ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES

AN ASSESSMENT ON THE CONTRIBUTIONS OF TDA/BESO I POJECT IN IMPROVING THE ACCESS AND QUALITY OF PRIMARY EDUCATION IN TIGRAY REGION

BY
MITIKU ZELLELEW

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ACRONYMS

AIR – Apparent Intake Rate

AED - Academy for Educational Development

BESO – Basic Education Overhaul

CBO – Community Based Organizations

CSGP – Community School Grant Program

ETEC – Ethiopian Education Consultants

ESDP – Education Sector Development Program

GCE – Global Campaign for Education

GTZ - German Agency for Technical Cooperation

ILO – International Labour Organization

NGO – Non-Government Organization

NIR – Net Intake Rate

PHRD – Policy and Human Resource Development Project

PGER – Primary Education Gross Enrolment Rate

PNER – Primary Net Enrolment Rate

SDA – School Development Agent

SNNPR - Southern Nations and Nationalities Peoples Region

TDA – Tigray Development Association

TEMISS – Tigray Education Management Information System Service

TGE – Transitional Government of Ethiopia

TREB – - Tigray Region Education Bureau

UPE – Universal Primary Education

UNESCO – United Nations Education Scientific and Cultural Organization

USAID – United States Agency for International Development

WEO – Woreda Education Office

ZED – Zone Education Department

ABSTRACT

The purpose of this study was to investigate the contributions of TDA/BESO I Project in improving the access and quality of primary education in Tigray Region. Descriptive survey method was used to address the objectives of the study. The study was conducted in 25 primary schools of eight project woredas and the subject of the study were teachers, head teachers, SDAs, educational officials at woreda, zone and region levels, representatives of the local community, and staff members of the project office. The sampling techniques used to select the data sources were availability, purposive and random sampling techniques.

The instrument used to collect data from teachers, head teachers and SDAs was questionnaire. Unstructured interview was also used to collect information that would supplement the questionnaire from representatives of the local community, the education officials at woreda, zone and region levels and from the members of the project office. Moreover, using a checklist, field observations were made in the sample schools. Various documents and statistical data found at the project office of TDA/BESO and the TREB were also consulted. Qualitative and quantitative methods were used to analyse the data. The statistical tools used to analyse the obtained data were percentage and weighted mean.

The results have suggested that TDA/BESO I Project's objectives were appropriate for alleviating the educational problems of the region that prevailed before its intervention. As a result of this, the project was able to mobilize the local community with the limited amount of grant disbursed to the project schools. Accordingly, the local community had, to a considerable extent, participated in the improvement of the school environment and in the management of schools, which had been sustained even after the termination of the project activities. Consequently, the enrolment of students, especially that of girls, had been increased, and the motivation of teachers and the quality of leadership of the schools had relatively been improved. However, the internal efficiency indicators demonstrated that there had been overcrowded classrooms and shortage of teachers. The dropout and repetition rates also showed an increasing rather than decreasing tendency in contrast to what had been at the beginning of the intervention period. This signals that the internal efficiency of the project schools had been low which might have in turn affected the quality of education. From this it could be deduced that the objective of the project vis-à-vis the improvement of educational quality had not been fully realized. The causes of this might have come as a result of the various problems that had been discussed in the third chapter of this study. Thus, to alleviate the encountered problems, possible recommendations are forwarded in the fourth chapter of this study.

CHAPTER ONE
INTRODUCTION

1.1. Background

Education is the cornerstone of development of a country. Increasing food security, improving health, stabilizing population growth, increasing the number of skilled workers and raising the human resource for improving individual welfare and growth in national productivity and income, and promoting democracy are all very positively impacted by insuring that a country's people are literate (Lockheed and Verspoor,1991:1; World Bank, 1980 in Taddele, 2001:1). Part of the economic success of industrialized countries is attributed to the effectiveness and efficiency of their educational system. Evolution of educational activity and progress in education in these countries is accompanying evolution in production techniques. The scientific progress and modification in techniques are gradually affecting the totality of mankind. Hardly a discipline remains unaffected by the high speed of change taking place and educational institutions are the main sources for the trained manpower modern technology requires (Ayalew, 1991:45). In fact, the strong foundation of skills taught at the primary education level is the basis for the educational advancement.

Being aware of this fact, many developing countries gave due attention for the expansion of education and considerable investment made by both government and international donor agencies have led to an impressive increase in the number of children enrolled in schools throughout the developing world. Many developing countries now offer a place in primary school to all children who reach school-age (UNESO 1990 in Befekadu 2001:1; Verspoor 1989:1). As noted by the World Bank (1988:1), at the primary level in African countries, the gross enrollment ratio rose from 36% in 1960 to 75% in 1983. The substantial expansion of primary education since 1960 has increased the participation of some groups who had previously had little or no access.

However, the advances since the early 1960 are now seriously threatened in part by, among others, population growth, political instability and economic recession. Africa's explosive population growth greatly increases the number of children seeking access to schools. Almost half of the primary school-age children are out of school of which two-thirds of whom are girls. This has stretched available managerial, professional, and financial resources beyond the limits of minimal effectiveness and increased the volume of illiterate population. In addition, the unfavorable economic environment of the 1980s and the resulting scarcity of resources jeopardized further the ability of developing countries to provide quality education. If the growth of educational places is to keep pace with the growth of the school age population, more schools, teachers, books and other inputs are required each year (Verspoor, 1989:1; Colclough, 1994:1).

As research evidences show the quality of instruction continues to be low particularly in rural areas throughout Sub-Saharan Africa. Repetition and dropout rates are often high and fundamental literacy remains an elusive goal for many primary school graduates. This decline in educational quality is likely to erode the programs in educational development realized since 1960 (Verspoor, 1989:1). According to the World Bank (1988:2), cognitive achievements among African students are low by world standard and there is some suggestion of further decline recently. Much of the evidence is related to the critically low supply of key inputs (especially books and other learning materials) and the use of these inputs has declined in relation to teacher's time and of physical facilities.

Addressing these issues of primary education requires additional resources which could be expressed in human, material and financial terms. Owing to the economic decline, this has necessitated significant cutbacks in public spending and other social problems which require special attention. Thus, it becomes difficult for developing countries to fulfill the additional resources without seeking for foreign aid.

The required foreign aid includes donation and loans at low interest and with long repayment periods, which are granted by funding sources from bilateral aid of states, multilateral aid of international organizations or community states (Magnem 1991:87). The World Bank (1988:101) also confirmed that those external resources are critically important to African education development that comprises all flows of resources, in cash and in kind originating from bilateral and multilateral agreement.

The situation in Ethiopia is not an exception to this problem of access and quality of primary education. Thus since 1995, many bilateral, multilateral and non-government organizations (NGOs) are engaged in the improvement of the conditions of the primary education sub-sector in various regions of the country one of which is a USAID assisted project called BESO (Basic Education System Overhaul). The BESO Project is only a part of the largest BESO Program whose goal is to improve the quality of the human resource base in Ethiopia in general and in the two targeted (Tigray and Southern Nations, Nationalities and People's) regions in particular. USAID involvement in rebuilding the primary level of education is believed to be essential to ensuring the establishment of a sound beginning point in an educational system seriously degraded as a result of 17 years of socialist abuse (USAID, 1995:10-11).

1.2. Statement of the Problem

The long standing neglect and the effect of the civil war before 1991 have left most of the primary schools in Ethiopia in a state of despair. The gross participation rate of primary education was below 22 percent of the relevant age cohort, with even lower rates for girls and rural children. Of these a large number discontinued and relapsed to illiteracy (MOE, 1994:3). This was less than half of the average for Sub-Saharan Africa in 1991.

The education quality indicators such as school facilities, educational materials, training of teachers and other educational inputs were poor. As stated by MOE (1994:2), the supply of educational inputs was inadequate and the recruitment, professional competency, assignment and working conditions of teachers were also in a very bad state. In general, the system of Ethiopian education was not serving the country's future generation in terms of the quality of the education received and access to schools.

Tigray, being one of the regions of Ethiopia, was one of the victims of the educational problems. But what made the condition worse than the other regions of the country was the prolonged armed struggle against the last regime and recurring drought. After the struggle was over, the access and quality of education were much more affected than the other regions. A number of schools were in fairly bad state needing major maintenance or rebuilding. Most of the functioning schools were ill-equipped and the school buildings were not of appropriate standard.

On the morrow of victory and after the TGE had consolidated its power, a lot of efforts were expended to reverse the situation by involving the society, the international donors and other NGOs through the ESDP whose main thrust is to improve education quality and expand access to education with special emphasis on primary education in rural and under served areas (MOE, 1999:1). One of the international donors that launched its project activities for improving the access and quality primary education through TDA/BESO under the CSGP was USAID Ethiopia. TDA being the implementer, BESO is a vehicle of delivery and Community School Grant Program a driving force of BESO.

Although much effort has been made to improve the access to, gender equity in, and quality of education in the region by TDA/BESO since 1996, the contributions of the project have not so far been studied. Failing to study the contributions made during the implementation period may not enable the educational officials of the region and coordinators of the project to locate the progress and drawbacks of the activities accomplished and in what areas of the primary education sub-sector further cooperation need to be made. The purpose of this study is, therefore, to probe into the contributions of the TDA/BESO Project in increasing access to and improving the equity and quality of primary education in Tigray Region. Thus, to meet this objective, the following leading questions are to be answered.

1. What was the status of primary education in Tigray, from 1991/92 – 1995/96, before the intervention of TDA/BESO Project?
2. What were the objectives of TDA/BESO Project in terms of access to, gender equity in, and quality of primary education in Tigray?
3. What major project activities were planned?
4. To what extent had the project initiated the community to develop sense of ownership?
5. What were the major contributions of parents and the local community in supporting the project activities in improving the access to, gender equity in, and quality of primary education?
6. What major problems were encountered during the implementation of the activities?
7. What major contributions in terms of access and quality of primary education in Tigray were made by TDA BESO Project in relation to:

a) Increasing equitable access in primary education?

b) Improving the quality of primary education?

