between all concerned bodies paying particular attention to attitudes, abilities and participation.

Particularly principals and teachers must be trained to:

- ◆ *Evaluate the situation and define their objectives;*
- ◆ *Plan to achieve those objectives fully;*
- ◆ *Implement the plans;*
- ◆ *Check that the objectives are being achieved; and*
- ◆ *Take corrective action if they are not.*

Finally, these basic requirements need to be backed up with good project management, planning techniques, and problem – solving methods, which can be taught to anyone in a relatively short period of time (Herman & Herman, 1994).

Having said this much about the overall values or beliefs that govern quality management now let us see values specific to primary education quality management.

2.1.3. VALUES ATTACHED TO PRIMARY EDUCATION QUALITY MANAGEMENT

In view of the aforementioned values now let us examine what values are governing the primary education quality management.

Primary education has been generally marked by a quantitative expansion to meet the need for “universal education for all” during the 60’s and 70’s and currently, stagnation and declining of enrolments which brings the issue of educational quality improvement to the forefront (Grisay & Mahlck, 1991:3).

Primary education, according to Thiam in Bude (1989:129-130), is also believed to be “elitist in character, gender biased, less accessible to rural children, in equally distributed, qualitatively inadequate, irrelevant to the values and to the essential realities of our life”.

Hence, the value attached to primary education quality management as seen from the institutional point of view, is believed to “depend on the proper match to be achieved in the areas of quantity, relevance, accessibility, equity and efficiency of education even when budgets are tight” (Richard in Bude 1989:39).

The economic value of primary education is also believed to be more significant than the other levels of education for the poorest counties. Parents with a primary education are more likely to learn about agricultural productivity, improved health, hygiene, nutrition practices and child rearing (Baum & Tolbert, 1985:120; Fuller, 1985:17).

Moreover, primary education is believed to lay the foundation for the good or bad performance of the successive levels of education, for the overall personality of the child that manifests in the later life in transmitting cultural, religious, political values and in preserving his/her national identity (Baum & Tolbert, 1985:121).

Primary education as important for economic, social, political and organizational spheres of life say Kaufman & Zahn (1993:4-5), required managers who seek ways & means to create:

- ◆ *A shared vision of the kind of world we want for tomorrow's child;*
- ◆ *Defined measurable educational objectives related to the ideal vision;*
- ◆ *An educational culture where everyone shares a passion to move to the ideal vision;*
- ◆ *A view of education as a service to clients, including learners, parents, and community;*
- ◆ *A process, or vehicle, that fosters and encourages success in schools for learners, their parents, and all citizens; and a record – keeping system and analytical ability is working and what not.*

Accordingly, primary education quality management is supposed to emphasize on such values like continuous improvement, client satisfaction, positive return on investment, and on the nation that says doing it right the first time and every time.

To make these values a reality, educational managers are supposed to create a tide of movements in the entire system of education (Galagan, 1991) and not in one area or operation only. As put by Deming in Joiner (1985) again, to realize these movements, educational quality managers do require to possess a profound knowledge to:

- ◆ *Create constancy of purpose;*
- ◆ *Adopt a new philosophy;*
- ◆ *Cease dependence on mass inspection to achieve quality;*
- ◆ *Be cost conscious;*
- ◆ *Improve constantly the teaching learning process;*
- ◆ *Dwell on the job-training;*
- ◆ *Institute leadership;*
- ◆ *Drive out fear;*
- ◆ *Break down barriers between departments and classrooms;*
- ◆ *Eliminate slogans, exhortations and numerical targets;*
- ◆ *Eliminate work standards and management by objective;*
- ◆ *Remove the barriers that rob the right to pride of workmanship;*
- ◆ *Institute a program of education for self-improvement;*
- ◆ *Put everyone in the organization to accomplish the transformation.*

Demings 14 characteristics of quality management can be put into three clusters: a passion for quality, scientific approach (data-based decision making), and all on one team (Kaufman & Zahn, 1993:9).

In addition to the 14 points, Deming (1990) speaks of a system of “profound knowledge” to include (a) appreciation for a system and some knowledge of (b) the theory of variation, (c) the theory of knowledge, and (d) psychology.

Accordingly, primary education managers are supposed to start their quality agendas by defining what quality is and draw an ideal vision with feasible objectives and with a call for everyone to participation in the quality improvement attempts.

2.2. THE WHAT OF EDUCATIONAL QUALITY MANAGEMENT

Though success comes out of thinking and acting strategically to define and deliver quality, we have never define “quality in education” say Kaufman & Zahn (1993:3). They mean that we have failed to define quality in the sense of providing what is useful in the right time and place with the necessary power.

In strengthening this Herman & Herman (1994:73) state that “educational leaders from the classroom level to the top management level are showing great concern to define and thereby create quality.

2.2.1. WHAT IS QUALITY IN EDUCATION ALL ABOUT?

In this respect, quality has been defined in many ways by various authors. Oakland (1993:5), defines quality as “the totality of features and characteristics of a service that bear on its ability to satisfy stated or implied needs”. Murgatroyd & Morgan (1993:45), define quality as “the determination of standards, appropriate methods and requirements by an expert body to examine the extent to which practice meets these standards”.

Grisay and Mählcck (1991:3-4) also, define educational quality as “a complex and multidimensional concept that comprises the quality of human and material resources

available for teaching (inputs), the quality of teaching-learning practices (processes), and the quality of the results (outputs) in their interrelation”.

However Richard in Bude (1989:174) argues that:

Though educational quality is properly defined by the performance of its students; this attempt remains to be a handicap because of the difficulties we face to measure the non-school variables such as innate ability, family background, early childhood education, the child's health and nutritional status combined with the unmeasurable educational quality goals such as positive attitudinal status, moral, good citizenship and love for oneself, for people and for one's country.

Defining quality from the input side is also problematic. Because, this focuses on formal rather than actual quality characteristics. A school can have highly qualified but not necessarily motivated staff, whereas another can be poorly equipped and yet able to make good use of the few facilities under its disposal (Carron and Ta Ngoc in Grisay and Mahlck 1993).

Generally, most researchers and scholars in the area seem to agree on the fact that “what constitutes an acceptable definition of school quality is always a relative matter and conventional” (Charles in Bude 1989:175).

Hence, in order to serve its purpose properly, the researcher defines educational quality as “the ability and commitment of educational leaders to define and fulfill the needs of all those who have vested interests in education through empowerment”.

2.2.2. WHAT IS QUALITY MANAGEMENT IN EDUCATION?

There appears no single definition of quality management, which is universally accepted. However, there are uniform elements, which seem to appear across all definitions, which are worth discussing. Kaufman and Zahn (1993:3) state that “success can come from thinking about and acting strategically to define and deliver quality, but not simply from throwing more money and people at the schools”. “This can come true only through quality management” (Herman and Herman, 1994:97).

Quality management is an important process of thinking and acting. It is rational and practical (Kaufman and Zahn 1993:5).

Quality management, according to Herman and Herman (1994:97) is:

- ◆ *A philosophy that states that all products and services can and must continually be improved.*
- ◆ *A goal that identifies each milestone leading to the delivery of each product or service to internal and external customers, it progressively improves them in order that the final outcome delivered is of the highest quality possible to ultimately satisfy the stated or implied needs.*
- ◆ *A process that obtains and uses feedback from a wide variety of customers to develop quality standards and to train all employees to assist in improving quality at each value added step.*

The definition here, seems to emphasize that each manager at all levels should obtain continual feedback from both internal and external customers and utilize all employees in the quest of the best possible quality of each service delivered to the students.

Oakland (1993:22) defines quality management as “an approach to improving the competitiveness, effectiveness and flexibility of the whole organization through planning, organizing and understanding each activity, and participating each individual at each level”.

So, regarding quality management as a process, if an organization finds satisfactory answers for the following questions, it is already well on the way to using adequate quality management (Murgatroyd & Morgan, 1993).

- 1) *Is any attempt being made to assess the educational wastage arising from the process?*
- 2) *Is there standard for quality management?
Is it adequate? Does it apply to each level?*
- 3) *Are the organizations quality systems – documentation, procedures, operations etc in good order?*
- 4) *Have personnel been trained in how to prevent quality problems?
Do they well know what quality problems are?*

- 5) *Do job instructions & descriptions contain the necessary quality elements?
Are they kept up-to-date?
Are employees doing their work in accordance with them?*
- 6) *What is being done to motivate and train employees to do work right first time?*
- 7) *Is the educational wastage increasing or decreasing?*

They continue to say that “if answers to the above questions indicate problem areas, it will be beneficial to review the attitude of the top management towards quality improvement programs” (p.59).

Quality management taken as an important process of thinking and acting, deserves a quality policy to frame out its activities properly (Oakland, 1993:26).

Hence, here under are the most salient quality policies described by various authors in the area.

2.2.3. VALUE-DRIVEN QUALITY POLICIES

To effect quality programs, in any organization, there has to be quality policy which, of course, is consistent with the other policies of the system. The quality policy has to be publicized and understood at all levels of the organization (Oakland, 1993:26).

According to (Herman & Herman, 1994; Kaufman & Zahn, 1993; Margatroyd and Morgan, 1994; Oakland 1993), the most outstanding quality policies are summarized as follows:

- PolicyNo.1. Quality improvement is primarily the responsibility of management.*
- PolicyNo.2. In order to bring everyone in the organization into quality improvement, management must enable all teachers and supporting staff to participate in the preparation, implementation and evaluation of improvement activities.*
- PolicyNo.3. Quality improvement must be tracked and followed up in a systematic and planned manner at all levels.*
- PolicyNo.4. Quality improvement must be a continuous process.*
- PolicyNo.5. The organization must concentrate more than ever on its internal and external customers and suppliers.*
- PolicyNo.6. The expected performance of the organization must be known by all relevant units.*

- PolicyNo.7. Parties who have vested interests in education should be closely involved in the quality policy.*
- PolicyNo.8. Widespread attention will be given to education and training activities. Which should be assessed with regard to their contribution to the quality policy.*
- PolicyNo.9. Publicity should be given to the quality policy in every part of the organization, so that everyone understands it.*
- PolicyNo.10. Reporting on the progress of the implementation of the policy should be a permanent agenda item in management meetings.*
- PolicyNo.11. People are quality initiators, facilitators and guarantors.*
- PolicyNo.12. The goal of the organization is to achieve superior internal and external customer satisfaction levels.*
- PolicyNo.13. Quality will be achieved by preventing problems rather than by detecting and correcting them after they occur.*
- PolicyNo.14. Each process owner is responsible for reviewing existing systems and procedures and for revising them, as required, in line with these quality statements*

Each department and unit is, therefore, expected to develop its own quality guidelines based on the above quality policies so as to make things fit with its own specific circumstance. In hummering this fact, (Oakland 1993:28) says, “to ensure the implementation of the policy, each department is responsible for specifying customer’s requirements, preparing adequate procedures, and providing all necessary facilities to see that these requirements are met”.

2.3. THE MAIN FUNCTIONS OF EDUCATIONAL QUALITY MANAGEMENT

Though many authors state the functions of quality management in their own ways, they seem to agree on the following tasks.

“Creating a shared vision, stating goals, establishing strategies, planning, implementing and controlling the quality of education are regarded as the man functions of quality management” (Murgatroyd & Morgan, 1993:64; Ross & Mahlck, 1990:71).

So, under this topic let us examine the what of commitment to a shared vision in quality goals, strategies, planning, implementation and controlling the improvement of quality.

2.3.1. COMMITMENT TO A SHARED VISION

*Vision without action is merely a dream.
Action without vision just passes the time.
Vision with action can change the world!*
(Barker, 1990).

“By vision we mean the overarching concept or guiding force to which the school is working or aiming and which finds expression in an economic vision statement” (Murgatrod and Morgan 1993:79). “The vision concept and statement should be seen to embody two components: a guiding philosophy and a tangible image” (Collins & Perras, 1991).

According to the above facts a vision is therefore, a shared image of fundamental purpose that embraces the hopes and aspirations of all stakeholders.

A school vision, according to Whiteley (1991), is defined as “a vivid picture of a challenging yet desirable future state that strongly meets the needs of students and is widely seen as a significant improvement on the current state”. To be effective, say Murgatroyd and Morgan (1993:81), vision statements need to be:

1. *Challenging – always in sight but not out of reach.*
2. *Clear – not open to conflicting interpretations.*
3. *Memorable – a statement that no longer than 20-25 words.*
4. *Involving – a statement that enables and empowers.*
5. *Value-driven-there should be a strong tie to the values of the school.*
6. *Visual- it should be something that can be represented or pictured visually.*
7. *Mobilizing- it should demand a response from all.*
8. *A guideline-it should be something by which all engaged with the school can measure their actions against daily.*
9. *Linked to the needs of students- the ultimate test of a vision will relate to the actions and achievements of students.*

Actually, what a vision does is more important than what the vision is (Senge 1990). As whiteley (1991:28) suggests the first function of a vision is to inspire. To put it in the words of the author:

A truly integrated and permeating vision energizes people and can resurrect disgruntled, routinized, burned- out employees. It provide true challenge & purpose. It makes each person feel that he or she can make a difference to the world. It becomes a rallying cry for a just cause- their cause.

The second function of a vision statement, as stated by Murgatroyd and Morgan (1993:83), is “to act as a corner stone for decision making. The third function being, “enabling all in the school to find common points for focusing energy to achieve steep-slope quality improvements”. Thus, vision statement is considered as a primary vehicle for creating alignment of energies within the school. To trigger the aforementioned functions of vision statement, quality management teams need to:

1. *Bring about the existence of vision*
2. *Communicate the vision constantly in all aspects of the work of the school.*
3. *Set outrageous goals, which are clearly and strongly vision-related.*
4. *Embody the vision in their day-to-day behavior as a team (Coney & others, 1994:113).*

Once the institution’s vision is in place and owned by staff and students, the power of the vision to shape the school and its actions will become very real (Kaufman & Zahn, 1993). Here, vision is considered as “a binding force that engenders commitment at the individual and organizational levels” (Murgatroyd & Morgan, 1993:85). This means “when the staff of a school take ownership and command of the tools of a vision and related strategy, there will be nothing that could stop them from making the vision a reality” (Herman & Herman, 1994:103).

In this respect, the task of educational leaders is “to make the vision and strategy speak through facts, actions and achievements so that those with a vested interest in the school can see tangible results arising from their investment of labour, emotion and commitment” (Kaufman & Zahn, 1993 :19). “Owning the vision and making it live through daily action is what will make a vision translate to reality” (Murgatroyd & Morgan, 1993:93).

The basic question, here, is how to bring about ownership as the voice to commitment & vision? Herman & Herman (1994), Kaufman & Zahn (1993), Murgatroyd & Morgan (1993), and Oaklan (1993), give us some six steps to achieve this.

Step 1: Presenting the idea of vision

Educational leaders should open discussion forums so that the staff and the students understand the importance and the power of vision.

Step 2: Obtaining the key vision words.

The staff, students, parents and other interested groups are invited to write and post three words that could best encapsulate their vision of what the school could become, and work in small groups to cluster similar words together.

Step 3: Obtaining the image temperament of the vision

At a subsequent meeting, ask staff to work in groups of four to use the words generated at the previous session as the basis for completing this statement:

In the year 2020, we want our school to be thought of as

_____.
This activity can be repeated with a cross-section of students, parents and other stakeholders.

According to Murgatroyd and Morgan (1993:94), these first three steps are considered as “a critical process in vision building for they reflect out the mental maps of stakeholders into the open”. “Some see themselves as contributors, some see the process as threatening, and some see it as an exercise which is beyond the heads of most employees (Oakland, 1993:13-14).

Hence, before going to the next step, the management team needs to articulate among themselves what the vision of the school could be based on the inputs made available by the first three steps.

Step 4: Obtaining the values to inform the vision.

Following the same kind of process as described in Step 2, ask each concerned party to write and post the key values that should inform the work of the school. Arrange these values into like-minded values and develop a list of key values. Remember values are descriptors of what ought to be.

Step 5: Propose a vision statement.

The leaders as a group not senior management alone, propose a powerful vision statement using all the words, phrases and sentences forwarded at steps 1,2,3 and 4. They present it using visual images, symbols and educational stories to the stakeholders and invite to propose improvements to it under a given deadline

Step 6: Signing the vision off

In light of the feedback received, the management team finalizes the vision and value statement and presents it as a document to be signed by the representatives of all the stakeholders indicating their approval and acceptance to it.

Thus, these six – step process is believed to trigger a sense of ownership to the resultant vision statement, dialogue around the future of the school and its strategies for success and individuals to articulate their willingness, or otherwise, to enter into commitments. The signing of the vision statement symbolizes acceptance and commitment, and it might then be framed and displayed in a public part of the school.

In the end, it seems important to notice that “we cannot become what we need to be by remaining what we are” (Murgatroyd and Morgan 1993:97) In strengthening this fact, the words of Albert Einstein as put in Covey and others (1994:30) say “the significant problems we face cannot be solved by the same level of thinking that created them”.

So, if we want to create significant changes in quality, it is not a matter of changing methods techniques, plans, attitudes or behaviors, we have to change the basic paradigms, values or mind-set out of which these all grow (Covey and others, 1994:28, Oakland 1993:23). Hence, our vision statement must be the result of our inner life where we connect with our unique human endowments-self-awareness, conscience, independent will and creative imagination (Covey & others, 1994:109).

As a summarizing remark, Covey and his colleagues leave us with a sort of reminder, “not to raise children, teach students and involve in relationships without giving serious and careful consideration to the roots of which the fruits in our lives are growing – vision statements” (p. 30). They continue to reason out that:

Vision affects the choices we make and the way we spend our resources more than anything else. Hence, if our vision is limited, we tend to make choices based on what is right in front of us. If our vision is based on illusion, we make choices that are not based on reality principles. If our vision is based on only social mirror, we make choices based on expectations of others (p.104).

Hence, our vision statement is supposed to be comprehensive that touches the economic, political, social, spiritual and cultural spheres of the inner self.

2.3.2. SETTING QUALITY GOALS

When key decision makers passes a shared understanding of the vision statement, the power of ownership gets broadened fostering positive hopes (Hill, 1992:31-34). To fuel up their shared vision, quality managers should conduct a comprehensive needs assessment-the needs of the employees, the students and the community” (Herman and Herman, 1994:98). “Needs assessments identify gaps between current results and desired ones, place the needs in priority order, and select the ones to be addressed” (Kaufman & Zahn, 1993:41).

Once a comprehensive needs assessment is completed, the establishment of strategic goals for the mega needs (those which the schools share with society), macro needs (those which involve the entire school district), and micro needs (those which involve individual schools) have to take place (Kaufman & Herman, 1991:246).

By quality goals we mean that can be met in a fundamental and permanent way. Quality goals are process goals (Murgatroyd & Morgan, 1993:122-23). They continue to say that quality goals are supposed to concentrate on such process considerations like:

- ◆ *Not loosing a student before completing a cycle;*
- ◆ *Not making mistakes in the way any activity is conducted in the school;*
- ◆ *Working systematically to reduce the time it takes to complete any or all of the activities in the school;*
- ◆ *Working systematically to ensure that all scheduled deadlines are met 100 percent of the time for all;*
- ◆ *Working systematically and intelligently to reduce a teacher’s out of the school activities while enhancing a teacher’s professional activities;*
- ◆ *Reducing the time taken to develop, test and implement new curriculum;*
- ◆ *Reducing the reliance on imported and capital intensive resources;*
- ◆ *Making significant differences to the levels of satisfaction with the work of the school (p. 122).*

The above process concepts are taken as instances that can make differences in performance as opposed to the traditional approach of management by objective (MBO).

2.3.2.1. Management By Objective (MBO) – An Overview

Management by objectives, is a conventional method by which performance within a school is managed through the setting of annual objectives for each person and each team within a school (Drucker, 1954; Humble 1968).

The underlying purpose of MBO remains very much scientific management or management control. This means if only managers could better control what is going on in the organization and shape more directly what people do and how they react, the organization would be more effective and efficient (Davies, 1975:339).

Hence, MBO goals setting is usually focusing on observable surface problems (discipline, teaching competence, curriculum knowledge, special skills) rather than the underlying problems of values, vision, strategy or process (Kaufman & Zahn, 1993). The goals are also linked to annual performance appraisals (Murgatroyd & Morgan, 1993:113).

However, there is growing realization that many organizations that have been adopted MBO are permanently failing as organizations in the study conducted by Myer and Zucker (1989).

Schaffer (1991) suggests that the failure to use MBO and outcome goals is due to: (i) the ability managers have to rationalize past practice as being able to meet future needs; and (ii) reliance on procedures to solve problems rather than changing processes.

2.3.2.2. QUALITY GOALS

Quality goals, known as Hoshin goals, are goals that are shared among all members of the organization and are principle-based (Murgatroyd & Morgan, 1993:133). According to them, the following principles are supposed to govern the quality goals:

Principle 1: Participation

All should participate in the development of the school's vision statement and goals.

Principle 2: Empowerment

Having established the school-wide goals together, the leadership empowers the staff by giving a chance to set its own goals by letting them to have a say about it in their own ways; by supporting learning in the organization, by creating a connection between individual and team goals and the overall quality goals; by indicating the nature of the measurement to be used by the individuals and the team;

and finally, by identifying ways that can help remove or minimize potential barriers to these goals.

Principle 3: Tacking root causes not symptoms.

Going from the “fix-it” mentality into the “continuous improvement” mentality in order to live, learn, and leave a legacy in the today’s fast –changing technological and social environments.

Principle 4: No tie to performance appraisal.

Using the possibility of failure to encourage attempts at success will be important, as there will be many false starts and some failures in the search for quality improvement.

Principle 5: Quality before all else.

Quality and process improvements as prerequisites for sustainable improvements in academic performance, attendance and social behavior, require standardizing the process.

Principle 6: Communicating.

Leaders need to communicate the vision. Team members need to communicate with each other about their work, their successes, failures, methods and ideas. Communication plays a decisive role in building commitment, trust, and quality culture.

Principle 7: Focusing on process.

Everyone should be process owner and commit to its continuous improvement as outcomes follow process.

In sum, in designing a process for the development of quality goals, it is important that each of the principles set out above are adhered to. Accordingly, quality goals:

- ◆ *focus, first and format, on supplier – customer relationships;*
- ◆ *focus on the commitment of everyone in the organization for continuous improvement;*
- ◆ *view the organization as a system and the people as ongoing process;*
and
- ◆ *focus on the responsibility of top management (Bonstingl, 1992:6-7).*

Thus, quality goals are process goals which require a dedicated effort of all stakeholders to create students who:

- ◆ *become self – directed learners;*
- ◆ *achieve cognitively and master the curriculum;*
- ◆ *acquire process skills (decision – making, problem – solving , and critical thinking);*

- ◆ *show concern for others; and*
- ◆ *know the importance of self-esteem (Freeston, 1992:12).*

Covey and others (1994:149-51) characterize quality goals as process goals that are:

- ◆ *in harmony with our inner imperatives (neither driven by urgency nor by reaction);*
- ◆ *often important;*
- ◆ *doing in the physical, spiritual, social and mental dimensions of our life;*
- ◆ *in our center of focus (are within our ability to influence, aligned with our mission and are timely); and*
- ◆ *either determinations or concentrations (things you are determined to do or areas of pursuit you focus your efforts around).*

As indicated above quality goals are supposed to focus mainly on the teaching-learning process, commitment, empowerment and participation of all those who have vested interests in education. Moreover, quality goals are expected to be challenging and appear in line with the vision statement of the school.

2.3.3. QUALITY STRATEGIES

Once the quality goals have been identified and agreed to by the stakeholders strategic planning committee, SWOT (strengths, weaknesses, opportunities, and threats) analysis of both the internal and external environments should be conducted (Herman and Herman, 1994:125-26).

According to them, the purpose of SWOT analysis is to determine:

- ◆ *important variables that could help in achieving the quality goals;*
- ◆ *areas of weakness that need some kind of improvement or solution;*
- ◆ *opportunities that can be capitalized upon; and*
- ◆ *factors that are barriers to the achievement of the quality goals (p. 126).*

A few examples of both external and internal variables could be put as follows based on the opinions of various authors:

(1) External factors or variables:

- ◆ Governments are limiting their educational budgets - external threat (Baum & Tolbert, 1985:119).
- ◆ Demographic trendlines indicate that there will be more minds to educate – external threat (Pliya in Bude, 1985:83).
- ◆ Minimal participation of external stakeholders in the process of quality planning-external weakness (Cummings in Amare and others, ed (1998:473).
- ◆ Parents show a high degree of satisfaction when their children are observed by the economy after graduation – external strength (Herman and Herman, 1994:126).
- ◆ Investors are making a very high contribution in expanding chances of employment – external opportunity (Baum & Tolbert, 1985:141).

2) Internal factors or variables:

- ◆ Enrolment ratios at all levels have risen at an unprecedented rate – internal threat (Baum and Tolbert, 1985:119).
- ◆ Dropout rates and repeaters are very high, and quality of education is declining-internal weakness (Hawes in Bude, ed., 1985:256).
- ◆ All students can learn – internal strength (Herman and Herman, 1994:123).
- ◆ The bright students can cooperate to help their classmates – internal opportunity (Grisay and Mahlck, 1991).

Generally, in the process of SWOT analysis, “ the management team together with the stakeholders should satisfactorily answer the following questions” (Murgatroyd and Morgan, 1993:140-42):

Concerning strength weaknesses and opportunity management, performance, relationship and consistent success area strengths, weaknesses and opportunities are there. In addition, what barriers and potential danger signs are there within a without the school?

After all the responses to all the questions outlined above are once established, “the management team has to make a choice of quality strategies and be able to give justifications for its choice” (Herman and Herman, 1994:127). In doing so, “it is useful to go back through the analysis of educational policy and see how the strategy can be

understood in the four areas of critical dimensions-equal opportunity, relevance, accessibility and efficiency of education (Grisay and Mahlck, 1991:23).

The word 'strategy' here refers to "a series of measures announced by the government in its sectarian development plan" (The economist, 1994:3).

Grisay and Maklck (1991:23) clarify that "the relationship between the measures is not always clearly defined, but the important thing is that the measures can not be considered as isolated rather as a host of activities".

Quality is, therefore, a function of these series of activities or measures- strategy (Kaufman & Zahn, 1993:44). Then, what quality strategies should the management team choose to realize quality goals?

According to Murgatroyd and Morgan (1993:57), the following are considered as quality strategies:

Strategy 1: Broad open strategy

- *Providing sound quality through meeting specifications of the government specified curriculum with some social learning and non-curricular activities.*

Strategy 2: Enhanced open strategy

- *Providing quality through seeing national standards and requirements as minimum requirements for performance and adding locally identified needs.*

Strategy 3: Basic niche strategy

- *Providing quality by focusing on consistent areas of success in addition to the curriculum work.*

Strategy 4: Enhanced niche strategy

- *Providing quality by concentrating efforts on areas of direct influence.*

Tracing these strategies, Grisay and Mahlck (1991:23-24) put the following quality strategies for primary education in developing counties.

Strategy 1: Making the curriculum relevant through:

- ◆ *Terminal education, balanced academic and practical subjects;*
- ◆ *Integrated school activities with those of the surrounding community;*
- ◆ *Extended basic education.*

Strategy 2: Improving teacher training by:

- ◆ *Increasing the intake capacity of the teacher training colleges;*
- ◆ *Amalgamating small teacher training centers into larger ones;*
- ◆ *Upgrading unqualified teachers through in-service training and through correspondence courses;*
- ◆ *Raising the quality of the programmes for teacher educators;*
- ◆ *Organizing in-service courses on management and pedagogical support for principals.*

Strategy 3: Strengthening the support services through:

- ◆ *Reinforcing the inspection/supervision and advisory services for teachers;*
- ◆ *Creating or strengthening educational research, testing and examination, curriculum development etc institutions or units.*
- ◆ *Developing better methods for assessing pupil performance and designing remedial measures;*
- ◆ *Providing textbooks and libraries focusing on sub-standard schools.*

Once the quality strategies are stated, the process can be moved to the next step of determining the specific objectives that are intended to identify more clearly the detailed desired results (Herman and Herman, 1994:127).

For instance, with regard to the training and utilization of teachers, a series of detailed objectives can be considered. These may include measures like:

- *Up-grading primary teachers competence by increasing the length of their pre-service training;*
- *A massive effort of in – service training to reach the majority of on-the job teachers;*
- *Gradually reducing class sizes in urban schools and improving class – teacher ratios;*
- *Creating mobile units of qualified teachers;*
- *Reducing teachers' social service time; and*
- *Arranging school periods to allow teachers get a chance for further education (Grisay & Mahlck, 1991:25).*

Finally, the school is not only supposed to determine its strategy but it must also work to educate its stakeholders in this strategy and create a sense of ownership of the strategy (Murgatroyd and Mogan, 1993:39). Moreover, all aspects of the school must be

designed in such a way as to fit this strategy or reflect it. The strategy should also be related to available expertise and resources (Kaufman and Zahn, 1993:44). The ultimate success of the strategy, however, depends critically on the ability of the leadership to build a sense of commitment, communicate the strategy and vision continuously, and allocation of resources in favour of the strategy (Herman & Herman, 1994).

2.3.4. QUALITY PLANNING

Educational quality planning could be seen as strategic and tactical planning. According to Herman and Herman (1994:116), “Strategic planning is long-term planning to achieve a preferred future vision where as tactical planning is that focuses on the specific means designed to achieve the strategic goals”.

Strategic planning mainly includes such basic steps like the formation of vision, quality goals and strategies which are obtained through participation empowerment and commitment of all the concerned parties (Kaufman and Herman, 1991).

As a process, quality management systematically build to achieve the shared vision and objectives identified by a strategic plan. In addition, it systematically works with the best ways and means to provide the building blocks to achieve the vision and goals of the educational system or school identified by the tactical plan (Kaufman and Zahn, 1993:44).

In so doing, “educational planners operating at different levels of an educational system require different kinds of information in order to guide their decisions concerning planning the quality of education” (Ross and Mahlck, 1990:71).

Here, information obtained from status and action indicators of educational quality is considered as mentioned by Murnane (1987). According to his explanation:

Status indicators include educational inputs (financial, physical and manpower measures per student ratio), educational processes (the interaction between students and the personnel, curriculum, the course requirements & offerings, and the organization environment as well as co-curricular activities), and educational outputs (results in terms of knowledge, skills and values acquired by students). These are, therefore, best used for their heuristic value rather than their deterministic implications for improving quality for they constitute a passive information system. On the other hand, action indicators like building on educational production functions, self-evident connections, and practitioner knowledge are evidently there to convert information into sound strategies for raising the quality of education. These indicators go far beyond description to the realm of prescriptive or predictive relations

that will guide the adoption of strategic plans by connection the various policies, processes & inputs to the desired outputs.

The extension of methods for establishing linkages between information and the quality of education, thus, seems to require educational planners to rethink exactly once again to decide on the kind of information to be collected and used by decision-makers.

Once the vision is established, the quality goals and strategies are at place and the necessary educational information is at hand, the tactical plan can proceed following the following steps as stated by Herman & Herman (1994:127-28).

Step 1-Establishing priorities among the various objectives by setting an agreed upon set of decision rules. Generally decision rules may include (1) clearly achievable objectives (2) affordable objectives (3) meaningful objectives (4) objectives with 80% better chance of success.

Step 2-Developing tactical planning alternatives by performing the techniques of (a) brainstorming (b) force-field analysis, and (c) a cost /benefit analysis.

Step 3- Selecting the best fit alternative action plan that appears to have the greatest probability of achieving the specific objective.

Step 4 –Determining answers to the What? Who? When? Why? Where? And how to measure it ? questions of the operational plan.

Step 5-Conducting formative evaluation: Before the action plan is implemented, a method of evaluating the degree of impact and success during the operation of the plan should be developed- a pilot test.

Step 6-Doing a summative evaluation: This is simply evaluating action plans while they are in process and making logical adjustments.

Step 7- conducting a recycling phase: Recycling phase is added to tactical planning to ensure that resultant information leads to Continuous improvements.

Accordingly, the key strategic and tactical seem to include facts like: Stakeholders must be empowered to be part of the planning and decision – making; desired future results which when combined preferred a future vision, are critical to success; action programs must be developed; and monitoring feedback and recycling activities must be there to

determine whether needs are met. Having said these all about quality planning process, now let us see, some major aspects of the implementation of quality plans.

2.3.5. IMPLEMENTING EDUCATIONAL QUALITY PLANS

Kaufman and Zahn (1993:54) tell us that “wanting quality, mobilizing quality teams, providing cheerleaders, inspirational statements, posters, speeches are not enough. Quality management is also a state of mind: an organizational climate and norm”. This means the organization environment for thinking, breathing, and delivering quality must be created, nurtured, maintained, and protected.

Here are, therefore, “the basic steps for implementing quality management plans as agreed upon by strategic and tactical planners” (Herman and Herman 1994:133):

Developing a vision that includes: all students will be cognizant of the requirement to be of service to their community (Mega level); (b) all employees will be competent, efficient, and effective (macro level); (c) each individual school within the district shall possess a school climate that fosters a caring attitude and appreciation for achievements; establishing shared beliefs; conducting an internal external trends assessment; determining the critical success factors; making SWOT analysis; developing specific measurable quality objectives; identifying decision rules to allow the prioritization of the strategic goals and specific objectives; brainstorming to arrive at alternative action plans; force-field analysis; cost-benefit analysis; allocation of resources; conducting for motive evaluation; providing feedback and celebration of all success. .

In strengthening this, Kaufman and Zahn (1993:54-55) add that “quality management is about energizing, releasing, and encouraging the talents, abilities and contributions of every person in the educational system, not blaming, exploiting, or firing.

Thus, quality management is about a change. Changing from old paradigms to new, newer and more useful paradigms. It is a commitment to these new values. It is trust building throughout the organization by allowing every concerned party to participate in the formation of vision, goals, strategy and needs assessment processes. It is also a continuous struggle to reach the right first time results that could fully satisfy every customer needs.

2.3.6. EDUCATIONAL QUALITY CONTROL SYSTEM

Educational quality control is an ever growing system that guides the direction of development of quality improvement (Bradley, 1993:214). It is entirely different from supervisory services. It is a system of developing principle-based standards and specifications that help to filter the inputs entering the system, the mechanism they are processed and the ability of outputs to satisfy customer needs (Caroselli, 1992:77).

For a successful, end of this quality management function, Murgatroyd and Morgan (1993:157) to be adhered to, forward the following steps.

- 1) *Collection of basic information.*
Before tackling a problem, good basic information about the extent, dynamics and nature of the matter is important.
- 2) *Conversion of ideas and information into measures.*
Ideas converted to measurable ends will serve as means of quality improvement.
- 3) *Analyzing process.*
Examining and understanding the processes for better results is another critical step.
- 4) *Designing improved processes.*
New thinking and analytical tools, such as the systems archetypes of Senge (1990) can be used to seek improvements to process and achieve steep-slope quality improvements.
- 5) *Establishment of standards.*
To implement change successfully, the management needs to establish targets for both its work and the staging points for achieving major gains in its performance.
- 6) *Management of performance.*
Having achieved an acceptable level of performance against its established standards, the management needs to record how this is achieved and sustained.

Hence, a failure to achieve this function may lead the work of the quality management teams to be temporary rather than permanent.

2.4. THE DEVELOPMENT OF EDUCATIONAL QUALITY MANAGEMENT CONCERNS IN ETHIOPIA

2.4.1. HISTORICAL DEVELOPMENT

To the best of the researchers' knowledge, much has not been done in the area of educational quality management so far. In all the universities in the country, there is no course offering on quality management as a separate subject. Researchers have not yet treated the problems related to quality management at any level of the educational system.

So, what has been done and written so far concerning quality of education is considered in this part of the literature. Ofcourse, an effort is made to limit the discussion- to those issues which are very much related to quality management concepts.

Grisay and Mahlek (1991:3) pointed out that:

Expansion of an education system is invariably marked by concerns of quality decline. This was true of the unprecedented growth of educational systems in practically all developing countries in the 1960's and 1970's.

As indicated above, in about the same period and for the same reason, an educational quality research had been carried out in Ethiopia known as ERGESE (MOE, 1986).