1.3. Significance of the Study

The study thus, will be considered to be significant for the following reasons:

1. The study may encourage higher educational authorities, policy makers and planners to realize the tangible contributions so far made by TDA/BESO so as to proceed or to make decisions on the mode of further and similar intervention.
2. The study could indicate, for the concerned educational authorities, in which areas of equitable access and quality indicators of primary education further cooperation with NGOs need to be made.
3. Being aware of the major problems faced by the TDA/BESO Project, the Tigray Region Bureau of Education and other concerned bodies could devise prevention mechanisms for further cooperation to be made.
4. The study may help the BESO Project and other NGOs in locating the major areas of intervention that require further support in order to improve the equitable access and quality of primary education.
5. It may provide suggestions on how efforts of various stakeholders should be integrated to promote equitable access to and quality of primary education.
6. The study could enrich the literature that is related to education projects and help provide additional document based information for researchers who would like to pursue on similar issues in the future.

1.4. Delimitation of the Study

Although the BESO Project has launched its activities of improving equitable access and quality of education in Tigray and the SNNPR, the study was delimited to Tigray only. This was because of the far apart geographical location and high coverage of primary schools of the two regions which incur much transport and material cost, was not within the economic capacity of the researcher to study both regions. Moreover, as a service provider of similar project, the researcher was more aware of the activities of TDA/BESO as compared to that of the SNNPR.

At the initial phase of the project, TDA/BESO was operating in 585 primary schools of 33 woredas for three years. Then in the second phase, after dropping out 1/3 of the schools, the project operated in 390 schools. In the third phase, again after making the 390 primary schools to compete, it continued its activities with 195 primary schools. Out of the projects operating in the education sector in the region, this approach was peculiar to TDA/BESO. Thus, the researcher was also curious to know to what extent this school phasing approach of the project was successful in achieving the objectives of the project. Moreover, the study was also delimited to the project activities of TDA/BESO I, because most of the activities of the project related to access were done during that time of the project cycle.

1.5. Limitations of the Study

In the interview made, some of the representatives of the local community were not open and frank to respond to some of the questions. It was also difficult to find some of the people who were members of the school committee during the life time of the project. The absence of statistical figures of dropouts and repeaters in some primary schools and woredas education offices was also another problem encountered while collecting data. All these may, therefore, have some effect on the result of the research study.

1.6. Research Design and Methodology

Descriptive survey method was employed for the purpose of this study on the assumption that it could help reveal the contributions of the project to the current state of access to, gender equity in, and quality of primary education in Tigray Regional State. Thus, the sampling procedure, instruments used and method of data analysis are indicated hereunder.

1.6.1. Population and Sampling

Out of the 35 woredas of Tigray, TDA/BESO I Project had been implementing its activities in 585 primary schools of 33 woredas found in four zones during the first phase (April 1996 to 1999), in 390 schools out of the 585 during the second phase (in 2000), and in 195 schools out of the 390 during the third phase (in 2001). The focus of this study was, therefore, on the 195 primary schools of the third phase where the project activities had been conducted for 5 years of various phases. This is because all the efforts expended to improve the access to, gender equity in, and quality of education could best be reflected in activities made for a long period of time, i.e. five years.

TABLE I

Sample Project Woredas and Schools

No	Zones	No of Woredas	No of 3rd Phase Project schools	Sample Project Woredas	No of 3rd Phase Project schools	Sample schools
1	Southern	9	54 (27.7%)	Enderta	9	3
				Raya Azebo	8	3
2	Eastern	7	45 (23.1%)	Wukqro	10	4
				Ganta Afeshum	9	3
3	Central	10	61 (31.3%)	Degua Tembien	11	4
				Ahferom	10	4
4	Western	7	35 (17.9%)	Medebay-Zana	7	2
				Asgede-Tsimbilla	7	2
	Total	**33**	**195**		**71**	**25**

The project activities of the 195 primary schools of the third phase of the project cycle, as a continuation of the preceding two phases, were being implemented in 33 woredas of Tigray region out of which 54 primary schools (27.7%) were in the Southern Zone, 45 primary schools (23.1%) were in the Eastern Zone, 61 primary schools (33.1%) were in the Central Zone and 36 primary schools (17.9 %) were in the Western Zone of that time. Out of the 195 schools, 161 (82.6%) had been located in the rural areas of the region. To be able to select sample schools, out of the 33 woredas of Tigray, 8 woredas (24.2%) were proportionally selected using purposive sampling technique because the majority of schools had been found in these woredas, i.e. 2 woredas from each of the four zones. Then, out of the 71 3rd phase project schools found in all of the 8 project woredas, 25 (35.2 %) primary schools, whose names, grade level and location are listed in appendix 5, were selected as subjects of this study by using simple random sampling technique because it gives equal opportunities of being selected. To maintain the validity of the study, out of the 25 sample schools, 20 (80%) of them were selected from those schools located in the rural areas.

The subjects of the study comprised of five groups of respondents that included:

1. 75 Primary school teachers and 25 head teachers
2. 25 local community representatives of the primary schools

3. Heads of the four zone education departments and the 8 woreda education offices
4. 8 SDAs of the sample project woredas, the director, field officer, and monitoring and evaluation officer of TDA/BESO I Project
5. The Deputy Head of the Tigray Region Education Bureau (TREB)

Accordingly, the primary school teachers and community representatives were selected using purposive sampling because it was believed that the teachers who served for many years and community members who actively participated had better understanding of the contributions made by the project. The other respondents, that is, the primary school head teachers, the heads of the four ZEDs and eight WEOs and the deputy head of TREB as well as the director, field officer and monitoring and evaluation office of TDA/BESO I Project were selected by using the availability sampling technique, because they were the only people found in their respective offices

1. 6.2. Data Gathering Tools and Procedures

To maximize the quality of data obtained four basic tools were used to collect data, i.e. questionnaire, interview, documents and field observation. In order to obtain varieties of options from a large population with in a short period of time, closed and open ended questionnaire were prepared for teachers and head teachers of the schools under study and SDAs of TDA/BESO I Project. The questionnaire contained issues pertaining to community participation, access, gender equity and quality of education. Prior to the administration, the questionnaire was pre-tested with a small group of teachers and head teachers found in three primary schools of Mekelle and its environs. Accordingly, essential corrections were made based on the feedback collected from respondents of the pilot schools to maintain the validity of the instrument before the questionnaire was administered to respondents of the sample schools.

To help elicit views, opinions, problems and expectations of the data sources who could not read and write and to secure data from people with adequate competence, unstructured interviews were also prepared. For the purpose of clear understanding, both the questionnaire and the interview were first prepared in English and then translated into Tigrigna. Prior to the administration, the interview had been reviewed by experts to avoid questions of bias/inappropriateness of translation, irrelevance, vagueness and ambiguity. Then, interviews were held with the community representatives of the schools, deputy head of the TREB, the heads of the ZEDs and WEOs and with the director, field officer and monitoring and evaluation of the TDA/BESO I Project. The interviews were used to substantiate the data collected through the questionnaire from the data sources.

Moreover, to secure information that could not be obtained through questionnaire or interview, basic documents on agreements of cooperation, annual project progress reports, statistical data and reports on provision of various educational inputs had been consulted. Field observations using a checklist were also carried out to find out if the physical facilities constructed by mobilizing the community meet the minimum standard of MoE and to know to what extent the instructional materials purchased with the assistance of the project were adequate to alleviate the instructional problems of that time.

1.6.3. Data Analysis

The type of data analysis used in this study had been both quantitative and qualitative nature. Quantitative data analysis was used for observations that lend themselves to numerical representations. As for the qualitative data, analysis had been employed for data that were collected using unstructured interview and for the evidences collected from field observation and from various relevant documents of the TREB and the TDA/BESO Project. As to the analysis of the quantitative data, percentage and weighted mean were used because the variation of numbers among the respondent groups required the use of these tools only. .

1.7. Operational Definitions

1. Access – refers to how much the eligible school age children are in appropriate grades or in appropriate level of schooling. (Bastian, 2003:6)
2. Apparent Intake Rate (AIR) – the new entrants (irrespective of age) in grade one as a percentage of the total number of children of official admission age in the population in a given year (MOE 1999:90, in Taddele 2001:3).
3. BESO 1 Project – a USAID assisted project that had been operating in Tigray and SNNPR with the purpose of improving equitable access and quality of primary education (USAID, 1994).

4. Bilateral assistance – assistance which is based on direct arrangement between two countries (Pearce 1992:29 in Mulugeta, 2001)
5. Coverage – refers to the size of the education system the main indicators of which are GER AIR (Bastian, 2003:6).
6. Equity - refers to the fairness or uniformity in the educational system in terms of curricula, teaching, equipment and other facilities (Lockheed, and Verspoor.1991).
7. Equitable access - is equal opportunity to enter school and equal access to learning for all children (Lockheed and Verspoor, 1991:141)
8. First cycle primary - includes grades 1 - 4, where basic education in integrated form is given and a self-contained system is applied (MOE, 1993:19).
9. Foreign assistance – that part of development aid that need no interest and no repayment (Hurst 1983:430 in Mulugeta, 2001)
10. Gross Enrollment Rate – the total number of students (irrespective of age) in a particular level expressed as percentage of the corresponding school age population (UNESCO 1996:16)
11. NGOs – non-profit voluntary organizations which are formed by people who share common objective and cooperate to achieve it (Prather 1993 in Alemayehu 2000:11).
12. Net Enrollment Rate – The total number of students in a particular level, who are in the official enrollment age for that level, expressed as percentage of the corresponding school age population (MOE 1999:91:91)
13. Net Intake Rate – the number of 7 year old new entrants into grade one expressed as a percentage of the total number of 7 years old children in the population in a given year (MOE 1999:90 in Taddele 2001:4)..
14. Project – is a set of investments and of other planned activities aimed at achieving specific objectives within a predetermined time frame and budget (Magnen, 1991:14)
15. Quality - is often described in terms of inputs into the teaching process (teachers, equipment, materials, etc) rather than in terms of student achievement, basically because inputs are easier and less costly to measure. (UNESCO, 1991)
16. Second cycle primary:- includes grades 5 - 8, where general education is given in linear approach (MOE, 1993:19).
17. Status of primary education – is expressed in terms of the conditions of equitable access and quality of primary education before the intervention of the project.

1.8. Organization of the Study

This study comprises of four chapters. The first chapter deals with introduction. Under introduction, background of the study, statement of the problem, significance, delimitation, limitation of the study, research design and methodology, definition of operational terms were included. Chapter two treats the review of related literature, and chapter three contains data analysis and interpretation. The last chapter includes summary of the findings, conclusion and recommendations. Moreover, as appendices, the bibliography, sample questionnaires, interviews, field observation checklist, and other relevant documents are attached to the last part of the thesis.

CHAPTER TWO

REVIEW of RELATED LITERATURE

2.1. Access to Primary Education

2.1.1. The Concept of Access to Education

Access can be defined as the accommodation of all children of relevant age by increasing school-going population and as an expansion of adequately staffed and built schools throughout a country to facilitate universal primary education. This implies that all schools should equitably be within the reach of children. For this part, equity denotes the practice of creating equal opportunities for the enrolment of girls and marginal groups in the schools by removing the barriers that impede them. Equity, therefore, refers to the fairness or uniformity in the educational system which means that all children of school-going age should receive the same education in terms of curricula, instruction, equipment and facilities. Thus, equitable access has been defined as equal opportunity to enter school and an equal access to learning. Equitable access as only one aspect of educational equity also includes equity in process and in outcome. Equity in process means education that is fair and just but does not necessarily treat every one the same and Equity in outcome implies that all students are provided with educational experiences that ensure the achievement of uniform goals (Lockheed and Verspoor, 1991:145; Degarge 1998:22 in Zenebe 2001:4; Katazoa 1999 in Mulu 2001:5; Nuri et al 2003:29). From the above definitions it could be noted that access refers to both, schooling and learning.

As declared by the General Assembly of the United Nations, in the Universal Declarations of Human Rights, education is a basic human right. It is also stipulated in the Declaration of the Rights of the Child that "Everyone has the right to education. Primary education should be free and compulsory and a person should be able to continue his/her studies as far as he/she is able". Therefore, states are responsible to provide free and compulsory basic education and protect the child's dignity as indicated in the Convention on Rights of the child that has been ratified by 191 countries and became binding international law in 1991 (Mulu, 2001:4; Habtamu, in Amare 2001:68)..

This seems the reason why many developing countries are initiated to expand their educational system so as to achieve Universal Primary Education and showed impressive increases during the past three decades. Despite impressive increases, however, many governments have not achieved universal and equitable access to education. As of 1985, between 114 million and 145 million school-age children, many from traditionally disadvantaged segments of society, were out of school in developing countries including Ethiopia. As enrolment begins to slow and the population continues to grow since 1980s, extending equitable access to out-of-school children becomes harder and more expensive. This represents a major challenge for developing countries, especially to the poorest ones (Lockheed and Verspoor 1991:146).

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2.1.2. The Necessity of Access to Primary Education

Primary education has the general purpose of teaching students basic cognitive skills, developing attitudes and skills that children need to function effectively in society, and advancing nation building, the main purposes being a) to produce a literate and numerate population that can deal with problems encountered at home and at work, and b) to serve as a foundation on which further education is built. Accordingly, completed primary education helps alleviate poverty and advance economic and social development (Lockheed and Verspoor 1991: XV-2).

A diverse body of literature (Mulugeta and Amanuel, 2000; Lochheed and Verspoor, 1991; Habtamu in Amare et al 2001:69; IER,1996:7-8) also demonstrates that primary schooling in developing countries has higher levels of educational attainment, more paid employment, better individual earnings, greater agricultural productivity, lower fertility, better health and nutritional status, improved life expectancy, and more modern attitudes than adults who have lower educational attainment. The other benefits for individuals and society are forging national unity and social cohesion by teaching common mores, ideologies and languages. It is also used for upward social mobility and improves income distribution, increases saving and encourages more rational consumption, promotes adaptability to technological change and enhances the status of women

When considered in terms of primary schooling of the females, recently it has been understood that there is a high economic cost to society in failing to use effectively the resources that women represent. As women are better educated, health and nutrition practices improve, infant mortality and morbidity decline, marriage and child birth are delayed and birth rates fall, impacts on immunization and life expectancy. Moreover, preferences for smaller families emerge and women are more receptive to family planning. Educating girls is essential if the world is to achieve the goal UPE. Girls' education affects the economic wellbeing of a country, improving GNP per capita, female labour force participation, self-employment, participation in informal sector, and non-market, and home production. Above all, education empowers girls with a basic knowledge of their rights as individuals and citizens, and provides them with the knowledge and skills to contribute to and benefit from development efforts (Subbarao and Raney, 1994:vii; UNICEF, 1992:VI; Baum and Tolbert, 1985:484)

Despite the importance of expanding educational opportunities, females in developing countries are less educated than males. More boys than girls attend school, and even when female enrolment is relatively high, the percentage of girls completing school tends to be much lower than it is for boys. Thus, from what has been discussed above, it could be concluded that non-enrolment of females has a bearing not only on the individual benefits of the family but also on the socio-economic and cultural development of a country (Lockheed and Verspoor, 1991; Colclough, 1994:8).

2.1.3. Determinants of Access to Primary Education

Although there could be country or region specific factors that affect access to primary education, the factors that are believed to be common for most countries also vary based on the characteristics of children who are out of school, i.e. rural, female and poor. According to the World Bank (1990:33) and Lockheed and Verspoor (1991:146), urban children are more likely to enroll in and complete primary school than rural children. Fewer than 50 percent of rural children in most countries and as few as 10 percent in many countries complete more than four grades of school. This happens due to certain determinants which are identified as either quantitative or qualitative. Where quantitative, the indicators used to measure access in terms of the proportion of children admitted relative to the total child population eligible for enrolment at primary level include: Apparent Intake Rate (AIR), Net Intake Rate (NIR), Gross Enrolment Rate (GER) and Net Enrolment Rate (NER). These indicators simply give us an idea of the presence or absence, nature, quantity or degree of educational provisions or operations (Bastian, 2003:6-7; Tegegn in Amare, 1998:101; UNESCO 1996:5).

AIR and NIR are rates of admission or intake to primary education. AIR is the percentage of new entrants (irrespective of age) in grade one out of the total number of children at an official admission age (age 7 in the Ethiopian case) in the population in a given year, country, region, etc while NIR is the number of 7 year old new entrants in to grade one expressed as a percentage of the total number of 7 years old children in the population of a given year. GER and NER are used to know the quantitative level of development of an educational system. AIR and GER measure participation rates or coverage and can also be used for comparing level of development between countries, regions, woreda, schools, etc. While GER is the total number of students (irrespective of age) in a particular level expressed as a percentage of the corresponding school age population, NER is the total number of students in a particular level, who are in the official enrolment age for that level, expressed as percentage of corresponding school age population (UNESCO 1996:5-16, MOE 1999:91 in Tadelle 2001:3-8, Bastian, 2003:6-7; Getachew, 1999:135-138).

Of these two indicators, NER provides deeper insight into enrolment. Since GER takes into account all students irrespective of their age, it is only an approximate indicator of access in a given cycle. The commonly used measures of access in Ethiopia, as elsewhere in the third world, are GER and NER. As reviewed by Habtamu (in Amare et al, 2001:69), the GER in Ethiopia in 1999/2000.was 51 percent. This was 6.46 million out of 12.63 million children aged 7 to 14 years. This, however, has been raised to 64.4 percent in 2002/03 (MoE, 2003), which is still lower than many Sub-Sahara African countries that achieved more than 70 percent. The main reasons for low GER are: low household income; war and conflicts in the past; periodic drought and famine; large population growth and higher dependency ratio; the need for child's labour, a large dropout of children; shortage or absence of schools in the pastoral and peripheral areas; distance to school; poor school quality and services like latrine and water supply; cultural barriers, poor employment prospects, low awareness and educational background of parents; difficulties of paying fees in terms of user fees; expected return from school; and low budget allocation to education (PHRD,1996:7; Habtamu in Amare et al, 2001:69; World Bank, 1995:40).

The other determinant of access to primary school education is qualitative. Quality of education is a function of the internal efficiency of schools. This could be seen in terms of demand for education. The demand for education can be broken down into two components: demand for access that leads to enrolment and demand to remain in the system that becomes evident in parents' desire to keep their children at school, and in pupils' desire to continue. The demand reactions are enrolment, repetition and dropout. Though the relative importance of all quality considerations vary from one context to another, the value parents give to education (value quality), the sort of resources found in school (input quality), the pupil-teacher interaction (process quality) and students' achievement (output quality) influence the demand for primary education. Quality mainly influences the decision to enroll less than the decision to continue (Bergmann in UNESCO, 1996:588)

Quality in education being a function of internal efficiency of schools, poor learning environment brings about educational wastages such as repetition and dropout which is a characteristic feature of the developing world, especially the Sub-Saharan African countries. In these countries, many of the students dropout easily in the primary cycle, before they acquire even rudimentary literacy skills. For example, in Chad, Ethiopia, and Malagascar more than a third of the children who enter school never complete grade 2 (World Bank, 2001:11-12). According to Postletwaite (in UNESCO, 1998:296), in a study made in 1995 in 14 least developed countries, Ethiopia was among the countries which had the highest dropout rate, i.e. 8-9 percent for girls and 13 percent for boys. The grade repetition of Ethiopia, however, was reported to be among the countries that had the lowest rate. The average completion rate of these countries ranged from 40 to 70 percent and the tendency to survive was fewer for girls than boys. Low primary completion rates result from high repetition and dropout rates, and often repetition leads to dropout. On the supply side, the low completion rates may reflect problems with the quality of instruction and on the demand side child labour may lead to repetition (World Bank, 1995:41; Lockheed,1991:34)).