To put it more elaborately, as indicated in the document, it says "with the expansion of the education system there have been indications of a widening gap between quantity and quality that triggered the then government to recognize a research endeavor" (MOE, 1986:5).

In this study, an attempt was mad to operationalize the concept of quality within the context of the socio-economic and political conditions of the nation by considering primarily the supply of human and material resources, their characteristics, the resource delivery system, the resource management system, the instructional system and the standards of human performance attained (p. 8).

As indicated above, the study had tried to see educational quality from the input, process and output sides, which could probably helpful to develop hypotheses that might be explored for their utility in improving the quality of education.

The study had come up with impressive findings in the areas of personnel, facilities, finance, organization and management, content and process of instruction, and research, evaluation and assessment practices (pp. 9-17)

To guide the discussion around our main concern of organizational management, the following findings were proven to have characterized the education system of the country in the 1970's and 80's:

1. *duplication and overlap of function among various units within the MOE;*
2. *inadequate communication and coordination among the various units within the MOE;*
3. *inadequate job descriptions as compared to the expected roles of the ministry;*
4. *overload of activities to the Vice-minister;*
5. *low level of capacity at the regional and awraja administration levels;*
6. *a gap between awraja and school administrative levels as there were no Woreda education offices;*
7. *a rapid turnover of administrative heads;*
8. *inappropriateness for the teaching profession to be administered under the CPA;*
9. *lack of career development for teachers;*
10. *improper educational structure;*
11. *insufficient pupil-time that arises from the introduction of double and triple shift system.*
12. *lack of coordination between primary school distribution and other development programs;*
13. *active school committee participation in building new schools, maintenance and in contributing to meet administrative and manpower needs;*
14. *low level of participation in educational planning process;*
15. *scrambling of kindergarten education among Ministry of Labour and Social Affairs, National Children's Commission, MOE and Mass Organizations (pp. 13-14).*

Though the study had come up with the above findings, it was not consumed by the system neither to improve management nor to make informed decisions in the area of quality. It was just shelved for a simple reason of its late arrival to the Ten Year National Perspective Plan 1984-94 (Syoum, 1996:10).

2.4.2. CURRENT DEVELOPMENT

2.4.2.1. AN OVERALL VIEW

Educational management in Ethiopia was highly centralized with all powers concentrated at the center, MOE. According to the Ethiopian Government's proclamation No. 41/1993 and the Education and Training Policy of 1994, the power has been decentralized and devolved to regional level giving all regions a wide range of authority to manage their own affairs including the management of education below higher education (MOE, 1994). Following the proclamation and the policy, regions have already started to exercise their powers and discharge their responsibilities (MOE, 1999). The responsibility of resource management for primary and secondary schools mainly rests on Wereda Education Office, which is accountable to the Zonal Education Department, and the Zonal in turn is accountable to the Regional Education Bureau (Deressa, 1999:118).

The responsibility of the Federal Ministry of Education is limited to providing professional advice, regulating standards, coordinating nation wide plans and managing tertiary level education (MOE, 1996).

Following this fact and the political changes that took place in the country, Ethiopia has established a new Education and Training Policy that addresses educational quality problem as one of the main area of concern (MOE, 1994:2). The policy document regards poor quality of education in terms of "inadequate facilities, insufficient training of teachers, overcrowded classes, shortage of books and other teaching materials" (pp. 2-3).

This means educational quality improvements are to be examined from the input side with the exclusion of educational management. These days "the possibility of increasing educational efficiency offers policymakers some hope of achieving gains on both quantity and quality fronts simultaneously, even when budgets are tight" (Richard in Bude ed. 1989:179).

As indicated above the fulfillment of this hope mainly rests on the shoulders of the educational managers at all levels. So, it seems paradoxical just neglect the quality improvement leader from the input side of quality considerations.

Anyway, following this policy statement, what has been done so far about primary education quality, is discussed hereunder.

Within the framework stated in the policy, the government has designed the Education Sector Development Program (ESDP). The ESDP is supposed to translate the policy statement into action. The main thrust of ESDP is to improve educational quality expand access to education with special emphases on primary education in rural and underserved areas, as well as of girls. The program was launched in 1997/98 with government fund and support from ongoing donor assistance (MOE, 1996).

With the ultimate goal of universalizing primary education by the year 2015, the goals for the first years /1997/98-2001/02/ of the ESDP are stated as follows:

- ◆ More children will attend school with the enrolment expanding from 3.1 to 7 million in 2001/02, which increases gross enrolment ratio from 30 percent to 50 percent. To this end, 2,500 new primary schools will be built.
- ◆ More girls and rural children will attend primary school education, thereby increasing girls, participation from 38 percent to 45 percent.
- ◆ The quality of education will be improved by providing a textbook for each child in core subjects, improving educational facilities and improving teacher training.
- ◆ The curriculum will be more relevant.
- ◆ School efficiency will be improved by reducing dropout and repetition rates.
- ◆ Financing education will be improved by increasing public spending to 19 percent of the government budget and 4.6 percent of the National output, and encouraging the private sector and community financing (MOE, 1996).

According to the Annual Report of MOE (1999-2000:19), primary education performance indicators along with their corresponding figures are written to show the current achievements and the targets for the years 2001 and 2002 as indicated in table 2 hereunder.

Table 2: Primary Education Performance Indicators Vs Achievements and Targets

S. No.	INDICATORS	BASE YEAR (1995/96)	CURRENT STATUS (1999/2000)	TARGET (2001/-2)
1	Budget and Expenditure			
	♦ Education's share	13.7%	11.28%	19.0%
	♦ Primary education share	46.2%	n.y.a.	65%
2	Access		11,490	
	♦ Total No. of primary schools	9,670		12,595
	♦ Total No. enrollments	3,788,000	6,463,000	7,000,000
3	Quality			
	♦ Number of teachers	92,526	115,777	
	♦ Share of qualified teachers	85%	89.6%	95%
	♦ Number of core textbooks	2,273,000	13,643,000	51,000,000
	♦ Grade 8 exam. Pass rate	61.7%	82.39%	80.0%
4	Efficiency			
	♦ Student: section ratio	52	66.4	50
	♦ Grade 1 dropout rate	28.5%	30.3%	14.2%
	♦ Total dropout rate	8.4%	18.9%	4.2%
	♦ Average grade 4-8 repetition rate	16.2%	9.5%	8.1%
	♦ Coefficient of efficiency	60%	36.64%	80.0%
5	Equity			
	♦ Enrolment of the most under-served areas	16.2%	8.53%	25.0%
	♦ Enrolment of girls	38.0%	39.2%	45.0%

The words of Brown in Amare & others ed. (1998:11-12), appropriately explain the facts in the above table B He says:

While Ethiopia has made great progress in education, enormous challenges remain. More than half of the eligible school children are out of school, with Ethiopia ranking at the bottom in Africa. Many drop out before they acquire minimum levels of literacy and numeracy. Only 25% of Ethiopia's girls attend school. However Ethiopia has increased its educational budget from 9% to 16% of the national budget with primary education getting over half of the total budget, it is beset by problems of access, quality and equity. Then, improving the quality and equity of primary education in Ethiopia is not a matter of accumulation of capital, roads and technology, rather of skills and institutions (human and social capital).

In this line of experience Baum and Tolbert (1985:123-24), explain that:

The task of managing the education sector is formidable. It is the most sizable public activity. It commands the largest share of the national budget and accounts for 25 percent or more of the public employees. The rapid expansion and increased complexity have strained developing countries' administrative, managerial and analytical capacities. Senior level managers are drawn from the teaching profession without proper managerial training. Responsibility is fragmented and its division unclear both at the center and down the line. The relationship between the center and local authorities, community groups, and the school themselves are not well defined.

It is also mentioned that the current progress in primary educational achievements are promising inspite of the low levels of managerial skills in coordination, integration, motivation, communication, and professionalization (MOE, 2000:7-8).

This may clearly show that the neglect of the management body from the input side of quality consideration has resulted a decline in the overall efficiency of primary education scoring 60% in the year 1995/96 as compared to 36.6 in the year 1999/2000 as shown in table B.

Besides the four sets of school quality factors- expenditures per pupil, specific material inputs, teacher quality and teaching practices-management of the entire school also represents an important component of school quality. Holding constant material resources per student, schools vary enormously in the quality of their management (Fuller, 1985:24).

Simply increasing the level of material resources & qualified teachers does not guarantee educational quality. Hence, quality should be seen from the social class background, verbal proficiency, motivation and classroom behavior of the teacher including his/her efficient use of instructional time, levels of standards set for students, frequency of student evaluation, ability to place students in active learning, & in terms of the organization of the school & the principal's managerial capability (Grisay and Mahlck, 1991:54).

Inadequate attention to these social variables may severely constrain the impact of additional material inputs, thereby impeding continuous improvement. So, the fact in the annual report of the ministry which is read as "these educational indicators play an important role in providing a clear picture of the system and the tangible changes that have occurred as a result of the new policy and other interventions", which means the information cited on table B, may mean nothing unless they are seen from the social aspect of quality. "Quality indicators like teacher qualifications equipment and material supply, textbook availability etc. focus on formal rather than actual quality characteristics" (Grisay & Mahlck, 1991:5). This means a school can have highly qualified teachers but not necessarily motivated staff, still another may be poorly equipped and yet able to make a good use of the few facilities it has.

Thus, accordingly educational management makes a difference in quality improvement unlike its exclusion from the quality domain in the policy statement and

annual reports of the ministry. So, the indicators used are not more than formal measures of quality as research findings indicate.

2.4.2.2. CURRENT PRIMARY EDUCATION MANAGERIAL FUNCTIONS

Having the above notion of quality mentioned in the policy statement and the reports produced on this basis, what kind of decisions and plans are prepared by the MOE seems to deserve further discussions.

The five-year Strategic Educational Plan (1001-2005) comprises the following components:

- 1) Vision 2) Mission Statement 3) SWOT Analysis 4) Areas of Priority
- 5) Objectives 6) Basic Activities of Primary Education 7) Financing 8) Basic Strategies 9) Controlling & Evaluation Mechanisms (MOE, 2000:1-37).

As one can see it from the outset, the very content of the strategic educational plan is decorated with quality management words. To have a clear picture of the primary education management practices and their future plans, now let us try to see what is going on within each component of the plan.

1. Vision

- The vision statements of the educational system of the country are decided to be:
 - Providing quality basic education for all.
 - Providing responsible, hard working, & problem solving citizens who understand, accept and practice all the constitutional rights and laws of Ethiopia.
 - Producing lower, medium and higher professionals who could satisfy the manpower needs of the country at various levels (p.2).

2. *Mission*

The overall educational mission is also agreed upon to be:

- Ensuring that schools and educational institutions are producing students who satisfy the vision statements of the education system.
- Ensuring that quality, relevant and efficient education that adapts to changing needs is given at all levels.
- Ensuring the accessibility and equity of educational opportunities in terms of gender, and regional distribution.
- Producing as many quality professionals as the manpower demand of the country through the opening, expansion and strengthening of new and existing educational institutions.
- Encouraging direct community participation
- Capacity building of the managerial body at all levels for a successful and (P.2).

3. *SWOT Analysis*

Strengths, Weaknesses, opportunities and threats both internal and external are analyzed as follows (p.10)

Table 3: SWOT Analysis

	INTERNAL	STRENGTH	WEAKNESS
1	Structure	<ul style="list-style-type: none"> The practice of educational decentralization is progressing to zone level & to some woredas. Educational institutions will be lead by representatives of the community, teachers & students. The existence of common & continuous forum for all the secretariats could help them to meet & exchange experiences. 	<ul style="list-style-type: none"> Absence of sufficient professionals and improper placement. In some regions, zones & woredas where the education office lacks clear structure of its own, things are managed improperly. Low level of stakeholders participation in educational management.
2	Management	<ul style="list-style-type: none"> There is a promising hope on the part of top management to gather momentum on professional competence and coordination. The attention given by the Federal & Regional Governments is very encouraging. 	<ul style="list-style-type: none"> Though the management in some regions are potentially good, they lack experiences. Low level of policy knowledge at all levels of the system Lack of professional competence with many of the principals.
3	Manpower	<ul style="list-style-type: none"> The presence of well experienced personnel at all levels. 	<ul style="list-style-type: none"> Increased number of personnel leaving the profession. Resistance of teachers to new teaching methods. Lack of adequate professionals in the 2nd cycle of primary education & technical & vocational areas. Lack of professional love.
4	Finance	<ul style="list-style-type: none"> The establishment of efficient financial system that could help to adequately utilize the financial resources funded from all sources. 	<ul style="list-style-type: none"> Lack of efficient manpower and management information system to get timely report.
	EXTERNAL	OPPORTUNITIES	THREATS
5	Political Condition	<ul style="list-style-type: none"> The federal & regional governments have proven to be vanguard forces to accept and solve educational problems. The empowerment (to be) created by the practice of educational decentralization. The establishment of new Education & Training Policy, & Others. The establishment of five year strategic plan based on the previous experiences. 	<ul style="list-style-type: none"> The funds from international donors may take some time to attain its normal status just after its disruption by the war. The bureaucratic ups and downs at the regional level may discourage private investment on education.
6	Economic Condition	<ul style="list-style-type: none"> The will of the government to increase educational budgets. The chance to get funds from creditors, donors and other sources looks promising. The existence of policies that could attract educational investments. 	<ul style="list-style-type: none"> More budget may be required to reconstruct the war devastated schools. The relationship with international financiers may take some more time to bring it back to the state it was before the war. The current trend of devaluation may make it difficult to buy educational materials from the world market.
7	Social Condition	<ul style="list-style-type: none"> The movement of government and non-government organizations in education arena could help the society in raising its conception for education. The step by step development of public funding could create sense of ownership. 	<ul style="list-style-type: none"> Gender biased beliefs are still existent in the society which could hamper female students from joining & continuing their education. There are conditions like the need for child labor that could aggravate dropout rates. In urban schools, there is an increasing rate of delinquencies.
8	Technological Condition	<ul style="list-style-type: none"> The introduction of computer service will enhance communication. The use of computer systems to disseminate models on financial information system is ready for use. The preparation of educational indicators to help educational planners and decision makers is ready for use. 	<ul style="list-style-type: none"> Incapability to develop technological competence so as to introduce modern technology to the processes of learning & management practices.

4. AREAS OF PRIORITY:-

- ◆ Producing good citizens will be the central mission of all educational institutions.
- ◆ Providing quality education for all as much as possible.
- ◆ Focusing on non-formal education to reach all of the school aged eligible children.
- ◆ Focusing on technical and vocational training that could help students to bring changes in agriculture and technology transfer.
- ◆ To improve educational quality, proper attention will be given to teachers' professional competence and development.
- ◆ Focusing on educational management to make it professional, democratic and responsive.
- ◆ Encouraging the participation of all stakeholders in the management and financing of education.
- ◆ Popularization of the education & training policy (p. 14).

5. OBJECTIVES (GENERAL)

- ◆ Making schools and educational institution places where good citizens are created.
- ◆ Providing quality, efficient and relevant education that adapts itself to the changing conditions.
- ◆ Expanding primary educational by giving equal educational opportunity to all regions and both genders.
- ◆ Creating coordinated and integrated education at all levels.
- ◆ Creating managerial capacity that could bring pertinent and continuous educational improvement (p.17).

6. BASIC OBJECTIVES OF PRIMARY EDUCATION

- ◆ The ultimate goal of primary education being universalization of education, in the 5 years ahead enrolment rate is targeted to reach 65%.
- ◆ Focusing on the most unserved regions, 3,385 and 2,451 new school are going to be opened in the first and second cycles for the level respectively.

- ◆ Non – formal education for the level will be emphasized to reach adults and children at the regional level. Where the emphasis will lie on organization, staffing, curriculum development and training of trainees of non-formal education.
- Increasing the rate of female teachers by 60% and 50% for the first and second cycles respectively so as to encourage role modeling.
- Providing in service training for 38,876 teachers of first cycle and 37,251 of second cycle so as to have 100% trained teachers for each cycle within the given time of five years.
- Opening new teacher training colleges in Amahara, SNNRS, Oromia, & Somalia and additional programs in Maths and Science at Ambo College to fulfill the demand for second-cycle teachers. Another 4 first cycle teacher training centers at Metu, Hossana, Afar, and Benshangul are going to be opened from 2000/2001– 2004/2005.
- Teachers will be accredited for professionalism after training for the level.
- Teacher training centers for primary education will be reorganized to meet the needs reflected in the standards for primary education and will emphasize knowledge of pedagogy.
- Based on the prevailing situation, continuous primary education curricula development will take place with the full knowledge of the expertise in the area.
- Student, book ratio will be one – to – one and additional books will be provided to overcome problems in the languages of instruction for those who employ their first language for the level.
- Minimum learning skills will be set for each grade and subject of primary education.
- Free promotion will be practiced in grades 1-3 and national exams in grades four and eight to assess the degree of equality in educational opportunities in terms of sex, regions, language of instruction, educational objectives and etc.
- providing training for educational managers at national or international levels for the proper implementation of the education training policy
 - 225 at masters’ level, 5400 others at diploma and degree levels.
 - Primary school principals will be trained at regional level.
- Encouraging private primary schools in all regions.

- With the exclusion of budget forecasts of three regions, a total of 16.9 billion birr will be required to fulfill the educational objectives of the country where more than half will go to primary education (p.18).

7. STRATEGIES

- To help schools produce good citizens, civic education accompanied by books with attractive and important lessons will be given at all grade levels.
- Public funding in the opening of new schools will be encouraged.
- On-the-job teacher training will be provided to upgrade the pedagogical knowledge of teachers.
- There will be a chance for the private sector to participate in the production and selling of textbooks to help those who can offer.
- The private sector still will be invited to erect buildings around higher education institutions so that the universities could get a chance of renting these buildings to solve the problems of dormitory rooms.
- Training educational managers to develop their leadership competence.
- To promote quality, there will be a strong system of supervision.
- Opening forums to promote educational policy awareness of the stakeholders (p.36).

8. EVALUATION AND FOLLOW UP MECHANISMS

- Based on the educational performance indicators, periodic evaluation will be there among central and regional educational level managers that could help to make immediate measures to arrest problems.
- Overall educational problems will be discussed and solved at the annual educational conference and other forums through the common effort of the center and regions.
- Quarterly, biannually and annually financial reports will be produced to initiate discussions and thereby solutions.
- Quarterly and/or annually, there will be meetings among the government, donor agencies, the center and regional representatives that appraises the implementation level of the educational plan (p. 37).