According to MoE (2003:60-68), the dropout rate at primary level was oscillating between 15.2 in 1997/98 and 18.9 in 1998/99 and the national dropout rate in 2000/01 was 16.2 percent which is still higher than in 1997/98. The regional dropout rate at the primary level for 2000/01 ranged from the lowest 1.3 percent in Addis Ababa to the highest 25.2 percent in Benshangul-Gumuz. The dropout rate of Tigray, however, was 12.1 percent which is below the national average. Since 1996/97 the dropout rate is higher for boys than girls which indicate that girls survive more than boys at the primary level provided that they get the chance for enrolment. The national repetition rate for the year 2000/01 being 9.7 percent, the regional repetition rate of the same year ranged from 4.1 percent in Somali to 16.5 percent in Afar. The repetition rate of Tigray was again below (6.5 percent) the national average. Thus, this high educational wastage is an indicator, as many educators agree, of the poor quality of education. In order to attract ever access support to education, school systems need to demonstrate better performance in student retention and completion (Platt,in IER 1996:13)

2.1.3.1. Determinants of Girls' Educational Participation

The other groups of children of the society the majority of which, among others, are out of school are the females. Although the gap between the number of girls and boys in primary school has narrowed since 1960, the enrolment of girls continues to lag in many countries. According to Tietjen (1991:7-11), the most significant obstacles to female education have been divided into three: a) macro-level societal factors, b) education system and school (supply side) factors, and c) social and household (demand side) factors.

a) *Macro-level societal factors*: These include national wealth, degree of industrialization, level of development, degree of urbanization, religion, etc. There is no agreement, however, among researchers as which of the characteristics is most influential. These macro-level characteristics are generally not readily subject to alteration or manipulation through policy intervention, at least not in an immediate sense by educational entities. Policy formulation and intervention strategies are, however, possible on school (supply side) and household (demand side) factors.
b) *Education system and school factors*: It is traditionally believed that with enough inputs (schools, teachers, textbooks, etc.) the educational system could produce the

outcomes for boys and girls alike. However, the supply side factors that limit students' access to the system, constraining the educational participation of girls include: Insufficient quantity and quality of educational resources; irrelevant curricula to women's employment possibilities; shortage of girls' role models of professional women and restriction of high prestige occupations open to women; discrimination made by teachers who believe that females are incompetent; portrayal of women in textbooks as playing passive and powerless roles thus reinforcing negative stereotypes; national educational policies that affect boys and girls differently; too distant or too few schools; lack of schools for girls when education is sex-segregated; uneven distribution of primary schools, especially in rural areas. These supply side factors, thus, are viewed as a driving force for the demand side.

c) *Social and household factors*: The reason for the gender gap increase in some low income countries have recently been recognized to be the role played by the household (demand side) factors in determining girls' educational participation. Researchers have found that the private demand for educational services by the student and their parents is a function of household and family structure, societal characteristics, and socio-cultural beliefs and practices such as demand for the household labour of girls; restrictions placed on the physical mobility of older girls, marriage and child care, rape and sexual harassment, the traditional belief that girls are less intelligent than boys, as well as of the direct and opportunity costs of participation. Other factors such as limited labour market opportunities and prescribed roles for women conspire to keep girls out of school (Sutherland.1999:437-438; Chamie 1983 and Michel 1986 in Lockheed and Verspoor 1991:148-49; Tietjen, 1991:7-11; MoE, 1999:2; World Bank, 1990:34; Baum and Tolbert, 1985:485-486; (Colclough, 1994:8-11; IER, 1996:9)

It was a matter of public debate among educators on which type of factors (supply or demand) exerts the most influence on girls' educational participation. But finally, studies have confirmed that demand factors primarily affect girls' enrolment, and supply factors influence girls' retention (Yeoman 1985, in Tietjen 1991:8). This implies that the interaction between supply and demand factors jointly determines the level of girls' educational participation. Demand factors can limit the accessibility of schools for girls and their families. However, the single greatest predictor of whether girls go to school or not are whether schools are made available and accessible. That is, supply side interventions can increase parental and girls demand for education by responding to household factors that constrain girls' educational participation (Tietjen, 1991:8-10). Thus, demand cannot be divorced from conditions of supply.

2.1.4. Strategies to Promote Equitable Access

Despite impressive increases in enrolment since the 1960 in developing countries, in many low income countries, including Ethiopia, the availability of primary school places is limited. Of the 115-145 million school-age children out of school in developing countries, the vast majority come from the traditionally disadvantaged groups in society: rural, female and poor. Particularly, the problem of girls' participation has got special attention. According to UNICEF (1992:VI-XII), the nine workable strategies to help promote the education of girls include: locating schools closer to communities; promoting hiring of female teachers; lowering the direct costs (for tuition and books), hidden costs (uniforms and supplies) and opportunity costs: developing relevant curricula; increasing community participation; promoting localization and decentralization; promoting advocacy and social mobilization; designing systems that accommodate the needs of female students; and supporting multiple delivery system, i.e. formal, private and non formal systems of education.

The other strategies that are reported to promote equitable access for more out of school children (both male and female) often requires increasing the supply of school places, increasing the demand for education, and equalizing the treatment of those in school as expounded below (World Bank, 1990:34-38; Lockheed and Verspoor, 1991:154-166; Tietjen, 1991:18-58).

2.1.4.1. *Increasing Supply:*

To push the expansion of access to schooling by increasing the supply of school places include the following.

a) *School Construction/Renovation and Facilities*: Building more schools is an obvious and necessary response to the inadequate number of school places, provided that schools are located within children's walking distance. Considering greater reliance on local materials could reduce the cost of school construction substantially.

Furthermore, reducing costs and improving quality, such projects help transfer the responsibility for construction and maintenance from the central government to the local community. Before undertaking the expense of building new schools, considering the possibility of expanding existing schools or using existing buildings such as churches and community centres to replace shelterless schools with no physical facilities is indispensable and cost- effective. Building latrine is another strategy that might raise enrolment, particularly of girls.

b) *Teacher Recruitment and Deployment*: Shortages of teachers are common in rural areas. Possible solutions include multiple shifts and multi-grade teaching. In addition, incentives such housing facilities, increased training and even additional payment are needed that encourage teachers, especially females, to work in isolated areas. Increasing the supply of female teachers is an important strategy for increasing the access of girls to schools

c) *Private Schools*: By lifting the restriction on private schooling, access to primary education could be raised. Private schools can benefit the urban poor indirectly by relieving some of the pressure on severely crowded urban schools. Although the quality provided may be questionable, religious schools could supplement the public school system. The major benefit of these schools is to increase enrolment opportunities for all primary school students at low cost and to encourage parents to enrol their children. This may reduce national commitment to public schooling.

d) *Multiple Shifts*: Multiple shifts both increase enrolment and reduce unit costs. By organizing classes into separate sessions and having teachers share facilities, a multiple shift system can a) accommodate double or sometimes triple the number of students that a single shift system can, b) reduce certain capital and teacher costs, c) lower school fees and make more working hours available to child labourers, d) reduce overcrowding in urban classrooms. If multiple shifts shorten the school day, the school year can be made longer to compensate.

e) *Multi-grade Classes*: Multi-grade classes, in which one person teaches several grades, also improve access in rural communities. Multi-grade teaching addresses the problem of uneconomically small classes as well as that of incomplete schools. Effective multi-grade teaching, which requires special instructional materials and teacher training, has been successfully implemented in a number of countries.

2.1.4.2. Increasing Demand

Strategies to mobilize demand are as important as, if not more important than, strategies to increase the supply of school places. In general, the strategies include reducing direct costs, and reducing indirect costs, and mobilizing community support.

a) *Improving Primary Schools*: By persuading parents that education is valuable and by improving the effectiveness of education, parents could be made to see greater benefit in sending their children to school.

b) *Reducing Direct Costs:* This may include: lowering or eliminating school fees, providing instructional materials and uniform, offering free of subsidized transportation, directly subsidizing households for the cost of materials and uniforms, and providing school feeding programs, boarding facilities, and scholarships. Abolishing school fees can, however, have adverse results if unintended consequences are not carefully explored.

c) *Reducing Indirect Costs*: Strategies to reduce indirect cost include: changing the school calendar, providing child care for younger siblings, and instituting labour-saving technology. The timing of the school year which limit attendance in rural areas could be improved to suit agricultural cycles by revising the school year to accommodate the seasonal demands for child labour on the farm and in the fields and by changing the school day to accommodate daily work schedules by instituting multiple shifts or providing classes early in the morning or in the evening. Flexible scheduling is a key strategy in improving the schooling of girls and rural children.

d) *Mobilizing Community Support*: Increasing the demand for education largely depends on persuading parents that education is valuable. This could be achieved by improving the quality of education so as to increase the opportunity cost of not attending school and by involving parents to participate actively in the educational process. If this happens, their children are more likely to attend school. Efforts to mobilize community support for education can take many forms: establishing parent-teacher associations, holding school open houses, involving the community in building schools, and media and information campaign using indigenous language that highlight the positive aspect of schooling.

2.1.4.3. Equalizing the Learning Process

Reducing discriminatory treatment requires a genuine treatment in understanding the sources of unequal treatment and taking corrective measures. The discriminatory treatment could be redressed by reallocating resources when urban schools get more than those of rural ones, by rewriting texts when they portray certain population groups (such as females or minorities) in negative ways, by retraining teachers to the use of new teaching methods when they differentiate among students based on gender, religion, or family income and when inhibit the learning achievement of some students. In general, the solutions that are deemed appropriate must be designed and implemented in ways that take into account cultural and religious factors. Failure to do so could undermine solutions that would otherwise succeed.