As indicated above, the strategic educational plan for the five years ahead, contains the vision, mission, goals, objectives, SWOT analysis, prioritization, primary education objectives, strategies and control mechanisms. These, as functions of management, are properly identified though some points are confused between objectives and strategies.

When we come to the aspect of quality management, the problem mainly lies in building commitment, trust and empowerment on the part of the leadership and all the employees, beyond using quality management terms.

How is this plan produced? How is it related to the policy? Who did participate in its preparation? Do the vision reflect the needs of all those who have a vested interest in education? Are the top management committed enough to empower the teachers at the school level? Do the top management bodies regard people at the grassroots level as sources of innovation, new ideas, new insights or they consider themselves as the sources of creative ideas? Are the teachers committed enough to accept and realize these educational objectives? What kind of cultures are we intending to establish at the school level? And many other questions are not fully answered in the educational plan indicated above.

Hence, these and other questions should be considered in the study so as to examine things in the sense of quality management of primary education in Ethiopia.

CHAPTER THREE

PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

In this chapter, an attempt is made to present, analyze and interpret the data gathered from the respondents of educational managers at the center, MOE, REBs, WEOs and school levels who were supposed to directly involve in the management of primary education quality improvement efforts.

Topics like characteristics of respondents, the basic assumptions behind quality management practices, and the actual quality management practices for primary education are discussed based on the facts in the literature and the information gathered from the survey study.

3.1 CHARACTERISTICS OF RESPONDENTS

The distribution of respondents, the management of data collection, respondents age, sex, area of study, qualification and years of service are some of the features that may affect the reliability, and weight of the study.

These structural and personal characteristics of educational managers of the sample areas were found to be sufficient and sound. So, as shown in tables 4.1.1, 4.1.2, and 4.1.3, these important characteristics of respondents were believed to represent reliable, dependable and weighty responses.

Table 4.1.1: Distribution of Respondents & Collection of Data

No.	Item	Questionnaire	
		Distributed	Collected
1	Center (MOE)	3	3
2	Addis Ababa		
	a) Regional Level	3	3
	b) Woreda Level	6	6
	c) School Level	77	75
3	Tigray		
	a) Regional Level	3	3
	b) Woreda Level	6	6
	c) School Level	72	71
4	Afar		
	a) Regional Level	3	3
	b) Zone Level	3	3
	c) School Level	24	20
5	Grand Total	200	193 (96.5%)

As indicated in table 4.1.1, 96.5% of the questionnaire distributed were successfully collected. Moreover, interviews with the Minister of MOE, heads of Regional Education Bureaus and teachers were made possible.

Generally, this could be taken as one essential factor that could help the study to base itself on a sufficient number of responses as was intended

Table 4.1.2: Respondents by Age & Sex

No	Item	Center (MOE)		Region Level		Wereda Level		School Level		Average	
		No	%	No	%	No	%	No	%	No	%
1	Sex										
	a) Male	3	100	8	91.7	14	93.3	129	77.7	157	81.3
	b) Female	-	-	1	8.3	1	6.7	37	22.3	36	18.7
	Total	3	100	9	100	15	100	166	100	193	100
2	Age										
	a) Below 25	-	-	-	-	-	-	22	13.3	22	11.4
	b) 26-35	-	-	2	16.7	7	46.7	58	34.9	67	34.7
	c) 36-46	-	-	3	25.0	4	26.7	58	34.9	65	33.8
	d) 46+	3	100	4	33.3	4	26.6	27	16.9	38	19.7
	Total	3	100	9	100	15	100	166	100	193	99.6

As shown in item 1 of table 4.1.2, female educational managers for primary education, constituted an average of 18.7% of the total number of respondents. Specially, in all the regions under consideration almost no female manager was involved at the regional

& Woreda managerial levels for primary education. This means, the participation of females at all levels was minimal. Since the study had not involved issues that required gender-specific responses, this phenomenon would affect the reliability to a null degree.

As can be seen from item 2 of table 4.1.2, all respondents of the center, MOE, belonged to the age group 46⁺, and most of the respondent managers of the REBs, WEOs and a school level respondents, belonged to the age groups 26-35 & 36-46, with the exception of student council respondents. Hence, the responses they gave, were believed to be credible and weighty.

Table 4.1.3: Respondents by Area of Study, Qualification and Years of Service.

No	Item	Center (MOE)		Region Level		Wereda Level		School Level		Average	
		No	%	No	%	No	%	No	%	No	%
1	Area of Study										
	a) Ed. Ad.	-	-	4	44.4	4	26.7	6	18.7	14	23.7
	b) Non Ed. Ad.	3	100	5	55.6	11	73.3	26	81.3	45	76.3
	Total	3	100	9	100	15	100	32	100	59	100
2	Qualification										
	a) 2 nd Degree	-	-	4	44.4	-	-	-	-	4	6.8
	b) 1 st Degree	3	100	4	44.4	3	20.0	-	-	10	16.9
	c) Diploma	-	-	-	-	7	46.7	14	43.7	21	35.6
	d) TTI	-	-	1	11.1	3	20.0	11	34.4	15	25.4
	e) 12 th	-	-	-	-	2	13.3	7	21.9	9	15.3
	f) Others	-	-	-	-	-	-	-	-	-	-
	Total	3	100	9	99.9	15	100	32	100	59	100
3	Years of Service										
	a) 5-10	-	-	-	-	-	-	2	3.2	2	3.4
	b) 11-15	-	-	-	-	2	13.3	3	9.4	5	8.5
	c) 16-20	-	-	1	11.1	9	60.0	10	31.3	20	33.9
	d) 20 ⁺	3	100	8	88.9	4	26.7	17	53.1	32	54.2
	Total	3	100	9	100	15	100	32	100	59	100

As can be seen from item 1 of table 4.1.3, 76.3% of the respondents on average, were non-Educational Administration graduates. According to the information secured from interviews, the assignment of non-Educational Administration graduates into the managerial positions of primary education was done where ample Educational

Administration graduates were assigned as teachers for different subjects in all the sample regions.

This improper allocation of human resources might have a negative impact on the reliability of the responses that required adequate knowledge and skills of educational management.

Concerning the qualification of respondents, as shown in item 2 of table 4.1.3, many of the WEO and school level incumbent respondents, were found to be under qualified. Likewise, all respondents of the center, MOE, and REBs, were first and second degree qualifiers which were believed appropriate for the level.

Generally, the relative level of the respondents' qualification together with the long years of services they had had as shown by item 3, it was believed that they were most likely to provide adequate information about the challenges for quality management of primary education in the respective levels.

3.2 BASIC ASSUMPTIONS BEHIND QUALITY MANAGEMENT PRACTICES

Literally, some of the assumptions behind quality management may include empowerment, a complete mindset change, involvement of everyone in the organization, preventive approach, comprehensiveness and strategic overview of quality.

Such, basic assumptions, that govern the actual quality movements and efforts in our primary schools, were taken as critical considerations for the following reasons: First, if educational managers fail to examine the basic assumptions, for which quality attitudes and actions flow, to try to change outward attitudes and actions does very little good to our primary schools in the long run. Second, educational managers, who are meant for primary

education quality improvement, can not act with integrity without the possession of these basic assumptions. Third, these basic assumptions yield so many deep insights into both personal and organizational effectiveness. They are believed to be the true sources of empowerment that lead managers to act confidently, independently, and creatively. Finally, the more aware educational managers are of their basic quality management assumptions and the extent to which they have been influenced by their experiences, the more they can take responsibility for those assumptions to examine them, to test them against reality and to listen to others, thereby getting a large picture and a far more objective view.

In the light of the above facts, respondents were asked to forward their responses for the presence of basic quality management assumptions for primary education vis-à-vis the very content of the basic assumptions.

Most respondents were rather confused, showing that there were not clear basic quality management assumptions for the level, as indicated in table 4.2.1.

Table 4.2.1: Basic Assumptions Behind Quality Management

Whether basic assumptions for quality management of primary education quality improvement were there:	Respondents							
	Center		Addis Ababa		Tigray		Afar	
	No	%	No	%	No	%	No	%
a) yes	-	-	-	-	-	-	-	-
b) no	3	100	34	40.5	54	67.5	18	69.2
c) not sure	-	-	50	59.5	26	32.5	8	30.8
Total	3	100	84	100	80	100	26	100

All the respondents of the center, MOE, and most of the respondents of Tigray and Afar, clearly pointed out that there were no basic assumptions for quality management of primary education as such. Majority of the Addis Ababa respondents, were not sure of the basic assumptions which implied that they never heard and read about them.

After proving that there were not basic assumptions that guided quality movement, there was no a need to discuss on the contents of a non- existent basic assumptions of quality management. However, the far-reaching implications of the exclusion of the basic assumptions from the management of primary education seems to deserve a further discussion.

Individual Regional Education Bureaus, Wereda Education Offices and primary schools, which found themselves under such similar condition, are supposed to define, perceive, understand and interpret all educational quality movements from their own viewpoints. These may respresent components of a system that work incompatible with one another, running for short-lived cosmetic results and eventually deemed to failure.

~~3.2.2~~¹: RESPONDENTS' PERCEPTION ON SOME QUALITY MATTERS.

Let's see some evidences regarding what components of a system exhibit when they lack a common frame of reference the principle-based values.

Table 4.2.2.1 Definition of Quality in Education Across Managerial Levels.

Educational quality was defined as:	Center (MOE)		Region Level		Wereda Level		School Level	
	No	%	No	%	No	%	No	%
a) customer need satisfaction.	-	-	-	-	1	6.7	36	21.7
b) successful student achievement.	-	-	3	33.3	6	40	59	35.5
c) a process of moulding good citizen.	-	-	-	-	2	13.3	22	13.3
d) the provision of qualified teachers, and adequate textbooks, materials and space.	-	-	2	22.2	5	33.3	27	16.3
e) a process of creating innovative and self-reliant students.	1	25	1	11.1	1	6.7	10	6.0
f) all	2	75	3	33.3	-	-	12	7.2
Total	3	100	9	99.9	15	100	166	100

75% of the respondents at the center, MOE, were for such many definitions of quality in education. They were not able to define educational quality specifically from the quality management point of view. Regional level respondents, did not even reach a consensus. They assumed five different definitions of quality in education. Most of the WEO and school level respondents, defined quality in education from an output side. They defined it as “a successful student achievement.”

Table 4.2.2.2: Definition of quality in education in one region (Addis Ababa)

Educational quality was defined as:	REB		WEO		School Level	
	No	%	No	%	No	%
a) customer need satisfaction.	-	-	-	-	16	21.6
b) successful student achievement.	-	-	1	16.7	20	27.0
c) a process of moulding good citizen.	-	-	1	16.7	9	12.2
d) the provision of qualified teachers, and adequate textbooks, materials and space.	1	25	3	50.0	17	23.0
e) a process of creating innovative and self-reliant students.	-	-	1	16.6	7	9.5
f) all	2	75	-	-	5	6.7
Total	3	100	6	100	74	100

Likewise, 75% of the respondents of the Addis Ababa REB, accepted as many as five definitions of educational quality that could have led their quality operations in as many as five different directions. 50% of the WEO respondents of Addis Ababa, defined educational quality as “a process of introducing qualified teachers, and adequate textbooks, materials and enough spaces into the school system”. 27% and 21.6% of the school level respondents, defined it as “successful student achievement”, and as “customer need satisfaction” respectively. In defining educational quality, such variations were observed within the component parts of the same region. What across sample regions?

Table 4.2.2.3: Definition of Quality in Education Across Sample REBs

Quality in educational was defined as:	Addis Ababa		Tigray		Afar	
	No	%	No	%	No	%
a) customer need satisfaction.	-	-	-	-	-	-
b) successful student achievement.	-	-	2	75	1	33.3
c) a process of moulding good citizen.	-	-	-	-	-	-
d) the provision of qualified teachers, and adequate textbooks, materials and space.	1	25	-	-	1	33.3
e) a process of creating innovative and self-reliant students.	-	-	-	-	1	33.3
f) all	2	75	1	25	-	-
Total	3	100	3	100	3	99.9

Across sample regions, the case was similar. 75% of the respondents of Addis Ababa REB, as mentioned earlier on, agreed that five different definitions of quality management were supposed to characterized their current quality practices. 75% that of Tigray REB, defined it as “successful student achievement”. REB respondents of Afar, did not even reach a consensus. 33% of them, defined it as” a process of providing qualified teachers, adequate textbooks, materials and enough spaces” and the rest 33.3%, regarded it as “a process of creating innovative and self-reliant students”.

The fundamental break from the basic assumptions of quality management had brought such a remarkable confusion in the very definition of the term. And the policy statements about quality did nothing important to bring most of the respondents to a single definition, indicating that the policy was not yet grasped by most of the respondents. Let us see, some more instances on how respondents perceived other issues of quality when they void the assumptions that govern quality of education.

Table 4.2.2.4: Perception of Respondents on the Decline of Quality of Education

Whether students had got quality education at the primary level:	Center (MOE)		Regional Level		Wereda Level		School Level	
	No	%	No	%	No	%	No	%
a) yes	-	-	1	11.1	3	20	3	2.0
b) no	3	100	6	66.7	10	66.7	114	77.6
c) not sure	-	-	2	22.2	2	13.3	30	20.4
Total	3	100	9	100	15	100	147	100

Relatively most of the respondents, agreed upon the fact that there were a decline in the quality of primary education.

Before initiating any kind of measure, believing in the existence, nature and scope of the problem seems the first logical and rational step that one cannot ignore or skip. This, however, remains a reality so far as the system or sub-system owns principle-based values from which this logical and rational step grows. In the absence of such terms of references, this positive sign of perception will not continues as a common value for long.

Though one can predict what will come next, the study went on assessing, who the most responsible body was for the decline of quality of education at the primary level, just to see the fact on the ground.

Most of the respondents, all the same, externalized the problem of decline of quality for primary education. They pointed out their fingers to someone who were outside their area of jurisdiction. The respondents of the center, pushed the blame towards the state. Respondents of the REBs of the sample regions, pushed it to the school, Wereda and the center, MOE. The WEO respondents, pushed it to the center, MOE, REBs and schools. Similarly, school level respondents, regarded the center, MOE, and REBs as the managerial bodies who should take the blame for the decline of quality for primary education. This

means, everybody was running to solve the problems of educational quality at the primary level for whom he/she was not responsible, as can be seen in table 4.2.2.5.

Table 4.2.2.5: Respondents' Perception on the "Who" of Quality Decline.

The decline of quality at the primary level was mainly the responsibility of:	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) the center, MOE	-	-	3	33.3	4	26.7	75	45.5
b) REB	-	-	-	-	6	40.0	60	36.4
c) WEO	-	-	3	33.3	-	-	10	6.0
d) the school	-	-	3	33.3	5	33.3	6	3.6
e) the society	-	-	-	-	-	-	-	-
f) the state	3	100	-	-	-	-	14	8.5
g) others	-	-	-	-	-	-	-	-
Total	3	100	9	99.9	15	100	165	100

This kind of dangerous position can breed the sense of carelessness, looseness and incongruency in the long run. Moreover, managers who are in this kind of condition, sooner or later, are supposed to stand in contradiction between the objective realities and their mode of thinking which could be a source of frustration for themselves and for the relationships they have with their colleagues. Externalizing a problem is therefore, one of the results of managerial detachment from the basic assumptions of quality management, specifically from one's center of focus.

Table 4.2.2.6: Perception of Respondents on the ‘Who’ of Quality Improvement.

The main actor of educational quality improvement was supposed to be:	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) the management body	1	33.3	3	33.3	5	33.3	64	38.6
b) the teaching staff	-	-	4	44.4	9	60.0	88	53.0
c) the student	-	-	-	-	-	-	-	-
d) the society	-	-	-	-	-	-	-	-
e) the state	1	33.3	-	-	-	-	-	-
f) all	1	33.3	2	22.7	1	6.7	8	4.8
g) others	-	-	-	-	-	-	6	3.6
Total	3	99.9	9	100	15	100	166	100

On the other hand, the main actor of educational quality improvement was supposed to be the teaching staff as regarded by most of the REB, WEO and School level respondents. However, a considerable number of the respondents of the REBs and schools, took different position. They were for the management body. Likewise, respondents of the center, MOE, reached no consensus. Some believed, that the main actor was the management body; some said, it was the state; and some said that there was no such a notion of main actor, rather all managerial levels were taken as important as such. Table 4.2.2.6. portrays this fact.

Accordingly, the management body, the teaching staff, the students, the society and the state were taken, as main actors in the course of primary education quality improvement as confirmed by the respondents at various levels. These kind of varied beliefs could mislead the direction of investment, power and efforts which were meant for primary education quality improvement attempts. Hence, the other result of managerial detachment form basic quality assumptions is, what we can call mismanagement of resources.

Concerning the main causes for the decline of quality of education at the primary level, there was no one single area of agreement where all the respondents could possibly come into one point. Table 4.2.2.7. indicates that:

Table 4.2.2.7: Respondents' Perception on the 'What' of Quality Deterioration.

The decline of educational quality at the primary level was mainly the result of:	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) lack of positive attitude towards one's profession.	-	-	2	22.2	2	13.3	49	31.0
b) Lack of necessary knowledge and skills in areas of responsibility.	3	100	6	66.7	5	33.3	16	10.1
c) Lack of specific knowledge of pedagogical and psychological principles.	-	-	1	11.1	3	20.0	29	18.4
d) Lack of similar beliefs.	-	-	-	-	3	20.0	26	16.5
e) Lack of common work culture.	-	-	-	-	-	-	-	-
f) Lack of coordination.	-	-	-	-	2	13.3	38	24.0
Total	3	100	9	100	15	99.9	158	100

All the respondents at the center, MOE, 66.7% of the respondents of the sample Regional Education Bureaus, and 33.3% of the WEOs, believed that “lack of necessary knowledge and skills in areas of responsibility”, was the main cause for the decline of quality. Whereas, 31.0% & 24% of the school level respondents, believed that “lack of positive attitude towards one's profession and “lack of coordination” as the main causes for the decline of quality of primary education respectively. This lack of oneness in identifying the main causes for quality decline for primary education could confuse the top priorities in the areas of training, research and supervisory services. As one can see it from table 4.2.2.8, it

was observed that there were a confusion with regards to the training of personnel on quality matters.

Table 4.2.2.8: The Practice of Personnel Training on Quality Matters.

Whether personnel had been trained in the what of quality problems:	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) yes	-	-	9	100	-	-	1	7.9
b) no	3	100	-	-	13	86.7	121	73.3
c) not sure	-	-	-	-	2	13.3	43	26.1
Total	3	100	9	100	15	100	165	100

Most of the respondents of the center, MOE, who were supposed to provide technical and professional support to the regions, witnessed that personnel had not been trained in the what of quality problems. This was as real as its acceptance by most of the WEO and school level respondents. Unfortunately, most of the REB respondents, were trying to say that there were training for personnel on the what of quality problems however not known by the center, MOE, and school level respondents. Something irrelevant training could have been given to the existence of such misunderstandings. Anyhow, this was one sign of an improper prioritization practice.

Therefore, the problem of improper prioritization practice in training could enable us to extrapolate the deficiencies in research and supervisory services. And yet, improper prioritization was another additional problem resulted out of the managerial detachment from the basic realities of quality management.

Generally, when basic assumptions that bind an organization together are missed, they can possibly breed problems like illogical and irrational thinking, externalizing problems, mismanagement of resources, improper prioritization and so on. Along this line,

so far the study had made clear that primary education managers of the sample areas, were trying to teach pupils and involve in relationships without giving serious and careful consideration to the roots out of which the quality in primary schools were suppose to grow, as indicated by most of the respondents. This could be taken as a real challenge for empowerment, self-confidence, independent thinking, innovation and creativity.

Under such situation, what could the actual quality improvement attempt look like? The answer to this question seems obvious as one can extrapolate to some extent from the trends of the ongoing discussion. However, it was found important to assess and see furtherly the degree of complication connected with primary education quality improvement practices if any.

3.3 PRIMARY EDUCATION QUALITY MANAGEMENT PRACTICES

Quality improvement is believed to be an evolutionary change. It is also taken as a process that calls for effective leadership; full commitment & trust; efficient communication & competence, and right first time culture from everyone in the organization. Following this fact, the study had made an attempt to touch most of the points mentioned above as much as possible.

3.3.1 EFFECTIVE LEADERSHIP

Effective leadership is considered as one of the most valuable ingredients of quality management. It includes the development of clear, documented corporate beliefs that could help to communicate an inspiring vision; the development of clear and effective strategies and supporting plans for achieving the mission and quality objectives; identification of the critical success factors and consistent areas of success to allocate resources properly;

reviewing the management structure; and encouraging effective employee participation and relationship for a successful end.

In this regard, an effort was made to assess how much effort was exerted in developing effective leadership practice in our primary schools so as to fit into the realities of quality improvement.

A. DEVELOPMENT OF CLEAR VISION, GOALS, STRATEGIES AND OTHER ROLES

Regarding the main roles of leadership effectiveness, as shown by table 4.3.1.1, there seemed no overriding view that could bring the respondents into similar position. 75% of the respondents of the center, MOE, and 44.4% of the respondents of REBs, indicated that the development of vision statement, quality goals, quality strategies, quality control system and quality standards were realized as part of the leadership roles in the process of quality improvement for primary education.

Table 4.3.1.1: The Practice of Effective Leadership Roles Across Managerial Levels

Educational leaders were believed to:	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) develop clear vision statement.	-	-	1	11.1	4	26.7	22	17.4
b) establish clear quality objectives.	1	25	3	33.3	3	20.0	20	15.7
c) develop clear quality strategies.	-	-	1	11.1	1	6.6	16	12.6
d) put clear quality control mechanism.	-	-	-	-	-	-	12	9.4
e) introduce new motivation system.	-	-	-	-	7	46.7	20	15.7
f) develop quality standards.	-	-	-	-	-	-	11	8.7
g) all	2	75	4	44.4	-	-	26	20.5
Total	3	100	9	99.9	15	100	127	100

Most of the respondents of the WEOs of the sample regions, believed that there had existed only a new motivational system (the career-structure) that could be viewed as a sign of leadership effectiveness for primary education. What had been said so far, were not strictly supported by the school level respondents. They were totally lost.

50% of the respondents of Tigray REB, confirmed that the development of quality objectives characterized the state of effective leadership role in the attempt made to bring quality improvement at the primary level. Whereas 50% of the respondents who were in the same platform of management level, indicated that there were only quality strategies, which was really a paradox. Most the WEO respondents were for the development of vision statement where school level respondents, were not strictly for either of the roles. They did not even reached a consensus as one can see it in table 4.3.1.2 below.

Table 4.3.1.2: The Practice of Effective Leadership Roles in Region One (Tigray)

Educational leaders were believed to:	REB		WEO		School Level	
	No	%	No	%	No	%
a) develop clear vision statement	-	-	4	66.7	11	21.2
b) establish clear quality objectives	3	50.0	2	33.3	12	23.1
c) develop clear quality strategy	3	50.0	-	-	6	11.5
d) put clear quality control mechanism	-	-	-	-	3	5.8
e) introduce new motivation system	-	-	-	-	9	17.3
f) develop quality standards	-	-	-	-	2	3.8
g) all	-	-	-	-	9	17.3
Total	6	100	6	100	52	100

There is no wonder to see, that individual regions, Weredas and schools understood the state of leadership effectiveness in their schools differently and operated that way where

the binding assumptions were not possessed by a critical mass of the managers and teachers. In addition to the absence of basic assumptions, this could also be indicative of the fact that participation, delegation, orientation and efficient communication were deficient in the sub-system of primary education in the sample regions.

Let's see some more evidences on leadership effectiveness to understand clearly what was going on in our primary schools with regard to quality improvement practices.

B. DELEGATION

Delegation is considered as one sign of effective leaders. They delegate the necessary powers that enable everyone in the organization to decide on quality matters. This being the required practice, the process of delegation of powers was found to be problematic in the sub-system of our primary education, as indicated in table 4.3.1.3.

Table 4.3.1.3: The Practice of Delegation of Power

Whether everyone had the necessary power to decide on quality matters for primary education:	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) yes	1	33.3	4	44.4	3	20.0	44	27.3
b) no	1	33.3	3	33.3	11	73.3	98	60.9
c) not sure	1	33.3	2	22.2	1	6.7	19	11.8
d) Total	3	99.9	9	99.9	15	100	161	100

Concerning this point, respondents of the center, MOE, were for three different views. 33.3% of them, confirmed that the necessary power was there for everyone to decide on quality matters. Whereas 33.3% of them, denied that there was no any, and the rest 33.3%, were not sure of what was going on with regard to delegation. This means no follow

the binding assumptions were not possessed by a critical mass of the managers and teachers. In addition to the absence of basic assumptions, this could also be indicative of the fact that participation, delegation, orientation and efficient communication were deficient in the sub-system of primary education in the sample regions.

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a) yes	1	33.3	4	44.4	3	20.0	44	27.3
b) no	1	33.3	3	33.3	11	73.3	98	60.9
c) not sure	1	33.3	2	22.2	1	6.7	19	11.8
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up, no research and no critical evaluation were made to know something about the whereabouts of the devolved powers that took place following decentralization.

44.4% of the regional Education Bureau respondents of the sample regions, witnessed that there was the necessary power for everyone that enable him/her decide on quality matters. Moreover, most of the Wereda Education Office (WEO) and school level respondents of the sample regions, invariably witnessed that there was no 'necessary power' as such that enabled everyone to decide on matters of quality. The overall process of delegation seems to indicate that there were concentrations of powers at the regional level to the detrimental of quality initiatives. Meaning, the 'houses of quality' – the schools, were denied of the necessary power that could have enabled them decide on quality matters.

C. EXEMPLARY BEHAVIOR

Exhibiting exemplary behavior is considered as one of the qualities of an effective leader. The "do as I say not as I do" type of traditional management approach seems to occupy a zero value on the scale of any quality management practices. Hence, exemplary behavior as a quality of effective leadership that help to secure trust of employees, was taken as one critical consideration in the study.

To this end, respondents were asked whether or not their immediate bosses exhibited exemplary behavior. In so doing, it was proved that most respondents were not confident enough with the exemplary behavior of their bosses, as can be seen in table 4.3.1.4. below.

Table 4.3.1.4: Exemplary Behavior of Quality Leaders

Whether immediate bosses exhibit exemplary behavior in improving the quality of primary education:	Center (MOE)		Addis Ababa		Tigray		Afar	
	No	%	No	%	No	%	No	%
a) yes	-	-	37	45.1	49	77.8	5	21.7
b) no	-	-	26	31.7	13	20.6	13	56.5
c) not sure	3	100	19	23.2	1	1.6	5	21.7
d) Total	3	100	82	100	63	100	23	99.9

With the exception of the respondents of Tigray administrative Region, most respondents of the sample areas, were not confident enough on the exemplary behavior of their immediate bosses. This means, most of the respondents were denied of a good model from the part of their bosses which in turn, sooner or later, breed lack of trust. On the other hand, almost all respondents of Tigray Administrative Region, indicated that their immediate bosses were exemplary enough. This can be regarded as a good start. But, it may no be long lasting, for it cannot exist apart from its basic assumptions from which it gets the fuel for continuity.

Therefore, in this regard, trust as a basic ingredient of quality improvement was assumed to stand on a weak ground as can be extrapolate from the evidences indicated above.

D. EQUAL TREATMENT OF EMPLOYEES

An effective leader is supposed to treat all employees equally using a very transparent policy, principle, rule or otherwise. This is another area where effective leaders need to work hard so as to secure trust from their followers.

Practically, as indicated in table 4.3.1.5, all respondents of the center, MOE and 75% of the respondents of REB of Addis Ababa and Tigray, witnessed that their immediate bosses paid equal treatment for everyone in the system. All respondents of REB of Afar, however, confirmed that their immediate bosses did not have the sense of equality.

Table 3.3.1.5: Equal Treatment of Employees.

Whether immediate bosses treated everyone equally:	Center (MOE)		Regional Level						WEO		School Level	
			A.A		Tigray		Afar					
	No	%	No	%	No	%	No	%	No	%	No	%
a) yes	3	100	2	75	2	75	-	-	5	33.3	59	42.4
b) no	-	-	-	-	-	-	3	100	5	33.3	55	39.6
c) not sure	-	-	1	25	1	25	-	-	5	33.3	25	18.0
d) Total	3	100	3	100	3	100	3	100	15	99.9	139	100

Most of the respondents at the Wereda and school levels, who were supposed to be the subjects of equal treatment, were not in favor of their immediate bosses sense of equality.

Hence, equal treatment of employees, as a quality of effective leadership and as an asset of trust, seems to be at stake as indicated by most of the respondents.

E. PARTICIPATION

Participation is considered as a continuum that extends from genuine involvement to paying a lip service. The study, however, had tried to assess the status of participation irrespective of the degree of involvement. Noting that, this can be an opportunity for further research, let us see what is believed to be there if genuine participation characteristics are practiced in a given system.

First, genuine participation engenders trust and empowerment. Second, it fosters the democratic nature of leaders. Third, it empowers effective leadership practices. Having this basic assumptions of participation, respondents were asked to show their positions on the state of participation in the discussions held around quality matters.

Table 4.3.1.6: Employee Participation

Whether educational leaders were participative enough in the discussions held around quality matters:	Center (MOE)		REB		WEO						School Level	
	No	%	No	%	A.A		Tigray		Afar		No	%
					No	%	No	%	No	%		
a) yes	3	100	7	77.8	5	83.3	2	33.3	-	-	42	26.9
b) no	-	-	2	22.2	1	16.7	4	67.7	3	100	114	73.1
c) not sure	-	-	-	-	-	-	-	-	-	-	-	-
d) Total	3	100	9	100	6	100	6	100	3	100	156	100

As can be seen from table 4.3.1.6, almost all of the respondents of the top-level management for primary education, believed that there were participative leadership practices. The center, MOE and REB, of all the sample areas, indicated that there was participative leadership with regard to the discussions held around quality matters.

To the contrary, except 83.3% of the WEO respondents of Addis Ababa, most of the respondents of the lower managerial levels-WEO and school level of all the sample regions, confirmed that the leadership was not participative enough in the discussions held around quality matters.

What respondents of the top level management, called participation was something that could not be sensed by most of the grass root level respondents. According to the information secured from interviews, this was so because primary education managers at all levels in the sample areas, were found to believe that “the academic year is very short that does not give a chance neither to discuss all issues of quality with all concerned bodies nor to get annual plans for quality improvement done”.

Obviously, managers who have such a basic belief are supposed to act in two ways. One is to ignore the chance of participation. The other being, to pay a lip-service. The nature of participation in the leadership of the sample areas, was most likely the kind of paying a lip-service in almost all processes of quality improvement.

Hence, since primary education managers of the sample regions were found detached from the basic realities of quality, they were not able to see that quality improvement plans by and large are evolutionary that could call for one to three-year-orientation programs. The fact that “there is no short-cut for quality” was not yet captured by the respondent managers. Moreover, primary education managers of the sample areas were found to be entangled with urgency addiction as witnessed by most of the interviewees. This, generally, put the degree of trust and commitment at risk.

F. WORK RELATIONS

Work relations may take different forms. The relationship between teachers and students, teachers and teachers, management and teachers, the school and parents, and so on. The study, however, only considered the value that were supposed to govern the work relationship with respect to placement.

To this end, an attempt was made to collect data on the ‘what’ of work relationship determinants. As indicated in table 4.3.1.7, respondents took varied positions regarding the values that determined work relations.

Table 4.3.1.7: Determinants of Work Relations

Work relations with regard to placement were based on	Center (MOE)		Regional Level						WEO		School Level	
			A.A		Tigray		Afar					
	No	%	No	%	No	%	No	%	No	%	No	%
a) Professional ethics	1	33.3	1	25	3	100	1	25	13	86.7	93	58.8
b) personal affinity	-	-	-	-	-	-	-	-	1	6.7	6	3.8
c) political belief	1	33.3	2	75	-	-	-	-	1	6.6	42	26.6
d) Ethnicity	1	33.3	-	-	-	-	2	75	-	-	12	7.6
e) locality	-	-	-	-	-	-	-	-	-	-	5	3.2
f) others	-	-	-	-	-	-	-	-	-	-	-	-
d) Total	3	99.9	3	100	3	100	3	100	15	100	158	100

In this regard, respondents of the center did not exhibit a consensus. 33.3% of them, responded that work relations were guided by professional ethics. 33.3% of them, indicated that political belief was the leading motive that guided work relations. Where the rest 33.3%, regarded ethnicity as determinant of work relations. As was seen through out the study, the managerial detachment from the basic assumptions of quality had resulted in lack of oneness even among respondents of the same managerial platform. When we think that this had happened on such delicate leadership issue, our worries increases.

At the regional level, respondents were for political belief, professional ethics and ethnicity. 75% of the Addis Ababa REB respondents, believed that political belief was the determinant factor of work relations. All respondents of Tigray REB, were for professional ethics, as opposed to 75% that of Afar, who were for ethnicity as determining factors for work relations.

86.7% and 58.8% of the Wereda Education Office and school level respondents of all the sample regions, believed that work relations were based on professional ethics

respectively Accordingly, as we go down the managerial line professional relation was found to be the dominant factor.

Here, beyond lack of oneness on the delicate issue of relationship, political belief and ethnicity were found to start to diffuse into the professional world of primary education. This could be regarded as a negative experience for professional development, trust, commitment and cooperation which finally could erode many more assets of quality management.

G. ORGANIZATIONAL STRUCTURE

Organizational structure may touch various points like basic assumptions, design, analysis of jobs, positions, type of structure and so on. In this regard, the study was very much limited to the managerial levels between the REBs and Schools which existed controversial in many cases.

Hence, according to the information secured from interviews, in Addis Ababa where adequate transportation, and communication facilities were available, and primary schools found in a very confined geographical areas, educational office at wereda level was made possible. Whereas, in Afar where things stood at odds to adequate transportation, communication, confined geographical area and weather condition the Woreda Education Office was denied.

In Tigray Administrative Region, in places like Mekelle where primary schools were found in very limited geographical area along with adequate transportation & communication facilities, Zonal Education Departments were made possible. In areas where things went to the contrary, Woreda Education Office were opened to pay a close eye on the day to day activities of the schools.

Thus, the decisions made in Tigray, in this respect, seem reasonable & logical as opposed to the paradoxical measures taken in Addis Ababa & Afar Administrative Regions.

In this part of the study, so far, we have seen that the main asset of quality improvement-leadership effectiveness, was found to be non-existent in the primary school management levels of the sample regions. In relation to this, we've also made clear that other main assets of quality improvement like trust and commitment were found to be at stake. The study, however, went further to see, what exactly was the fate of commitment in the efforts made to improve quality of primary education when measured in other more relevant parameters.

3.3.2 COMMITMENT

It is widely believed that quality improvement starts with the chief executives commitment to quality.

The most senior educational leaders must all demonstrate that they are serious about quality. The middle management beyond grasping the principles of quality management, they must go on to explain them to the people for whom they are responsible, and ensure that their own commitment is communicated. Only then will quality management will spread effectively throughout the organization. This level of management must also ensure that the efforts and achievements of their subordinates obtain the recognition, attention and reward that they deserve to engender commitment (Oakland, 1993:24).

As one can understand from the above explanation of Oakland, commitment requires an obsessional commitment from the part of educational leaders. Moreover, proper orientation or in-service training, recognition of quality accomplishments, supporting environment and rewards from immediate bosses or otherwise seem mandatory in this respect.

Based on the above facts, some of the elements that were believed to engender commitment were deemed important in the study. Hence, elements like shared purpose, supporting environment, in-service training, recognition of achievements and professional love as indicators of commitment were treated at a lower scale.

A. SHARED PURPOSE

Shared purpose is believed to be the first and most important factor in obtaining commitment. This is so because, where a shared purpose is there employees feel sense of ownership in and belongings to the organization.