2.2 Quality of Primary Education

2.2.1. The Concept of Quality in Education

Public debate on quality of education usually concentrates on pupils' level of achievement in comparison to the old days schooling of parents. Another issue of discussion about the quality outcomes is the relevance of the knowledge, skill and attitude students acquire for life after school. In the quality debate, the conditions of learning like the insufficient supply of qualified teachers to cope with the increased number of enrolment, inadequate building facilities, provision of instructional materials, etc. are also frequently raised (Grisay and Mahlck, 1991:3). In general, different categories of actors in education use different definitions of quality. The elements they use are the ones they have most information about, i.e. from the mass media and from direct experience (Bergmann in UNESCO 1996:587).

Grisay and Mahlck (1991:4), however, contend that the notion of quality should take into account the determinants of student achievement (inputs and processes) rather than considering students' results (output) alone, if the ambition is to improve quality of education. From what has been discussed above, it appears that the general concept of educational quality is complex, multi-dimensional and hard to find. The reason, according to Bergmann (in UNSCO 1996:586-601), is that quality is not a system element like teachers, textbooks, pupils or classrooms. Quality is an attribute of any element and since any element has a number of potential quality dimension, perceived quality is subject to socio-cultural valuation. Therefore, taking quality as a system quality education is divided into various components.

Thus, according to Grisay and Mahlck (1991:4) and World Bank (1988 in Mulu 2001-12), the general concept of quality of education is composed of three interrelated components: the quality of human and material resources available for teaching (inputs), the quality of teaching practice (process), and the quality of the results (outputs and outcomes). However, Bergmann (in UNSCO 1996:586-601), including value quality as a fourth component, defines value quality as the degree to which the overall goals of education system relate to the society's dominant value system which is related to the decision of parents in enrolling their children. And Hallak (1991:4), adding "fitness of education" in addition to the three components described "fitness" as the extent to which the system as a whole produces the kind of person of which society stands in the greatest need.

On another view, Ross et al (1990, in Mulu, 2001:7) takes the concept quality in education as relative in that the term is devoid of meaning. He further added that it is impossible to discus quality of education or school system without first knowing its goals, which must be based on the goals society has set for itself. But as cited in Ross et al (1990 in Mulu, 2001:6) Beeby, adopting a less controversial position, puts forward the notions of qualitative and quantitative changes. According to this position quantitative change refers to the simple linear expansion of what already exists, such as more buildings, students and teachers, facilities and materials, standards, etc. whereas qualitative change involves the improvement of the environment expressed as detectable gains in the knowledge, skills and values acquired by students.

The above explanations, therefore, further suggest the existence of many definitions of quality in education, testifying to the complexity and multifaceted nature of the concept. This is because, the issue of quality education is a dynamic and continuous process and what constitutes quality education changes from time to time in response to the demands of the clientele and the society (Yalokwu, in Amare et al, 2001:111). Nevertheless, according to GCE (2002:4-6) and UNICEF (2000:2-14; in MoE, 2002:87-

107), considerable consensus exists around the basic dimensions of quality education today, in that quality education includes: quality learners, quality learning environment, quality content, quality process, and quality outcomes.

(a) *Quality Learners*: This includes children who are healthy, well nourished, and ready to participate and learn, and supported in learning by their families and communities.

(b) *Quality Learning Environments*: This includes environments that are healthy, safe, protective, and gender sensitive, and provide adequate resources and facilities.

(c) *Quality Content*: This includes content that is reflected in relevant curricula and materials for the acquisition of basic skills, especially in areas of literacy, numeracy and skills for life, and knowledge in such areas as gender, health, nutrition, HIV/AIDS prevention and peace.

(d) Quality Processes: This includes processes through which trained teachers use child-centered teaching approaches in well managed classrooms and schools and skilful assessments to facilitate learning and reduce disparities.

(e) Quality Outcomes: These are the intentional and expected effects that are: produced by the educational system. These outcomes encompass knowledge, skills and attitudes, and are linked to national goals for education and positive participation in society. The achievements are related to literacy and numeracy, community participation and learner confidence, enhanced life-skills, and the capacity to make responsible choices and resolve conflict.

2.2.2. Importance of Quality Primary Education

Since a poor primary education system produces poorly prepared students for secondary and tertiary level education and adults who are incapable, nowadays the attention of policy makers and researchers is turned from school expansion to the improvement of school quality. The focus on quality has become apparent because it does not make sense to expand a system when it is incapable of reaching its qualitative goals (Bergmann, in UNESCO 1996:584). Available evidences also suggest that variations in school quality are related to economic gains both in terms of individual income and national economic development. Therefore, improving the quality of education for students in primary schools is a prerequisite for developing the human resource base required to meet the changing technological demands of the twenty-first century (Lockheed and Verspoor 1991:17-18), Consequently, research studies show that rates of return to investments in improving school quality are comparable to returns from expanding school systems. The limited progress of many countries in improving school quality and efficiency may significantly constrain the potential contribution of educational investments to development. Therefore, the analysis of the problem requires understanding of the concept and a clear definition of quality of education as explained above.

2.2.3. Indicators of Quality of Education

Indicators are those which point out something of interest of an area, in this case quality primary education, with more or less exactness which may not be an exact measurement. They, however serve to as guideposts towards the achievement of goals that are relevant to the task (environment of primary schools) and can be employed to monitor changes, to aid planners in planning what the system provides and to facilitate research into an educational system (Yalokwu, in Amare et al, 2001:112; Tegegn, in Amare et al, 1998:101) Although we frequently hear that the quality of education in developing countries is eroding, the truth of this statement depends on the indicator of quality used.

But as explained above, quality in education is difficult to define and measure. An adequate definition must include student outcomes. In practice, however, it is often described in terms of the educational experiences that help produce those outcomes- the learning environment or inputs into the teaching process (teachers, equipment, materials, facilities, etc.) rather than in terms of student achievement, basically because inputs are easier and less costly to measure. But even if information on the availability of school inputs is important, caution is required in drawing conclusions about quality from this information alone. This is because factors external to the school also influences the child's eventual level of academic achievement. (Carron and Ta Ngoc 1980, in Grisay and Mahlck 1991:5; World Bank 1988:31; Psacharapoulos and Woodhall 1985:218-219; Fuller, 1986:6-15; World Bank, 1995:46; Lockheed and Verspoor 1991:xv; Yalokwu, in Amare et al, 2001:112)).

Panda (Internet 2003:1-4), therefore, has broadly clustered the input indicators of quality learning achievement of primary school into three: a) *Out-of-school factors* that include a broad range of variables such as the socio-economic background of the families the learners come from, home support system, educational policy decisions, locus of decision making in the family, prior learning experience, the health and nutritional status of the children, etc., b) *School related factors* that include a broad range of factors comprising the inputs, the resources and the process variables are curricular inputs, instructional processes, organizational climate, teacher's professional training, instructional materials, management style, etc., and c) *Individual related factors* that include parent's education, reading other materials, correcting home-task regularly, and educational and occupational aspirations, etc. Thus, as stated by UNICEF (2000:6), children's learning is a function of school inputs and family background. But out of these indicators, school related inputs have been found to have the most significant effect on student learning. However, when learning is increased and attendance and promotion are not inhibited by exogenous factors, children remain in school and complete the primary cycle in greater numbers.

In the poorest developing countries, however, the impact of school related factors relative to external factors appear to be the greatest (Fuller, 1986:16-21). As further indicated by Fuller, quality elements such as class size, laboratories and individual teacher salary levels are not consistently related to achievement. Rather, the quality elements that are consistently related to achievement include: expenditure per pupil, instructional materials, school library, teacher training, length of instructional program, management and organizational structure, and teachers' social class. Planners in developing countries also frequently use repetition, dropout, promotion, and transition rates as indicators of quality. These indicators are useful for making aggregate comparison between regions of a country and between countries, but they are less relevant for analysing differences in performance between schools and between children within the same grade (Lockheed and Hanushek 1987, Ross and Mahlck 1990, in Grisay and Mahlck 1991:5).

2.2.4. Problems Constraining Quality Primary Education

Seen in the light of the above indicators, schooling in many low income developing countries takes place under conditions that students are likely to attend a shelterless school or one that is poorly constructed and equipped. Their curriculum is likely to be poorly designed. On average they receive only 500 hours of learning time and $1.70 of non-capital material inputs per student each year and have poorly trained teacher who adhere to traditional teaching practices. The learning environment typically has few resources, and classes consist of more than fifty children, many of whom are chronically undernourished, parasite ridden, and hungry (Lockheed and Verspoor, 1991:39). The Ethiopian quality of primary education is also characterized by the problems discussed above and these problems make the job of educating children significantly more difficult.

Taking the indicators of quality education discussed above into consideration (the external influences and learning environment), the quality of primary education in Ethiopia could be systematically assessed. The main factors external to the school that influence the level of academic achievement of children, especially girls, are those that determine school attendance like: demand for the child's labour and earnings, particularly among rural and poor urban families; immediate material and health conditions; level of education, income and size of families to support children; and the participation of parents in educational affairs (PHRD, 1996:xii-xiv). And, according to Yalokwu (in Amare et al, 2001:114-116), the main problems that are related to the learning environment include: shortage of qualified teachers; inadequate teaching and student support (instructional materials, good toilet, first-aid and related health care, and recreation) facilities; low program efficiency (rise in dropout); low enrolment of girls; inadequate counselling; inadequate curriculum; inadequate verbal proficiency; low teacher motivation and commitment; improper placement of staff; lack of managerial competence; unbalanced goals (lopsided in favour of material resource provision); inadequate funding; inadequate student selecting system; and lack of staff accountability and commitment.

2.2.5. Alternative Strategies for Improving Quality

Alleviating all these problems is desirable, but not all improvements may be affordable. However, depending on the particular condition of the country, priority must be given to the cost-effective and feasible inputs that make difference in learning (Lockheed and Hanushek 1988 in Lockheed and Verspoor, 1991). Therefore, the alternative interventions that are believed to improve the quality of education are categorized into seven which include improving: i) curriculum, ii) instructional materials, iii) instructional time, iv) preparation and motivation of teachers, v) physical facilities, vi) students' learning capacity, and vii) school management (World Bank, 1990, 1988).

2.2.5.1. Improving the Curriculum

This refers to the planned and taught curriculum of schools Curriculum in many developing countries is poor in both scope and sequence of instructional materials and often poorly designed (World Bank, 1990:16). Therefore, according to UNICEF, 2000:8-9), curricula should: be structured in a way that children are able to acquire analytical and problem solving skills as well as knowledge; selectively integrate subject matter and focus on results, standards and targets of children for student learning; be gender sensitive, inclusive of children with diverse abilities and background and responding to emerging issues; reflect and respond to national and local realities; be based on clearly defined learning outcomes that are grade level appropriate and properly sequenced; The aim is to help children develop the skills they need in life; rather than only acquiring knowledge.

2.2.5.2. Improving Instructional Materials

There is strong evidence that increasing the provision of instructional materials, especially textbooks and teacher's guides, is the most cost effective way of raising the quality of primary education. But in many low income countries, including Ethiopia , textbooks suffer from factual inaccuracies, inappropriate illustration, and problems with readability. The content also fails to reinforce the development of higher-order thinking skills- that is, problem solving skills and critical thinking (Lockheed and Verspoor, 1991:46; World Bank, 1990:16, 1987:50; Lockheed, 1991:24). For instance, as reported by MoE (2002:17), the contents of primary textbooks were vast complex and beyond the level of understanding of the children. Furthermore, inappropriate organization and preparation of the content, inadequacy and inappropriateness of illustrations, occurrence of typographical errors, serious lack of simplicity and clarity of language were reported as important elements determining the quality of the curriculum materials in Ethiopia.

The access to instructional materials is also found limited. The student-textbook ratio in the primary education (1-8) on the average is 1:5 in the 1st cycle and 1:4 in the 2nd cycle, which is below the standard set in the ESDP, i.e. 1:1. The supply of the subject area syllabi, students' text and teachers' guides in the first cycle, have rather been limited to a few schools (ibid: 16). In many developing countries other instructional materials, including dictionaries, globes, maps are frequently absent from primary classrooms.. However, focus need to be made on providing schools with good (pedagogically sound, culturally relevant and physically durable) textbooks and on encouraging teachers to use them (Lockheed and Verspoor 1991:53-57)

2.2.5.3. Improving Instructional Time

Research from a number of countries has shown that the more time teachers spend actually teaching, the more students learn, especially for poor students whose out of school time and opportunities for learning are limited. Instructional time is, however, affected by teachers' and students' absenteeism and miscellaneous interruptions in developing countries that requires local administrative and/ or parental interventions. A more promising and more effective strategy for increasing learning time is to set and maintain standards for instructional time that requires local attention to insure that: a) schools are open during official hours, b) teachers are present and teaching during the official instructional periods, c) temporary distractions, such as administrative or visitor interruption, are avoided, d) appropriate arrangements are made for continuing instruction in routine inclement weather (World Bank, 1990:19-20; Lockheed and Verspoor 1991:62).

Teacher and student attendance can also be increased by providing incentives for attendance and establishing local monitoring to conform that school is actually in session and teaching is going. Two important incentives for teachers are to provide adequate local housing and to pay salaries locally so that teachers need not travel to receive compensation. Providing teaching materials appears to be another incentive for teachers. When teachers are likely to be absent for long periods like for maternal leave, substitute teachers must be assigned to their classes. Determining local causes of teacher and student absences may be required before further action is taken (Lockheed and Verspoor 1991:62).

2.2.5.4. *Improving the Preparation and Motivation of Teachers*

Teachers are central to the delivery as well as the quality of education. The academic and professional training of teachers has a direct and positive bearing on the quality of their performance and consequently on the achievement of students (Lockheed and Verspoor 1991:62). However, teachers in developing countries are working in crowded classrooms with sub-standard infrastructure, training and inputs, and lack of support from principals, supervisors and the broader community. Since they are poorly prepared for their task, the teaching style in many places remains traditional, teacher-centred and fairly rigid and even authoritarian. This affects educational quality. To redress this problem, professional development of teachers, improvement of classroom conditions and teachers' moral are indispensable (UNICEF, 2000:.12-13; World Bank, 1990:20).

a) *Professional Development:* The professional development can help overcome shortcomings that may have been part of teacher pre-service and in-service education and keep teachers abreast of new knowledge and practice in the field. Three cost-effective sources that improve classroom teaching are: in-service training for teachers, interactive radio instruction for children, and programmed learning materials. In-service teacher training on locally effective practices for managing the classroom can provide teachers who are unaware of effective instructional strategies with a new repertoire of skills. In-service teacher education shows much promise for improving teaching in developing countries and has received support from the international donor community. Interactive radio instruction is particularly effective for poorly trained and inexperienced teachers found in remote rural areas and isolated regions of a country, where staffing school is difficult. Many countries have also tried to improve the quality of instruction in primary classes using programmed learning materials which provide step by step scripts for teachers and instructional materials for children to use individually or in group (World Bank, 1991:21-22, 1988; Lockheed and Verspoor 1991:68-69; Psacharapoulos and Woodhall 1985:317-318).

b) *Classroom Conditions:* The improvement of classroom conditions is associated with class size whose good proxy is pupil-teacher ratio. Teachers are notably happier, more efficient and able to give children individual attention when the size of class is manageable. Substantial research evidences support that the class size ranging from 25 to 50 is cost effective and the impact on student achievement is modest or nil. But larger classes are unruly, spend less time on task and teachers tend to emphasize rote learning rather than problem-solving skills Moreover, owing to the pupils' disciplinary problems, pupils detract from learning Thus, since all these problems influence pupils' achievement, classes much larger than 50 should be discouraged.(World Bank 1988; Lockheed and Verspoor 1991:60-61; UNICEF, 2000:6)). But results of the level of classroom capacity of primary schools of all regions Ethiopia revealed that 46.5% had adequate classrooms, whereas 53.5% had inadequate number of classrooms. This problem is particularly pronounced in primary schools of Harari (100%) and Tigray (75%) with a maximum number of pupils in a classroom being 120 MoE, 2002:19-20). This indicates to what extent the quality of primary education is eroding...

c) *Teacher Motivation*: Low teacher morale leads to low professional commitment and unprofessional attitude towards students, which leads to indifferent classroom practices, high rates of teacher absenteeism and attrition. Teacher absenteeism reduces student learning time, while teacher attrition increases the cost of teacher training. Even the most conscientious and capable teachers cannot teach effectively under adverse conditions. The causes include: low salaries, poor working conditions, insufficient carrier advancement opportunities, and/or weak support services. In support of this fact, a 1991 ILO meeting on the condition of teachers' work concluded that their situation had reached an intolerably low point. With low motivation, they are forced to work in crowded classrooms with sub-standard infrastructure, training, and inputs, and lack of support from principals, supervisors and the broader community (UNICEF, 2000:12; World Bank, 1990:24-25; Lockheed and Verspoor, 1991:102)

To reverse the condition, according to World Bank (1991:25-26), comprehensive strategies are needed that pay attention to both salaries and non-salary benefits. Competitive salary schedules must be established, along with opportunities for advancement and incentives for performance, such as grants for innovative teaching projects. This will be effective in conjunction with working conditions and professional support at the school level that allow teachers to adopt effective instructional strategies. But since most countries cannot afford additional monetary incentive, the lifting of teachers' morale is a great challenge. However, some measures like increased provision of instructional materials and better support and supervisory services from supervisors and ministries will help improve working conditions, particularly for many teachers who work in rural areas (World Bank 1988).

2.2.5.5. Improving Physical Facilities:

School infrastructure does influence the quality of various elements of the educational process. The size and organization of classrooms can also influence the instructional method of teachers. This is because teachers are notably happier, more efficient, and able to give children attention, when the sizes of classes are kept low. The integration of services like latrine, water supply and health services and schooling contributes significantly towards ensuring learners' health by forming the basis for increasing the cognitive functions of children and thereby developing a quality education (UNICEF, 2000:6-8). But dilapidated buildings, missing or broken desks and chairs, and lack of good ventilation and sanitation facilities are common in African schools which signify the poor quality of education. One effect of low standard, poorly maintained facilities may be to discourage pupil attendance. For those who attend, little can be learned during unfavourable climatic conditions. The current fiscal crisis in Africa has aggravated the problems of inadequate plant maintenance and missing or broken furniture. The failure to maintain physical facilities, besides curtailing, learning, premature replacement of facilities can lead to overall cost .increase (World Bank, 1988:40-45).

2.2.5.6. Improving Children's Learning Capacity

School learning is a joint process involving the home and school. Family background affects the probability that children will enroll in, attend, and complete various levels of education. Prior to entering school, material conditions shape the child's health and nutritional status, which in turn shape cognitive capacities (Fuller 1986:12; Lockheed and Verspoor 1991:73-77). As reported by UNICEF (2000:2-3), evidences from Turkey, Sri Lanka and Philippines has shown that children who participate in early intervention programs perform better in primary school than those who do not benefit from formal early childhood programs, and studies from Latin America, India and Morocco demonstrate that disadvantaged children benefit the most from such programs. Family support for learning plays a great role and Parents level of education has a multifaceted impact on children's ability to learn in school.

Therefore, in developing countries, especially in Ethiopia where malnourishment prevails due to poverty and recurrent drought, children must be adequately nourished, stimulated physically and psychosocially and protected from preventable diseases and infections to improve cognitive performance. In-school nutrition, health and pre-school programs can compensate for academic deprivation in the home environment. This requires particular attention of the government, NGOs and the community and could be achieved by identifying approaches that are effective and feasible within particular local contexts. One approach is developing a stimulating and enabling home environment through the inclusion of parents in the educational process. The important strategy for cultivating a supportive family and community involvement for education is to garner parental participation in school management. This enables parents to learn or be aware, understand and contribute to both the content and process of education   School feeding programs that target those at greatest nutritional risk could be another approach to provide the most effective means for improving a child's ability to learn {UNICEF, 2000:2-5; World Bank, 1990:22-23, 1988:45).