Table 4.3.2.1: Respondents Degree of Agreement on the Presence of a Shared Purpose

There had been a shared purpose in your school district (s)	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) highly agree	-	-	-	-	-	-	-	-
b) agree	3	100	8	88.9	2	13.3	18	10.8
c) disagree	-	-	1	11.1	13	86.7	143	86.2
d) highly disagree	-	-	-	-	-	-	5	3.0
Total	3	100	9	100	15	100	166	100

Practically, as can be seen from table 4.3.2.1, shared purpose, as an element of commitment, were found to receive two different responses. Most respondents at the center, MOE and REB of the sample regions, agreed that there was a shared-purpose in their school districts. Whereas, most of the WEO and school level respondents, disagreed with the above response and went on saying, that there were no a shared purpose in their school districts that guided primary education quality movements.

Here, one can see that there was a problem of communicating the shared-purpose from the top management level to the grassroots level. This indicates that there were a problem in the middle level management body in bridging this important value of commitment from the top to the lower management levels.

B. SUPPORTING ENVIRONMENT

Regarding supporting environment, most respondents agreed on its existence in the sub-system of primary education as one sign of commitment. This, however, does not mean that there were no respondents who took different position. For instance, 50% of the school level respondents of the sample regions, perceived the working environment as non-supportive, as shown in table 4.3.2.2.

Table 4.3.2.2.: Existence of Supporting Environment

Working places were characterized by a supporting environment.	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) highly agree	-	-	-	-	1	6.7	9	5.5
b) agree	3	100	6	100	8	53.3	74	44.8
c) disagree	-	-	-	-	6	40.0	54	32.7
d) highly disagree	-	-	-	-	-	-	28	17.0
Total	3	100	6	100	15	100	165	100

In the previous discussion, we've seen that there were a diffusion of align values like political belief and ethnicity into the professional world of primary education for the sample regions. Moreover, the problem of communicating essential values down to the grassroots level was critically weak. Sooner or later, these weakness can make the erosion of this positive sign of commitment an obvious. No value can continue to exist without root

principles and harmonious ground, which were not the case in the primary schools of the sample regions.

C. IN - SERVICE TRAINING

In-service training was mainly seen from the angle of its contribution to quality improvement at the primary level. To this end, respondents were asked whether or not in-service training that geared towards quality improvement was given.

Table 4.3.2.3: The Role of in Service Training for Quality Improvement

There existed in-service training that promote quality of primary education.	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) highly agree	-	-	-	-	3	20.0	15	9.2
b) agree	-	-	8	88.9	2	13.3	66	40.5
c) disagree	3	100	1	11.1	5	33.3	54	33.1
d) highly disagree	-	-	-	-	5	33.3	28	17.2
Total	3	100	9	100	15	99.9	163	100

Accordingly, as shown in table 4.3.2.3, all the respondents at the center, MOE, agreed that much had not been done in the area. 88.9% of the respondents of the REBs of the sample regions, neglected the opinion of the center and witnessed that there was in-service training on quality matters.

66.6% and 50.3% of the WEO and School level respondents, disagreed with the opinion of the regional level respondents, and confirmed that there was no training on quality matters for primary education respectively.

Here, one can notice that the respondents of the REBs, were against the opinions of the center, MOE, and the lower managerial levels. This might happen because of two reasons: First, the REB respondents might have confused quality training with other

training endeavors. And second, they could appear irrational for mere political advocacy rather than professional diligence.

Hence, the actual practice had indicated that in-service training on matters of quality, as an asset of empowerment and commitment, was missed from the sub-system of primary education of the sample regions. Expecting miracles in quality improvements without investing much in the training of personnel on quality matters, is believed to be a simple fantasy or insanity.

D. RECOGNITION OF ACHIEVEMENTS

Recognition of achievements is supposed to be motivating and encouraging. This, as an element of commitment, is considered as the source of innovation, creativity and discovery of new ideas. “Is this, important element of commitment, part and parcel of the primary education quality movement?”, was the kind of question that required a full-fledged answer. However, due to an obvious reason of resource constraint, this study had tried to assess some aspect of it.

As can be evidenced by the facts in table 4.3.2.4, respondents at the top and lower management levels, were found to stand at odds to one another on the very existence of recognition of accomplishments.

Table 4.3.2.4: Recognition of Quality Accomplishments

Accomplishments of quality had gained the necessary recognition.	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) highly agree	-	-	-	-	1	6.7	-	-
b) agree	3	100	6	66.7	4	26.7	28	17.8
c) disagree	-	-	3	33.3	8	53.3	87	55.4
d) highly disagree	-	-	-	-	2	13.3	42	26.8
Total	3	100	9	100	15	100	157	100

All the respondents at the center, MOE and 66.7% of the regional level respondents of the sample regions, believed that necessary recognition was paid to quality accomplishments. Whereas, 53.3% of WEO respondents and 55.4% of the school level respondents of the sample regions, witnessed that there was no recognition as such given to quality accomplishments.

These variation of opinions could be attributable either to inefficient communication or to improperly addressed needs. Hence, these weaknesses could leave the possibility of employees' motivation and commitment at stake in the areas under discussion.

E. PROFESSIONAL LOVE

More often than not, love for one's profession is considered as one measure of commitment. Accordingly, in the study an attempt was made to secure information from respondents that could clarify the degree of professional love they had. The inevitability of leaving one's job for another, under similar payment condition, was the proposition raised to elicit responses in this regard, as can be seen in table 4.3.2.5 below.

Table 4.3.2.5: Degree of love for one's profession

All things being equal, the chance of leaving current profession for another seemed inevitable.	Center (MOE)		REB		WEO		School Level	
	No	%	No	%	No	%	No	%
a) highly agree	1	33.3	2	22.2	6	40.0	96	61.1
b) agree	-	-	5	55.6	4	26.7	28	20.4
c) disagree	1	33.3	1	11.1	2	13.3	21	13.4
d) highly disagree	1	33.3	1	11.1	3	20.0	8	5.1
Total	3	99.9	9	100	15	100	157	100

Here, there existed one issue where all respondents of the sample regions and the center did agree unanimously. “The need to leave the profession, had there been an opportunity in another organization under similar payment condition”, aroused most of the respondents the way out. This means love for one’s profession was found to be very low or null. This could happen for many reasons out of which unmet needs could occupy the forefront cause.

Generally, commitment for quality goals was out of game in the primary schools of the sample regions. This was so, because many of the signs of commitment were proved to be at risk. Out of which, the respondents’ lack of hope in their profession for quality life took the highest degree of risk.

3.3.3 MANAGERIAL COMPETENCE

Managerial competence is believed to be a high leverage area of focus in making quality improvement programs a possibility. This may include conceptual, interdependent (human-relation) and technical competencies. These are defined as follows by Covey and others (1994:241):

Conceptual competence is the ability to see the big picture, to examine assumptions and shift perspectives; Interdependent competence is the ability to interact effectively with others; And technical competence refers to the knowledge and skill to achieve the agreed-upon results.

Accordingly, though some of the aspects of competence were discussed in the previous sub-topics, hereunder are some of the rest quality improvement practices that could measure the status of competence to a reasonable degree.

In the study, the development of vision statement, conducting need assessment and planning practices were considered as measures of conceptual competence. And the actual

orientation, feedback and supervisory support services, and factors like the renewal of job descriptions were taken as considerations of human & technical competence.

A. DEVELOPMENT OF VISION STATEMENT

As indicated earlier, the chance to establish some sort of basic assumptions, as an expression of conceptual competence, were proved to be out of the attention of the educational leaders who were meant for primary education in the sample regions and at the center.

What could come next is, the development of vision statement which is believed to guide quality movements beyond the ultimate milestones of the strategic plans.

To this end, respondents were asked to elicit some sort of responses that could indicate the actual process and content of vision statement for primary education.

Table 4.3.3.1: Development of Vision Statement

Whether vision statement was developed for primary education	Center (MOE)		Regional Level						WEO		School Level	
			A.A		Tigray		Afar					
	No	%	No	%	No	%	No	%	No	%	No	%
a) yes	2	75.0	2	75.0	1	25.0	1	25	3	20.0	21	12.7
b) no	1	25.0	1	25.0	2	75.0	2	75	12	80.0	145	87.3
c) not sure	-	-	-	-	-	-	-	-	-	-	-	-
d) Total	3	100	3	100	3	100	3	100	15	100	166	100

As shown in table 4.3.3.1, most respondents believed that there was not vision statement as such that guided the future direction of primary education quality movement. However, since this is believed to be the function of the top management level, the responses of the center, MOE, and that of the REBs needed special attention.

Hence, 75% of the respondents of the center, MOE, & Addis Ababa REB, indicated that there was a vision statement for primary education. But, 75% of the Tigray and Afar REB respondents, were against the response of the center and that of Addis Ababa REB, and confirmed that there was not any. This may get more meaning when seen together with the kind of process employed in the development of vision statement for primary education.

Table 4.3.3.2: The Process and Content of Vision Statement

No	Item	Respondents			
		Center (MOE)		REB	
		No	%	No	%
1	Steps employed in the development of vision statement included:				
	a) presenting the idea of vision	-	-	-	-
	b) obtaining the key vision words	-	-	-	-
	c) obtaining the image component of vision	-	-	1	11.1
	d) obtaining values that base the vision	-	-	1	11.1
	e) proposing vision statement	2	75	1	11.1
	f) signing the vision off	-	-	-	-
	g) all	-	-	-	-
	h) none was done	1	25	6	66.7
	Total	2	100	9	100
2	Whether the vision statement reflects the needs of primary education:				
	(i) pupils				
	a) yes	-	-	-	-
	b) no	2	75	4	100
	c) not sure	1	25	-	-
	Total	3	100	4	100
	(ii) Teachers				
	a) yes	1	50	-	-
	b) no	-	-	2	50
	c) not sure	1	50	2	50
	Total	2	100	4	100
	(iii) Managers				
	a) yes	-	-	-	-
	b) no	-	-	4	100
	c) not sure	2	100	-	-
	Total	2	100	4	100

What most of the respondents of the center, MOE, and REB of Addis Ababa, called vision statement was a proposed vision statement that did not reflect the needs of the major parties who had a vested interest in primary education as can be seen from items 1&2 of table 4.3.3.2.

Hence, there was not a shared vision statement as such that could have mobilized almost all efforts towards an accepted future quality development in the primary education of the sample regions. This is why, most interviewees witnessed that they were not able to see a bright future in their quality achievements.

B. NEED ASSESSMENT & QUALITY GOAL FORMATION

The quality manager is supposed to define quality as a process of customer need satisfaction. This very assumption makes need assessment mandatory in the process of quality goal formation.

Following this fact, an attempt was made to assess whether or not quality goals were based on defined and/or implied needs of the main actors of primary education.

Table 4.3.3.3: The Process of Quality Goal Formation

Whether vision statement was developed for primary education	Center (MOE)		REB						WEO		School Level	
			A.A		Tigray		Afar					
	No	%	No	%	No	%	No	%	No	%	No	%
a) yes	-	-	3	100	-	-	-	-	-	-	-	-
b) no	2	75	-	-	3	100	2	75	9	60.0	139	83.7
c) not sure	1	25	-	-	-	-	1	25	6	40.0	27	16.3
d) Total	3	100	3	100	3	100	3	100	15	100	166	100

As can be seen from item 1&2 of table 4.3.3.3, most of the respondents, indicated that no need assessment was conducted to the best of their knowledge. But, 75% of the Addis Ababa REB respondents, witnessed that need assessment was made so as to meet the defined and implied needs of all the concerned parties.

Here, the reality was what most of the respondents at all levels tried to confirm. Most of the Addis Ababa REB respondents, did not look sound in that what they called need assessment could not be something that can be done secretly without the knowledge of the woreda and school level respondents.

Hence, quality goals which were meant for primary education, were not based on need assessment. Moreover the proposed quality goals were not communicated to the grassroots level properly as indicated by most of the respondents. This clearly shows that quality goals were not developed with a full participation of the grassroots level management. Principles that govern quality goals, the content of quality goals, the degree of challenge in quality goals and so on, were remained meaningless, since most respondents were for the “no quality goal” for primary education response.

C. QUALITY STRATEGIES

Quality strategies are taken as dependent of quality roles, responsibilities, and rules, training of employees on quality matters, curriculum relevance, and others. Many of these considerations were regard in the study as measures of quality strategy.

Table 4.3.3.4.:The Process of Quality Strategy Establishment

No	Item	Center (MOE)		REB						WEO		School Level	
				A.A		Tigray		Afar					
		No	%	No	%	No	%	No	%	No	%	No	%
1	Whether vision statement was developed for primary Education:												
	a) yes	3	100	3	100	-	-	1	25	2	16.7	-	-
	b) no	-	-	-	-	-	-	2	75	10	83.3	139	-
	c) not sure	-	-	-	-	-	-	-	-	-	-	27	-
	Total	3	100	3	100	-	-	3	100	12	100	166	
2	Whether job descriptions kept up-to-date:												
	a) yes	-	-	-	-	-	-	-	-	-	-	1	0.6
	b) no	3	100	3	100	3	100	3	100	13	86.7	121	73.3
	c) not sure	-	-	-	-	-	-	-	-	2	13.3	43	26.1
	Total	3	100	3	100	3	100	3	100	15	100	165	100
3	Whether learning was related to one's environments												
	a) yes	1	25	2	75	-	-	-	-	-	-	-	-
	b) no	-	-	-	-	3	100	3	100	12	80.0	135	87.1
	c) not sure	2	75	1	25	-	-	-	-	3	20.0	20	12.9
	Total	3	100	3	100	3	100	3	100	15	100	155	100

As can be seen from table 4.3.3.4, all respondents of the center, MOE and that of Addis Ababa REB, confirmed that there were quality strategies meant for primary education. This was totally neglected by most of the respondents of the sample regions with the exception of the respondents of REB of Tigray and WEO of Afar who remained reluctant to give their responses for this item.

As was mentioned earlier on, this could be accounted to low or no participation and orientation on the part of the grassroots level management in the process of establishing quality strategy for primary education in the sample regions. This in turn could make the development of human & technical competence very difficult.

Rethinking rules, roles and responsibilities is taken as one of the most important quality strategy considerations, so as to find the quality facilitators adjusted to the demands of globalization. As an indication of this strategy, the attempt of renewal of job descriptions was taken as measure of the case at point if any.

As a result, as shown by item 2 of table 4.3.3.4, most of the respondents of the sample regions and the center, agreed that job-descriptions were not kept up-to-date. This means, primary education management was still attached with traditional mode of doing things. It was guided by the role culture as opposed to the task or team culture. Hence expecting miracles in quality while keeping doing the same things was defined as insanity.

The last but not the least, quality strategy consideration was curriculum relevance. In this regard, as can be reviewed in table 4.3.3.4 item 3, with the exception of the respondents of REB of Addis Ababa, most respondents at all levels agreed that learning was not related to one's environment at the primary level.

This means general education at the primary level was not given in relation to the unique features of the localities where the individual schools were located. Curriculum relevance as a strategy, can only work in the right sense if need focused quality goals are there, which was not the case in the primary schools of the sample regions.

D. QUALITY CONTROL

Quality control is taken as a system where inputs are refined through prescribed standards, throughputs through prevention; and outputs through customer satisfaction. . Accordingly, the study had tried to assess some indications of quality control which were meant for primary education. Table 4.3.3.5 show the result of the study.

Table 4.4: Development and content of quality control system

No	Item	Center (MOE)		REB		WEO		School Level	
		No	%	No	%	No	%	No	%
1	Whether the system had quality control system for primary education:								
	a) yes	3	100	1	25	4	26.7	7	4.3
	b) no	-	-	3	75	11	73.3	132	81.5
	c) not sure	-	-	-	-	-	-	23	14.2
	Total	3	100	4	100	15	100	162	100
2	The status of documentation for primary education was believed to be:								
	a) very strong	-	-	-	-	-	-	-	-
	b) strong	-	-	-	-	2	16.7	45	27.8
	c) weak	3	100	5	55.5	4	33.3	102	63.0
	d) very weak	-	-	4	44.4	6	50.0	15	9.2
	Total	3	100	9	99.9	12	100	162	100
3	Whether an attempt was made to assess educational wastage arising from the process of primary education:								
	a) yes	3	100	9	100	15	100	56	33.7
	b) no	-	-	-	-	-	-	41	24.7
	c) not sure	-	-	-	-	-	-	69	41.6
	Total	3	100	9	100	15	100	166	100
4	Whether the major inputs were used as indicators of quality for primary education:								
	a) yes	3	100	9	100	12	80.0	33	21.3
	b) no	-	-	-	-	2	13.3	3	1.9
	c) not sure	-	-	-	-	1	6.7	119	76.8
	Total	3	100	9	100	15	100	155	100
5	Whether standards for quality management existed in the system:								
	a) yes	1	33.3	-	-	-	-	13	7.9
	b) no	1	33.3	6	100	13	86.7	116	70.3
	c) not sure	1	33.3	-	-	2	13.3	36	21.8
	Total	3	99.9	6	100	15	100	165	100

Table 4.4: Development and content of quality control system

No	Item	Center (MOE)		REB		WEO		School Level	
		No	%	No	%	No	%	No	%
1	Whether the system had quality control system for primary education:								
	a) yes	3	100	1	25	4	26.7	7	4.3
	b) no	-	-	3	75	11	73.3	132	81.5
	c) not sure	-	-	-	-	-	-	23	14.2
	Total	3	100	4	100	15	100	162	100
2	The status of documentation for primary education was believed to be:								
	a) very strong	-	-	-	-	-	-	-	-
	b) strong	-	-	-	-	2	16.7	45	27.8
	c) weak	3	100	5	55.5	4	33.3	102	63.0
	d) very weak	-	-	4	44.4	6	50.0	15	9.2
	Total	3	100	9	99.9	12	100	162	100
3	Whether an attempt was made to assess educational wastage arising from the process of primary education:								
	a) yes	3	100	9	100	15	100	56	33.7
	b) no	-	-	-	-	-	-	41	24.7
	c) not sure	-	-	-	-	-	-	69	41.6
	Total	3	100	9	100	15	100	166	100
4	Whether the major inputs were used as indicators of quality for primary education:								
	a) yes	3	100	9	100	12	80.0	33	21.3
	b) no	-	-	-	-	2	13.3	3	1.9
	c) not sure	-	-	-	-	1	6.7	119	76.8
	Total	3	100	9	100	15	100	155	100
5	Whether standards for quality management existed in the system:								
	a) yes	1	33.3	-	-	-	-	13	7.9
	b) no	1	33.3	6	100	13	86.7	116	70.3
	c) not sure	1	33.3	-	-	2	13.3	36	21.8
	Total	3	99.9	6	100	15	100	165	100

Item 1 of table 4.4, proves that most of the respondents agreed on the absence of quality control system for primary education. But all of the respondents of the center, MOE, indicated that there was a quality control system for the level. Respondents of Tigray REB and Afar WEO, continued to be reluctant to give their response in this item too.