2.2.5.7. Improving School Management

In developing countries, principals apparently function as the lower link in an organizational chain and are selected mainly for their seniority rather than for their personal traits or performance. They also operate under significant constraints, such as the chronic shortage of materials, operating funds, and staff development resources, that make instructional improvement extremely difficult. In addition, principals are overburdened with administrative tasks. Moreover, their management effectiveness is jeopardized by limitations on their authority to control the delivery of instruction in schools (Lockheed and Verspoor 1991:44; World Bank, 199o:28).

Yet, virtually every line of inquiry about school improvement identifies the principal as a crucial factor. The principal's responsibilities are multifaceted and complex which include: community and parent relations, supervision of teachers, maintenance of facilities and equipment, reporting and record keeping, and in small schools teaching. To do this an appropriately structured educational organization is required. One goal of decentralization is to give school managers the authority necessary to manage and improve instruction and to mobilize local resources. Therefore in order to adequate authority and mobilize resources effectively, encouraging local school improvement initiatives, stimulating community involvement, and delegating responsibility to instructional improvement is indispensable (World Bank, 1991:29).

2.3. Tradeoff Between School Expansion and School Quality

In order to achieve UPE, expanding access to education, especially at the lower levels, is a common objective of developing countries, and it has met with considerable success over the last two decades. But for any level of efficiency, increased enrollments require increased resources in order to maintain quality. These countries may not always take this into account in their educational plans. Thus, the increase in educational quantity may come at the expense of quality.

Education's contribution to economic development has usually been seen in terms of school quantity. But recent research has shown that school quality exerts at least a comparable influence. As explained by Fuller (1986:8), the potential benefit of continued school expansion may be seriously limited unless schools of low quality are upgraded. The study that examined the tradeoff between quantity and quality in Brazil found a higher social rate of return for marginal improvement in quality than for expanding enrollment. The individual length of schooling and the quality of school attended both brought about eventual personal income. But the findings suggested that the productivity of young workers would increase more from increasing quality than from expanding enrollment.

According to Duraisamy et al (2003:1-7) enrollment increases are accompanied by worsening conditions of schooling, and the consequences of this deterioration, as public spending on education, particularly on teaching resources and physical facilities, do not keep up with the growth in student enrollment As the number of students increase shortage of teachers may occur and the teacher pupil ratio rises which means that students attend classes in very large groups. The sparseness of teaching resources per student is compounded by other factors that reduce effective teaching time, such as 1) the slowness to fill teaching vacancies, when they occur due to retirement or transfer, 2) the lack of substitute teachers to cover for absent teachers due to sick leave or maternity leave, and 3) the participation of teachers in non-teaching activities which may cause teachers to arrive late or depart early. All these problems may lead to ineffective learning which affects the quality of education negatively, that results in poor student achievement.

As further explained by Duraisamy et al, government policies that make schools accessible can increase enrollment. However, if public resources do not increase with student numbers, school conditions and academic achievements will suffer. In the face of tight budget constraints, there is a quantity-quality trade-off. This trade-off can be minimized by giving more discretion over resource use to publicly managed schools, permitting privately managed schools to develop and increasing the private finance both in public and private schools.

2.4. The Role of Community Participation in Enhancing Equitable Access to and Quality of Primary Education

Education being a public enterprise, to achieve the goal of universal education beyond a wishful thought and to effect significant improvement in the delivery of education, the mobilization and integration of stakeholders of education, head teachers, teachers, students, parents, NGOs and the local community, is of paramount importance. This is because, as pointed out by Alemayehu (2000: 28), any success or failure in education has a direct bearing on the development of the community. Therefore, since schools in many countries which have relatively little contact with communities were unable to make remarkable advances, any endeavour made to improve the access and quality of education devoid of the contributions made by community participation will not be successful (Menge 1953, in Tesfay 1999:30).

It should be noted that when communities become involved to improve equitable access and quality of primary education, they are contributing time, money, material, labour, ideas, trust and good will which has got the advantage of (a) alleviating problems related to school management, like wastage, lack of resources, disciplinary problems, and planning of school activities, (b) enhancing education in increasing the likelihood of a child to come to school, increasing the probability of a child to retain in school, and promoting the achievement of a child in school, (c) assisting the fulfillment of objectives of the school to come in harmony with the values of people in the community, (d) helping the school to reinforce the broad cultural experiences and aspirations of the family and the society, (e) adopting education to the needs, problems, aspirations and interests of the population benefiting from it, (f) helping to make the education system efficient by increasing the mobilization of financial, human and material resources (Mary 1992:28-29 and Hallak and Poisson 1997, 2000:37-38; Marsh 1988, UNESCO, 1985:45-48, in Tesfay 1999: 30-32; Wolf, 1997).

The other advantages that schools can benefit from community participation include: the utilization of resources more effectively when the community is given greater social control over the planning and implementation of educational services; the provision of added resources through the system; the availability of voluntary services; the provision of services at lower cost through the use of more local expertise and resources; and the increase of impact and sustainability of development programs (Burkey 1993; UNICEF 1988, World Bank 1993 in Awash 2001:19-20) . In view of the above benefits, therefore, community participation could visibly be advantageous if members of the community participate in planning, financing, construction and maintenance, and monitoring and evaluation. In general, all these advantages contribute to the increment of access to schooling and reduction of educational wastages like dropout and repetition rates, as well as the promotion of facilities and other school inputs that enhance educational quality.

2.4.1. Approaches for Enhancing Community Participation

The prerequisite for community participation is strengthening community relations with the school. One alternative of doing this, according Cummings (in Amare et al 1998:472), is by expanding the role of parents through the formation of Parent Teacher

Associations, thus allowing parents to be informed witnesses of the educational process. A second possibility is to designate certain parents as trustees with some level of authority over school processes. A yet more radical approach is to designate the community as the central vehicle for local improvement, and to entrust all authority for education to the local level.

It seems with this intent that the management and administration of education in Ethiopia has recently been devolved to the woreda level. According to PHRD (1996:39-40), the educational institutions are these days becoming autonomous having full authority, responsibility and accountability with the mechanisms for the beneficiaries and society to participate in their overall activities. The proclamations so far issued affirm the involvement of communities in school affairs through the establishment of committees. Ensuring the observance of educational guidelines and directives issued by the region education bureaux, supervising the proper utilization of school resources including subsidy or budget, supervising the proper use of school properties, etc. are among the duties and responsibilities the proclamation vest on the school committees Thus, the decision making of the local community may enhance accountability and the shared responsibilities could promote efficiency and consistency (Florestal and Cooper, 1997:6).

The other approach of strengthening community relation is by enhancing parental attitude to involve in school affairs. This is done by alleviating the factors that hinder parents from involving in school affairs. Problems that contribute to limited parental involvement, according to Alemayehu (2000), are: a) psychological matters as back memories of schools of parents' own failure, uncomfortable feelings, embarrassment, guilty, inadequacy, shyness or resentment, etc., b) not knowing how to be involved, c) inability of schools how to approach parents and increase their involvement. These problems could, however, be alleviated by considering the five winning guide points explained by Guttmann (1993:105-118) for facilitating the building, rebuilding and maintenance of community relations that include: 1) climate building, 2) confidence building, 3) team building, 4) image building, and 5) commitment building.

1) *Climate building:* Since the prerequisite to climate building is strong attention to staff relations and developing positive attitudes and actions of board members and the administration, all staff members should be encouraged to participate in strengthening community relations. Then the climate building needs to focus on a) becoming open and inclusive of all so as to promote a more democratic climate as well as a greater willingness for people to make a commitment of involvement; b) encouraging communication with and inputs from stakeholders. That is drive for a two-way communication through active participation of all stakeholders leads to an excellent school climate; c) becoming an integral part of the community to foster positive thinking. That is, the staffs needs to reach out into the community so as to be involved directly in community and professional organizations such as urban/farmer dwellers' associations, youth or teachers' associations, etc.
2) *Confidence building:* This is an important guide point in strengthening community relations. The focus of confidence building need to be on: a) Providing the staff and students opportunities for academic and personal growth and development so as to believe on themselves and in what they are doing in order for the community members to believe in them and in the program of the school;. b) Promoting positive high participation and friendships within the community so as to bring about donations to student and partnership projects. c) Recognizing achievements and contributions which involve presenting certificates or awards to students and staff members who have achieved success or who have made contributions at various levels. In general, in confidence building it has to be recognized that once people believe in themselves, they want the best for others as well.
3) *Team building:* The assistance of all people in school is required for the shared visions and values of education to be effective. Ownership is a vital ingredient in any endeavour and the good relationships of team members are the keys that unlock support. Thus, joint ventures help in developing and promoting educational excellence.
4) *Image building:* Since image building is looking for a vote of confidence, some of the techniques of educational vitality used to help the school and its programs become better known are advertisements in local magazines, display boards, video presentations, participation in local parade, etc.

5) *Commitment building:* This includes: a) getting people to act because to act is commitment. Once people put time and effort into a project or program, they will want to sustain it; b) publicizing people's contribution and successes because success is a magnet that pulls people together and increases their attachment to a program. Bonding strong relationships of individuals on a regular basis is vital to commitment building, but those who have demonstrated continued support should be given special attention. This is because these individuals will come up with ways that they can and will assist schools in climate building, confidence building, team building, image building and commitment building.

Once the school maintains ideal relationship with the community, the way to community participation is paved. Community participation, according to Tigabu, (1997, in Awash 2001:14), is a social process in which specific groups with shared needs, living in a defined area actively pursue identification of their needs and takes decision and establish mechanisms to meet them. Several different levels of participation in development efforts can be described, which include involvement: through the mere use of service (e.g. enrolling children);through the contribution or extraction of money material or labour; through attendance implying passive acceptance of decisions made by others in meetings; through consultation on a particular issue; delivery of service, often as partner with other actors; through delegation of power as implementer; and decision making at every stage of a project, from problem identification to evaluation (UNESCO, 1986 in Awash, 2001:14-15).