As mentioned above, this means the quality control system was not communicated. So, it was not captured by the respondents at the regional, wereda and school levels. This was additional indication of inefficient communication, a poor orientation and low participation practices. This may mean that the middle level management was mal-functional too.

Regarding the status of documentation of primary education, almost all respondents at all levels, agreed that it was very weak, as shown in table 4.4-item 2.

Hence, weak documentation system may imply weak information analysis, feedback and decision making. Which means weak process management. And weak process management means weak quality management practice which could really characterized the practice of quality management of primary education of the sample areas.

Regarding output and input control, most of the respondents of the center, REB, and WEO, agreed that they were managed. As an indication of input control, adequacy of qualified teachers, textbooks, materials, facilities and spaces were taken as indicators of quality improvement. This, however, could not indicate more than the formal characteristics of quality improvement. Just for a simple reason of having highly qualified teachers, do not necessarily mean motivated staff; a merger resource may not necessarily mean poor utilization. It is the leadership and the management that makes the difference, for which the system did not even have a standard to measure it. As indicated in table

4.4–item 5, most respondents witnessed that there was no standard for quality management for primary education.

By the same token, most of the respondents of the center, REBs and WEOs, agreed that an effort was made to assess educational wastage arising from the process of primary education.

In both cases of the input and output control practices, the school level respondents were totally lost. This may imply low or no participation, orientation and feedback on the part of the grassroots level management & very weak middle level management.

positions on many quality matters. Like the very definition of quality, the main causes for the decline of quality, the major responsible body for the decline of quality, the main actor and major area of focus of quality were confused.

Problems like, lack of term of reference, incompatibility among the component parts of a system, lack of similar values, illogical and irrational thinking, externalizing a problem, mismanagement of resources, problem of prioritization, inconsistency, lack of creative ground and lack of oneness were found to characterized the managerial detachment from the basic assumptions of quality management.

Most respondents agreed that effective leadership practice, commitment and managerial competence were deficient in the sub-system of primary education.

Characteristics that defined ineffective leadership practices include: lack of inspiring vision, concentration of powers at the regional level, lack of exemplary behavior, lack of trust, lack of sense of equality, low or no participation of the grassroots level management, urgency addiction, the diffusion of political belief and ethnicity into the professional world, and lack of uniform and proper organizational structure.

Features that classified low or no commitment include: lack of shared purpose, inefficient communication, lack of relevant in-service training, lack of recognition of quality accomplishments, low or zero love for one's profession, and lack of inviting working environment.

Deficiency in managerial competence included problems like: lack of a shared vision, absence of need-based quality goals, lack of relevant strategies, lake of comprehensive and efficient quality control mechanism, poor orientation & feedback system and very low involvement of the grassroots level management in all the processes.

4.2. CONCLUSIONS

Based on the main findings enumerated above, the following conclusions are drawn as *THE MAIN CHALLENGES FOR QUALITY MANAGEMENT OF PRIMARY EDUCATION IN ETHIOPIA*:

1. Lack of basic assumptions that bind the attempts of quality improvement and the attitude towards it into a greater whole. This was found to breed problems like lack of common understanding on:
 - ◆ the very definition of quality in education;
 - ◆ the causes for quality decline at the primary level;
 - ◆ the main responsible body for the decline of quality at the primary level;
 - ◆ the major actor of quality improvement for primary education;
 - ◆ the area of effort concentration for quality improvement.

These in turn created problems like:

- ◆ lack of common term of reference or lack of similar values for quality;
- ◆ incompatibility among the component parts of primary education management system;
- ◆ illogical and irrational thinking;
- ◆ externalizing a problem;
- ◆ mismanagement of resources which followed the problem of prioritization;
- ◆ lack of oneness, consistency and continuity;
- ◆ lack of empowerment, innovation, creativity and independent thinking.

2. Leadership ineffectiveness, low commitment and managerial incompetence.

2.1. Leadership ineffectiveness as the main challenge for quality management of primary education was manifested in the form of:

- ◆ deficient inspiring vision;
- ◆ concentration of power at the regional level;
- ◆ lack of exemplary behavior;
- ◆ low sense of trust;
- ◆ low sense of equality in treating employees;
- ◆ low chances of participation of the grassroots level management in the quality decision-making processes;
- ◆ mismanagement of time resources;
- ◆ deficiency in valuing work relations professionally; and
- ◆ lack of introducing uniform & proper organizational structure.

2.2. Low commitment as a major challenge for quality management of primary education was expressed in terms of:

- ◆ lack of shared purpose;
- ◆ inefficient communication;
- ◆ lack of relevant in-service training;
- ◆ lack of recognition of quality accomplishments;
- ◆ very low or no love for one's profession; and
- ◆ lack of inviting working environment.

2.3. Managerial incompetence as a major challenge for quality management of primary education was found to include problems like the absence of:

- ◆ a shared-vision;
- ◆ need-based quality goals;
- ◆ relevant strategies;
- ◆ comprehensive and efficient quality control mechanism;
- ◆ proper orientation, feedback and genuine involvement of the grassroots management level in all the processes.
- ◆ Strong middle level management that could communicate values from top to grassroots management levels & vice versa.

4.3 . RECOMMENDATIONS

*“We can not become what we need to be
by remaining what we are”*

Murgatroyd and Morgan, 1993.

*“We can not become what we
need by loosing what we had”*

Girmay.

On the bases of the main findings reached upon, an attempt is made to forward some recommendations, that may only hint at the direction of solutions for the problems.

1. The study proved that there were not basic assumptions of quality management for primary education. To solve this problem, primary education managers and others, who have a vested interest for the level, need to:

- 1.1.Understand the importance of basic assumptions that guide quality actions and attitudes in our schools and along the managerial lines.

To this end, though one can touch many areas of significance, the following may help to trigger some sort of awareness in the concerned bodies:.

Before anything else all concerned parties have to start to realize that our actions and attitudes towards quality do grow from the assumptions we have for it. If the assumptions are wrong, our quality initiatives definitely will not be bad but worst. After investing huge amount of finance, human labor, materials and time, to find oneself at the wrong end of the continuum, is more than going wrong with quality initiatives. It will be a source of frustration, hopelessness and lack of trust on educational leaders. It will ask much more effort to heal the process if be possible. So, our assumptions are the maps of our minds out of which our attitudes and managerial behaviors, and the results in our schools grow.

Moreover, basic assumptions are inner powers that govern the methods, techniques, rules and guidelines of quality improvement in our schools. Hence, to bring about a significant change in the results of our quality endeavors, we have to change these basic assumptions out of which these methods and techniques are believed to grow.

1.2. Identify the basic assumptions that govern quality improvements for primary education.

It is evident that scholars in the area can identify very many sound assumptions for quality management. However, the following are forwarded just to help give a birds-eye-view to the case at point.

1.2.1. Quality management cannot be installed, it has to be grown from the within (Kaufman and Zahn, 1993). Quality management has to emerge naturally, out of the system where it belongs. We should understand that quality is not neither a matter of proclamation nor a matter of using quality management terms in our plans. It is a matter of owning them. Quality is about a change. A change in the human aspect of an organization. A change in the inner manner from which our true behaviors and attitudes radiate.

1.2.2. Leadership has to come before management (Covey, 1989).

Primary education managers need to ask, “Am I doing the right things?” before asking “Am I doing things right?”. From the outset, primary education managers must be sure whether they are on the right track. Doubling one’s speed, diligence and effort being on the wrong direction would only succeed in getting into the wrong destination faster and into the consequential frustration deeper.

Hence, quality policy statements, plans, projects and programs has to get a green – light from those who are directly affected bodies by them before an attempt of implementation takes place.

1.2.3. Quality management of primary education is essentially a way of planning, organizing and understanding each activity as dependent on each individual at each level (Oakland, 1993). Quality should not be regarded as the responsibility of quality experts, rather as a responsibility of everybody in the organization. Hence, quality should be there to reflect and satisfy the needs of all those who have a vested interest in primary education. Quality is the concern of all should be the ‘motto’.

1.2.4. Quality management is governed by natural principles (Covey and Others, 1994). Here, quality managers should know that there is no a short cut or a quick-fix approach in quality improvement. Quality improvement is a process management that follows reality principles.

As we all know, in all of life processes, there are sequential stages of growth and development. A child learns to turn over, to sit up, to crawl, and then to walk and run. Each step is important and each one takes time. No step can be skipped.

By the same token, we need to understand that this is true in all phases of life, in all realities of development, whether it be learning to master a certain course or communicate effectively with a given teaching staff.

1.2.5. Quality management depends on team effort and cooperation and not on power culture and competition (Murgatroyd & Morgan, 1994, Covey, 1989). From our daily life we know that trying to borrow quality plans, directives,

manuals and others to the lower managerial levels would only build weaknesses. It builds weakness in the borrower because it reinforces dependence on external factors to get things done. It builds weakness in the managers forced to acquiesce, stunting the development of independent reasoning, growth and internal discipline. And finally, it builds weakness in the relationship. Fear replaces cooperation and both people at the top and lower managerial levels involved become more arbitrary and defensive (Covey and Others, 1994).

In this respect, as mentioned by Cummings in Amare and Others ed. (1998), our top-level primary education managers have to change the assumption that the center is the generator of new ideas, insights and values. In terms of quality this is totally destructive. So, they have to stop and think and start to internalize the team and cooperative cultures into their inner manner, starting just from now, for a better future.

- 1.2.6. Quality management is against the main causes of a problem and not the symptoms (Oakland, 1993). Here, it must be clear that quality management is for the basic assumptions and not for the methods, tools, techniques and etc.

Skills and techniques may work for a short time. They may eliminate some of the cosmetic or acute problems through social aspiring and Band-Aids. But the underlying chronic condition remains, and eventually new acute symptoms will appear (Covey and Others, 1994).

“The more managers are into quick fix and focus on the acute problems and pain, the more their very approach contributes to the underlying chronic problem”, said Covey (1989:40).

Hence, primary education managers have to focus on the main underlying chronic problems instead of the symptoms.

1.2.7. Quality management does not occur by happen chance or accident (Herman & Herman, 1994). It is informed, discussed and designed into the way the organization works. Hence, we need to internalize that quality requires sound documentation, training, research and development systems. Staff need to be trained and shown how to reallocate their time and energy to studying their processes in teams, searching for causes of problems, and correcting the causes, and not the symptoms, once and for all. Analytical and managerial skills have to be developed there too.

1.3. Internalizing the basic assumptions of quality management for primary education.

As Albert Einstein in Covey and others (1994:30) said it, “... the significant problems we faced cannot be solved by the same level of thinking that created them”. Hence, we need to start to change ourselves. To understand and identify the basic assumptions, is one thing, where as to internalize them, to own them, to possess them, and to make them part and parcel of life, is another thing.

Most of us can understand these values very easily, but to accept and live in harmony with them is not as simple as such. Hence, if primary education managers are going to bring about a change in quality, they first have to change themselves. They have to make a complete transformation of assumptions from the traditional to the newer approach of quality management. This is obligatory. Because “the way

we see (our assumptions) leads to what we do (our attitudes and behaviors), and what we do leads to the results we get in our lives” (Covey and Others, 1994:29).

This could be done in two or more ways:

- (i) Negotiation with universities and colleges, those prepare educational managers and teachers.
 - (a) to improve their curricula so as to reflect or add *TOTAL QUALITY MANAGEMENT* in their programs; (b) to represent such an important potential in the attempt to offer in-service training for the practitioners.
 - (ii) Arranging relevant and consistent short-term workshops, seminars, and panel discussions, which are geared towards this end.
2. The study pointed out that leadership ineffectiveness, low commitment and managerial incompetence were some of the major challenges that characterized the practice of quality improvement at the primary level.

Though it is true that these problems of quality management require multi-dimensional solutions, the following may help some.

Since relevant training can help to minimize and/or alleviate the problems of leadership ineffectiveness, low commitment and managerial incompetence, the following leading ideas are forwarded to initiate further discussions in the area.

2.1. Universities and other training centers must be turned into quality organizations. To this end:

- (a) All agents and agencies, which are meant for the training of educational leaders, must make sure that the trainees gain deep integrity and fundamental character strength in addition to the cognitive gains. Competent and effective leaders start to emerge when the trainees internalize these basic changes in

paradigm. Hence, instructors and trainers have to be those who possess the basic assumptions of quality management. This is so, because instructors and trainers who practically found themselves insulting, humiliating, degrading and undermining their trainees, cannot make more good things than creating their similar. So, the concerned bodies all together have to open a forum to find solutions to solve the problem of lacking quality instructors and trainers.

- (b) Universities and other training centers, which are meant for the training of educational managers and teachers, should teach principles instead of techniques, methods, styles and practices of educational management.

To bring the necessary change in quality, management training should be basically based on teaching principles of management. In the era we are in, things are changing very fast. We are in the era of information explosion. One as an educational manager cannot learn and study facts today, which will not serve him/her for tomorrow. And even if he/she tries to do so, it cannot be more than an exercise in futility.

So, agencies and agents who are for capacity building have to wake up and revise their curricula, so as to create managers and teachers who are themselves. To be oneself, in this sense, is to be equipped with principles. Principles that are deep fundamental truths that have universal application, which when even events are changing, help managers to deal with different situations and a wide variety of practices.

- (c) Universities and other training centers, which are meant for the training of teachers and educational managers, should start to change the traditional approaches and teaching methods.

To bring a successful educational quality leaders, instead of teaching volumes of facts through lectures, it will be better to work to internalize the basic principles of effectiveness, competence and commitment into the inner manner of the trainees through active learning.

Instructors and trainers have to start saying everything from within not from imported books or imported ideas. Whatever the source of knowledge may be, it has to be first taken in and assimilated within the inner manner and after that be said. This time learning will start to be lively. The instructors and the trainers will have an inner light of their own. They start to write their own books, which are very much Ethiopian. They start to create teachers or educational leaders who have an inner light of their own. These, as true quality leaders, will start to create self-reliant, innovative and creative students.

This is what empowerment means in its true sense. Empowerment that comes from within; empowerment that rejuvenates itself; empowerment that builds self-confidence, independent thinking, creativity and self-transcendence behavior. This approach is believed to save the generation. And this belief is most probably to serve as a source of leadership effectiveness, high commitment and managerial competence.

So important enough, everybody who has a vested interest in primary education, has to work to put in place the process of creating quality leaders who have inner light of their own.

- 2.2. Another measure that could help to build leadership effectiveness, high commitment and managerial competence is the development of an inspiring and shared vision statement. To this end:

- (a) Primary education managers should understand, accept and possess what vision statement and the power of vision is all about.

The following expressions of Covey and others (1994:103) may help to grasp the what of vision and its power to mobilize efforts towards same direction.

Vision is the manifestation of creative imagination and the primary motivation of human action. It is the ability to see beyond our present reality, to create, to invent what does not yet exist, to become what we not yet are. It clarifies purpose, gives direction, and empowers us to perform beyond our resources. Vision is a deep sustained energy that comes from comprehensive, principle-based, need-based endowment-based and long-range imaginations. It is the energy that makes life an adventure-the deep burning "yes!" that empowers us to say "no" – peacefully and confidently to the less important things in our life. The power of vision is incredible! Research indicates that students with "future-focused role images" perform far better scholastically and are significantly more competent in handling the challenges of life. Teams and organizations with a strong sense of mission significantly outperform those without the strength of the vision. A primary factor unflinching the success of civilizations is to "collective vision" people have of their future. Vision is indicative of what our grand children we need them to be.

- (b) Primary education managers must work in principle not to skip the steps necessary to formulate a shared-vision.

To bring about ownership of vision as a voice of commitment, the following steps could help much said Margatroyd & Morgan (1993).

Step 1: Presenting the idea of vision to all concerned parties. Educational leaders should open discussion forums where a clear stand is to be taken in the importance and power of vision statement. If a consensus is reached upon, they have to proceed to the next step.

Step 2: Obtaining the key vision words from the staff, students, parents and other interested groups. These are invited to write and post three words that

could best encapsulate their vision of what the school could become, and work in small groups to cluster similar words together.

Step 3: Obtaining the image component of the vision from what has been done in step 2. Asking staff to work in groups to use the words generated at the previous session as the basis for completing this statement: “In the year 2020, we want our school to be thought of as _____.

This activity can be repeated with a cross-section of students, parents and other stakeholders.

Step 4: Obtaining the values that guide the vision from all concerned parties. Asking each stakeholder to write and post the key values that should inform the work of the school. Arrange these values into like-minded values and develop a list of key values.

Step 5: Proposing a vision statement to all concerned parties. The educational leaders propose a powerful vision statement using all the words, phrases, and sentences forwarded at steps 1,2,3, and 4. They present it using visual images, symbols, and educational stories to the stakeholders and invite to propose improvements to it under a given deadline.

Step 6: Signing the vision off. In light of the feedback received, the management team finalizes the vision statement and presents it as a document to be signed by the representatives of all stakeholders for approval and acceptance.

Step 7: Owning the vision and making it live through daily action is what finally makes a shared-vision statement a reality.

Thus, since shared-vision statement lays the ground for leadership effectiveness, commitment and managerial competence, all concerned parties need to show special care and follow up to its fulfillment.

2.3. The process of building participative environment as a common ground for leadership effectiveness, commitment and managerial competence, seems to deserve a necessary attention.

Genuine involvement of all concerned parties, in the process of quality improvement endeavors at the primary level, was found to be disturbed because of the wrong belief managers had. They believed that the academic year is so short neither to communicate quality matters to stakeholders nor to get things done. This is a sign of urgency addiction. Hence, it was urgency addiction that prevented stakeholders' genuine involvement in all quality moves.

In this respect, primary education managers need to:

a) Understand and internalize what urgency addiction is all about and the danger it carries in hindering the participation of all concerned parties in all quality agendas. Covey and others (1994:35) lend us the following relevant ideas to the case at point:

Urgency addiction is a self-destructive behavior that temporarily fills the void created by unmet needs. And instead of meeting these needs, the tools and approaches of time management often feed the addiction. They keep us focused on daily prioritization of the urgent. Addiction to urgency is every bit as dangerous as other commonly recognized dependencies. Everywhere we turn, urgency addiction is reinforced in our lives and in our cultures. It has become a status symbol in many societies-if we are busy we are important. Busyness is where we get our security. It is validating, popular and pleasing. It is also taken as an excuse for not dealing with the most important things in our life.

Accordingly, educational managers should understand and internalize that urgency itself is not the problem. The problem is that when urgency is the dominant factor in our professional and work lives, importance isn't. What we could prioritize as important things is always the urgent things, leaving such important thing like participation of employees on all quality matters aside.

b) Look for possible solutions that can arrest urgency addiction.

The following Time Management Matrix, forwarded by Covey and others (1994:37), could help much in solving the urgency addiction, which our primary education managers were suffering of.

Table 5: TIME MANAGEMENT MATRIX

		URGENT	NOT URGENT
IMPORTANT		Quadrant I (20 – 25%) <ul style="list-style-type: none"> - Crises - Pressing Problems - Deadline-driven projects, meetings, preparations. 	Quadrant II (65 – 80 %) <ul style="list-style-type: none"> - Preparation - Prevention - Values clarification - Planning - Relationship building - True re-creation - Empowerment
NOT IMPORTANT		Quadrant III (15 %) <ul style="list-style-type: none"> - Interruptions, some phone calls - Some mail, some reports - Some meetings - Many proximate pressing matters - Many popular activities (Marriage, funeral --- ceremonies and Others) 	Quadrant IV (Less than 1%) <ul style="list-style-type: none"> - Trivia, busywork - Junk mail - Some phone calls (personal) - Time wasters (gossip etc) - “Escape” activities (break time, reading novels, looking at trivial TV shows etc)

Accordingly, educational managers can extract that:

Quadrant one is the area where we manage, where we produce, where we bring our experience and judgement to bear in responding to many needs and challenges. If we ignore it, we can get ourselves buried alive.

Quadrant two is the quadrant of quality. Here is where managers do their long-range planning, anticipate and prevent problems, empower others, broaden their minds and increase their skills through genuine participation reading and continuous professional development, envision how they are going to help their struggling children at schools and outside schools, prepare for important meetings and presentations, or invest in relationships through deep, honest listening. Increasing time spent in this quadrant increases managers' ability to do. Ignoring this quadrant feeds and enlarges quadrant I, creating stress, burnout, and deeper crises for the manager consumed by it. On the other hand, investing in this quadrant shrinks quadrant I. Planning, preparation, and prevention keeps many things from becoming urgent. Hence, quadrant II must not act on managers they must act on it for it is the quadrant of effective leadership.

Quadrant III is the quadrant of deception where the noise of urgency creates the illusion of importance. Managers spend a lot of time in this quadrant in meeting other people's and organizations priorities and expectations, thinking that they are in quadrant I.

Quadrant IV is the quadrant of waste where managers should not be there at all. Incompetent and ineffective managers escape to this quadrant not to be tossed and tested by quadrant II and I. Quadrant IV is deterioration not survival. So, managers must avoid it.

According to Covey and others, educational managers are highly advised to spend much of their time in quality matters, which are urgent and important, like participation.

(c) Practice the principles of “Time Management Matrix” forwarded by Covey and others.

Top level management for primary education has to develop an orientation plan on quality matters. These may include:

- Basic assumptions behind quality management;
- The what of quality in education;
- The main causes for quality decline at the primary level;
- The main area of focus for quality improvement;
- The critical success factors and consistent areas of success in terms of quality;
- The what of strategic and tactical plans of quality improvement;
- The what of task culture as opposed to role culture;
- The what of customer-supplier relationships; and
- Quality policy issues.
- A proposal of quality goals, quality strategies, quality control systems & quality action plans.

Orientation plans need to reach at the hands of participants at least a week before the discussion time to allow them participate meaningfully.

Moreover, every process – owner has to understand and own the fact that “instead of rushing out of the track and ending up with disastrous results in time, it is correct to get the right results following the real process whatever time it takes. Equally important, management should not cram things into participants beyond their heads. They should not

fake the real process in order to solve time as a resource must be there only to help achieve intended outcomes and not to drive people to destroy the whole process be it for personal advantage of unknowingly.

It should also be given an ample time for discussion so as to enable all inconsistencies be said out and get clear answers.

Hence, this process is believed to solve the problem of participation radically and foster the development of effective leadership behavior, commitment and managerial competence if primary education managers adhere to what is important & urgent.

2.4. Another area that fosters leadership effectiveness, commitment and managerial competence is the development of a shared - purpose.

In this regard, primary education managers can take the following measures:

a) Creating a shared-purpose of quality. Though this was touched in the process of developing a shared-vision statement, it is believed that defined and implied needs of the stakeholders can not be addressed fully in such a process.

Hence, primary education managers should conduct a comprehensive need assessment of students, teachers, managers, the business community, the society, the state and other concerned parties for a successful end.

b) Placing the needs in a priority order and select the ones to be addressed.

Primary education managers together with all representatives of the stakeholders need to develop prioritization criteria that guide the prioritization process fairly.

c) Fulfilling the needs of stakeholders based on the principles of balance and synergy.

The basic, security, social self-esteem and self-transcendence needs, start to give all stakeholders a true inner balance and deep fulfillment, when educational leaders see the reality of their powerful synergy.

It is out of these balance and synergy of the needs of stakeholders that the capacity for participation, commitment for one's organizational goals, leadership effectiveness and managerial competence grow out.

2.5. Other important considerations are the processes of building exemplary behavior, trust and work relationship. These are supposed to lay the common ground for the improvement of leadership effectiveness, commitment and managerial competence.

Hence, primary education managers need to address the following practices for a better result:

- a) Never depend on human influence strategies and leadership tactics.

Educational leaders need to rely on their inner goodness rather than on techniques and tactics.

Let us see what Covey (1989:21) says in this line:

If managers try to use human influence strategies and tactics of how to get other people to do what they should do, to work better, to be more motivated, to love their job and each other while their character is fundamentally flawed, marked by duplicity and insincerity –then in the long run, they cannot be effective leaders. Their duplicity will breed distrust and anything they do—even using so-called good human relation techniques—will be perceived as manipulative. They simply make no difference how good their intentions are. If there is little or no trust, there is no foundation for permanent success in leadership effectiveness. Only basic goodness gives life to leadership techniques and styles.

Accordingly, since leadership effectiveness is the commitment to live in with the basic assumptions of quality management, educational leaders have to work hard towards this end.

- b) Always depend on principles.

Primary education managers need to know, accept and live in harmony with the principles of patience, tolerance, integrity, fairness, transparency, nurturance, human dignity, liberty and recognition of achievements.

These are believed to engender trust, exemplary behavior and strong professional work relationships as manifestations of leadership effectiveness, high commitment and managerial competence.

2.6. The next consideration is the establishment of quality policy.

This is believed to put all what have been said so far into documented whole.

Leadership effectiveness, commitment and managerial competence are supposed to find a common term of reference from this document. To this end:

2.6.1. Educational policy-makers need to establish & adhere to certain steps.

The following steps may help to develop a sound and acceptable quality policy:

- a) The policy-making body, should believe that quality policy, which is consistent with the Education and Training Policy, is of a paramount importance to the quality improvement initiatives.
- b) There should be developed a draft quality policy to initiate discussions all over the country. The draft policy may include the quality policies mentioned in Oakland in the literature part of this study.

- c) Each department at every school and universities and representatives of the business community, school parent committee and identified personalities should possibly receive one copy of the draft quality policy.
- d) Discussions should first be productively organized at school building and university department levels.

Opinions can be gathered by principals at the school level and by department heads in universities and colleges.

- e) Wereda or Zonal level discussions will continue among the respective Wereda or Zonal officials, Teachers Association representatives, principals and their assistants, representatives of the business community and parents.
- f) This will continue at regional level following similar assumption and culminates by the national level conference. After receiving all the necessary feedback, the final quality policy copy is going to be sign off.

2.6.2. Education policy-makers need to be open-minded.

In the development of quality policy, unlike what was seen from experience, policy-makers must stay open-minded to enrich the draft quality policy.

As we all know, the Education & Training Policy was basically initiated by the socio – political changes that had taken place in the country. It did not emerge from within the system. Hence, it was natural to take time to lay the basic ground that enables the policy to grow from within the system. People at the center, MOE, however, tried to fake the real process and end up with endless confusions at all levels as it was proved by the study.

For instance, educational quality was regarded from the input side in the Education & Training Policy where most primary education managers at all

levels considered it from the output side. They defined it as successful student achievement. This means the policy statement is at one end of the continuum and the practitioners at the other opposite end. If we do not call this confusion, what another terminology can we give it?

Taking this clue, as a negative experience, educational managers have to stick to what is important & urgent and not to what is urgent only. They shouldn't try to fake the process, for there is no short cut in the development of quality policy. Hence, education makers need to be open-minded to learn from the past experiences, from the critical mass of professionals around them and from their colleagues all along the line, while developing a policy for quality improvement.

- 2.7. Once the principle-based values, share-vision, the participation & feedback, & the policy for quality improvement are at place, the last but not the least important considerations are the development of quality goals, strategies and quality control systems, the action plan, efficient organizational structure and professional ethics that guides placement and work relations.

Areas of Opportunity for Further Research

- a) The process of creating quality systems;
- b) The process of developing quality control systems;
- c) The process of establishing team management;
- d) The process of introducing a culture that promotes genuine involvement of all;
- e) The establishment of principle based training and support system;
- f) The need for new structure and functions;
- g) The need to rethinking rules, roles and responsibilities to fit the demands of globalization.

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- 8) Do job descriptions contain the necessarily quality elements?
 a) Yes b) No c) Not sure
- 9) Are job descriptions, that contain elements of quality, kept up-to-date?
 a) Yes b) No c) Not sure
- 10) If your answer to Q. No. 8 is “Yes” how frequent does it get up dated?
 a) In one years time b) In two years time
 c) In three years time d) In four years time
 e) In five years time f) In more than five years time
 g) when a change exists in the socio-political environment.
- 11) As seen from the experience of many countries, in the attempt of improving educational quality at the primary level, quality policy, which is subservient to the educational policy, is developed independently. In our case, either any plan of developing quality policy?
 a) Yes b) No c) Not sure
- 12) Which of the following quality managerial functions have been practiced in your system of primary education? (You can give more than one answer).
 a) The process of developing ‘vision statement’.
 b) The process of developing quality planning.
 c) The process of stating quality goals.
 d) The process of establishing quality standards.
 e) The process of developing quality control system
 f) All
 g) None of the above
13. Which of the following steps do you employ in developing your “vision statement”?
 (You can give more than one answer).
 a) Presenting the idea of vision to those who have vested interest in education
 b) Obtaining the key vision words from the participants
 c) Obtaining the image component of the vision by asking the participants to complete sentences like "In the year 2020, we want our primary schools/ Students to be thought of as _____."
 d) Obtaining key values that give the base to the vision from the ongoing discussion
 e) Proposing a vision statement as a leading group (the senior management together with all managers along the line, teachers’, students’, parents’, and other representatives)
 f) Signing the vision off
 g) All of the above
 h) None of the above
- 14) As the ultimate test of a vision relates to the actions and achievements of students, have you ever tried to define what the needs of primary education students are?
 a) Yes b) Not yet c) I am not sure

15) If your answer to Q. No. 14 is 'Yes', what are the needs so far identified that characterize primary education students?

- a) _____
- b) _____
- c) _____
- d) _____
- e) _____

16) Before you plan to improve quality of education at the primary level, have you ever made needs assessment of the various stakeholders in education?

- a) Yes
- b) No
- c) I am not sure

17) If your answer to Q. No. 16 is 'Yes', what do you think is the main need of the following parties with regard to primary education?

17.1 Educational managers _____

17.2 Teachers _____

17.3 Society _____

17.4 The state _____

18) What do you think is educational quality?

- a) Customer need satisfaction
- b) Successful student achievement
- c) A process of molding good citizens
- d) The process of providing quality teachers, and adequate textbooks, facilities and space
- e) A process of creating innovative and self-reliant students
- f) Curriculum relevance
- g) Other _____

19) Which definition is being employed in the movement to improve quality education at primary level in our system currently?

- a) A
- b) B
- c) C
- d) D
- e) E
- f) F
- g) G
- h) There is no single definition as such

- 20) Who do you think is the main actor in the process of primary education quality improvement?
- | | |
|---------------------------|-----------------|
| a) Educational management | b) The teacher |
| c) The student | d) The society |
| e) The state | f) Others _____ |
- 21) Does this main actor of quality movement possess the necessary power to decide on all quality matters for its level?
- | | | |
|--------|-------|-------------|
| a) Yes | b) No | c) Not sure |
|--------|-------|-------------|
- 22) To push forward the primary education quality improvement, much has to be done:
- | |
|--------------------------------------|
| a) At the center, MOE |
| b) At the Regional Education Bureaus |
| c) At the Woreda level |
| d) At the school level |
| e) At the school environment level |
| f) Others _____ |
- 23) The chance of leaving current job was inevitable had there been an opportunity to get job in another organization under similar payment conditions.
- | | | | |
|-----------------|----------|-------------|--------------------|
| a) Highly agree | b) Agree | c) disagree | d) Highly disagree |
|-----------------|----------|-------------|--------------------|
- 24) The decline of quality at the primary level mainly lies on the shoulders of:
- | | | |
|-------------------------|----------------|-----------------|
| a) Educational managers | c) Students | e) The state |
| b) Teachers | d) The society | f) Others _____ |
- 25) Personnel are assigned in different posts based on:
- | | |
|----------------------------|---------------------|
| a) Professional competence | b) Political belief |
| c) Personal affinity | d) Ethnicity |
| e) Locality | f) Others _____ |

Thank you,

Appendix II

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES

Interview Questions on Primary Education Quality Matters

1. What values are basic to quality education?
 - 1.1 Which value of quality is the most basic to your sub-system of primary education?
 - (a) _____
 - (b) _____
 - (c) _____
 - (d) _____
 - (e) _____
 - 1.2 Which value of quality is the least important to your sub-system of primary education?
Why? _____

 - 1.3 Are these values becoming the culture of your primary education sub-system?
Yes/No
If "No", Why? _____

2. Does your primary education sub-system possess a clear vision of quality? Yes/No.
 - 2.1 If 'Yes', what is your vision statement?

 - 2.2 Does this vision statement reflect the needs of all those who have a vested interest in education? Yes/No.
How? _____

 - 2.3 How do you establish your vision statement?

3. Do you make SWOT analysis?

If "Yes",

3.1 What internal strengths do you have that favour primary education quality improvements?

3.2 What internal weaknesses do you have that disfavour primary education quality considerations?

3.3 What external opportunities do you have that favours primary education quality programs?

3.4 What external threats are there that disfavour primary education quality improvements?

4. What quality goals does your primary education sub-system consider?

- a) _____
- b) _____
- c) _____
- d) _____
- e) _____

4.1 How do you establish these quality goals?

4.2 Do you have quality standards of performance? Yes /No

If "Yes"

- a) Do teachers know them? Yes/No
- b) Do teachers accept them? Yes/No

4.3 How are your quality goals and standards related to your vision?

5. What quality strategies of primary education do you employ?

- a) _____
- b) _____
- c) _____
- d) _____
- e) _____

5.1 As a top level manager, where do you think you should focus and spend your energy to achieve the best quality you can bring to your sub-system?

5.2 How do you establish your strategies?

5.3 How do your quality strategies relate to your vision?

6. Do you have quality planning? Yes/No.

6.1 Do you follow steps in planning quality programs? Yes/No
If "Yes"

6.2 What steps do you follow?

- a) _____ b) _____ c) _____
- d) _____ e) _____ f) _____
- g) _____

6.3 How is this quality planning related to your vision? _____

7. What quality control systems do you employ?

- a) _____
- b) _____
- c) _____
- d) _____

7.1 What is the degree of efficiency and effectiveness of your primary education communication system?

Low / Medium/ High

7.2 What performance indicators do you use?

- a) _____
- b) _____
- c) _____
- d) _____

7.2 How are these indicators related to your policy?

_____ ;
to your values? _____ ;
to your vision? _____ ;

Appendix III - The Position of Respondents Across Managerial Levels

No.	Item	Respondents' Position
1	Center (MOE)	<ul style="list-style-type: none"> - Supervision & Educational Programs Department Head. - Kindergarten, primary and Special Education Team Leader. - Senior Expert for Primary Education
2	Addis Ababa a) Regional Level b) Woreda Level c) School Level	<ul style="list-style-type: none"> - Supervision & Educational Programs Department Head. - Formal Education Team Leader - Expert for Primary Education - Woreda Office Head - Woreda Office Supervisor - Principals /Vice Principals - Department Heads of Core Subjects - Representatives of Teachers' Association - Student Council Representatives
3	Tigray a) Regional Level b) Woreda Level c) School Level	<ul style="list-style-type: none"> - Supervision & Educational Programs Department Head - Formal Education Team Leader - Expert for Primary Education - Woreda Office Head - Supervisor - Principals Vice Principals - Department Heads of Core Subjects - Representatives of teachers' Association - Student Council representatives
4	Afar a) Regional Level b) Zone Level c) School Level	<ul style="list-style-type: none"> - Supervision & Educational Programs Department Head - Educational Programs Team Leader - Senior Expert for Primary Education - Office Head - Expert for Primary Education - Educational Materials Distribution Head - Principals/ vice Principals - Department Heads of Core Subject Areas - Teachers' Association Representatives - Student Council representatives

DECLARATION

I hereby declare that this thesis is my original work done under the guidance of Dr. Yalew Engdayehu. All relevant sources used for the thesis are dully acknowledged.

Name: Girmay G- Michael Yihdego

Signature:  _____

Date: June 01/2001

Place: Addis Ababa University, Faculty of Education-Department of
Educational Administration.