Effective community participation is, generally, characterized by four underlined features that include: 1) giving credit and support for community interests which involves designing to expand educational opportunities in a way that addresses community interest by incorporating considerable input from the community; 2) soliciting support of community leaders, influential community members, and religious leaders who can mobilize people and encourage parents to take part in school affairs; 3) involving the community in the management of school that includes planning, decision making, and measurement and evaluation: and 4) recruiting teachers from the community so as to be a good model for the society and to alleviate teachers' housing problems and to reduce the reluctance of teachers to work in remote areas (UNICEF, 1992:45-46 in Alemayehu, 2000:38-39).

The main problems facing Ethiopia these days are, as stipulated in the ESDP, pertaining to access to and quality of primary education. In an attempt to address these problems, as various research findings indicate, the out-of–school effects (family and community) are far more powerful than in-school effects. The research findings underline the strategic good sense in basing the strategy for effective education on the values and needs of the community. This involves good school management that builds a strong relationship with the community which need to be dynamic and reciprocal. Schools can mobilize children to help communities with services such as canal repair, cleaning public and religious buildings, and labour during community festivities, etc. Schools can also reach out to communities to discus with parents regarding student absenteeism, dropping out, academic difficulties and female participation (Cummings in Amare et al 1998:473).

To the extent that schools help communities, the communities could contribute to the improvement of the learning environment. The contributions to be made could be supplied in monetary form or in kind, i.e. in the form of donation of land, staff housing, equipment for school supplies, etc. and contributions in the form of free or low-cost labour in constructing or maintaining school facilities. Contributions to teachers' livelihood and welfare could also be made for motivating or retaining them. They can also respond to the issues of access by sending their children to school. Although community contributions may represent only a small part of the total cost of education, such participation helps to ensure that the type of education and training offered is relevant to local needs, in addition to easing the financial strain on the central budget (UNESCO, 1985:29 and Tatto, 1997, 1999:32; Hallak and Poisson, 1997, 2000:37-38; Baum and Tolbert, 1985:128).

2.5. The Role of Donors in Alleviating Problems of Equitable Access to and Quality of Primary Education

The problem of access and quality of education are serious impediments to UPE particularly in low-income countries. Diverse, complex and demanding nature of educational needs is also found to be the other side of the problem of universalization. To solve this problem, donors are likely to be committed in creating equitable access and improving the quality of education to the desperately poorest segments of societies who are highly marginalized in terms of provision of social services such as education. The efforts made to narrow the big gender gap in Bangladesh, to combat the problem of shortage of teachers in Philippines, to reach the widely dispersed population of rural areas of Indonesia, to lessen the problem of isolated schools of Sri Lanka and to help use the multi-grade classrooms and self-instructional modules of Escuela Nueva of Colombia are some of the successful designed projects made by donors (UNICEF, 1990:29 in Alemayehu, 2000:40).

Since donors are not part of the government structure, they are independent in setting their goals and priorities as well as managing their operation. They assist government plans and operate on no consultative activities (Ballar, 1991:20, Moster, 1993: 191). They also put greater emphasis on organizing people for the purpose of building the capacity of that society to make better use of its own local resource and create new ones, alleviate poverty and influence government plans and actions to that same direction. Their far reaching goal is to insure self-reliance and self-development through mobilizing people into organized expressions of voluntarism (Cernea, 1988:7-8).

The other strong side of donors include: their capacity to promote local participation, cost-effectiveness, and ability to innovate and adapt; their greater conducive environment for innovation to respond more creatively to local needs; their more access to transfer technologies developed elsewhere and adapt them to local conditions; their strong grass-root link that contributes to incorporate local inputs into their effort; and their local self-help initiatives, employing participatory approach and local control of programs. But this does not mean that projects sponsored by donor organizations do not have certain weaknesses. The major weak points of their activities include: 1) Limited replicablity: localized projects that have been started on small scale may become unable to have regional impact. Moreover, when project activities lack the highly motivated and culturally sensitive staff, the risk of non-replicabilty is higher; 2) Low-level of self-sustainability: after the project is phased out, the continuity of activities as they were with little or no donor's support to the beneficiaries is questionable, 3)

Limited technical and financial capacity,:insufficient technical feasibility analysis and weak data basis may lead them to a critical difficulty of achieving their purpose; 4) Narrower programming context: Since plans of most donors are prepared in the light of their interest, it may result in lack of coordination of efforts within a sector and among sectors. It does not allow for exchange of information among donors (Cernea, 1988:17-19; Clark in Malena, 1995:15, Cummings, 1998:2 in Alemayehu, 2000:46-48).

2.6. The Status of Primary Education in Tigray: Past and Present

2.7.1. Status of Primary Education Before the Intervention of TDA/BESO in 1996

Tigray Regional State is located in the northern part of Ethiopia. It has an area of 80,000 square Kilometers with a population of 3.7 million. Much of Tigray is highland and depending on the elevation, the climate varies from hot to cold weather. The rural population constitutes at least 85 percent of the total. The region is divided into six zones and 44 woredas. Except Mekelle Zone, all are known by their geographic names, Viz. Southern Eastern, Central, Nnorth-Western and Western Zones. Virtually all woredas capitals are accessible. Tigrigna Language serves both as an official language of the region and as a language of instruction in primary schools. In 2002/4, there were 967 primary schools with a total enrollment of 574,408

While clerical education has had a long history in Tigray, formal secular education, as in much of the rest of Ethiopia, is a post 1940s phenomenon. The number of schools ranged from 20 in the 1940s through 52 in the 1950s to 48 schools in the 1960s out of which 65 percent of the schools in the 1940s, 50 percent in 1950s, and 35 percent in 1960s were supposedly government schools managed by the Ethiopian Orthodox Church. The highest ever number of schools during the periods of the Imperial and the "Derg" regimes was 423 in 1977/78 with a total pupil enrolment of 75,958. Then after, the number of schools gradually declined to 83 in 1987/88 due to the protracted armed struggle in the region. This shows how primary education was highly circumscribed in Tigray during the Imperial and "Derg" regimes (TREB, 1997:7-8).

After the armed struggle was over, many of the former schools were in a bad state of affairs requiring major rehabilitation and furnishing endeavors. Scarcity of school facilities and severe shortage of teachers presented themselves as formidable barriers.

However, in the concerted efforts made to either rehabilitate or construct 624 primary schools from 1991/92 to 1995/96, the number of public schools grew from 497 to 696 out of which 159 were open-air or "das" schools. This had enabled the primary school student population to reach a new peak of 318,380 in 1995/96. Accordingly, the PGER reached as high as 43.2 percent in that same year. Therefore, the society, the governments and the international donor community together succeeded to improve the expansion of access to education in the region

This rapid expansion of primary schools had, however, resulted in the parallel existence of two sets of schools, i.e. schools proper which had little or no furniture with no facilities such as latrine, potable water, etc. and the so-called "das" (open air) schools which provided no basic shelter and furniture, and were exposed to the elemental phenomena that interrupt the instructional process. Moreover, construction work of many of the lower primary schools in the rural areas had not been fully completed. 65 percent of the lower primary schools had also been vertically expanding spontaneously without provision for the requisite facilities. Thus, as the student population increased rapidly, supply rather than demand had emerged as the most significant constraining factor. In general, while access to primary education had expanded fast, the quality of the facilities in the rural schools were so poor that the expansion had been achieved at the expense of quality (TREB, 1997; 12-15).

With this background then, the access, efficiency and quality of primary education before the intervention (19996/97) of TDA?BESO Project was as follows.
i) Access: The number of schools grew from 497 in 1991/92 to 696 in 1995/96 and the enrolment rose from 191,411 to 310,207 (43.2%) in the same period. Consequently, the primary school student population in Tigray was remarkably higher than the MOE standard capacity. However, supply of schooling facilities was lagging behind demand for schooling both in the relatively urban and rural towns of the region which was a challenge for the region to meet a high demand for schooling in its towns and rural areas. The ratio of girls to boys, compared with the preceding years, also increased modestly at the primary level in 1995/96 which was 57% for boys and 43% for girls. When zonal variations are considered, it was the Eastern Zone (39 percent) that had

the lowest female participation rate while Mekelle Zone (51 percent) had achieved parity of both sexes.

ii) Efficiency: The pupil-teacher ratio being efficient (1:46) and the class-size optimal (1:56) in 1995/96, this was generally higher than MoE standard for a lower primary school. In the same year, average repetition rate of up to 20% was registered and more girls than boys were repeating. The dropout rate was also found to be 16.2% and more boys than girls were dropping out. Thus the school system could not be expected to make a noticeable social impact with so massive dropouts and repetition rates. The initial intake was relatively high but repetition and dropout through the primary cycle reduced the effective number of primary transition rate to a mere fraction of that intake. The main reason for the drop out was that parents did not believe that they or their children would benefit from a complete primary education in a manner proportionate to its opportunity cost. Schooling was also viewed as consumption rather than an investment (TREB 1997:23-28; BESO 1997:32 in TREB 1997:28).

iii) Quality of education: When the primary education of Tigray is viewed in terms of quality inputs, there was major discrepancy between the required and the actual circumstances training of the teachers at work. Teachers' motivation in terms of remuneration was not in place and social motivation was not still pervasive among the teachers. The curriculum was in its formative stage (and it had to fully phase in) and the instructional books were inadequately prepared as well as the pupil-textbook ratio was not 1:1. The Tigrigna literature had yet to develop; both teachers and pupils had virtually no access to supplementary readings in the vernacular. The duration of the school calendar had not been firmly established and it was shorter than it ought to be for various reasons. The school level administration was unsatisfactory. The schooling environment in terms of facilities was extremely poor. Generally, the input side in the school system was such that one should query whether some societal-scale meaningful learning takes place at all rather than dwell on issues of quality (TREB 1997:30-31).

2.6.2. The Current State of Primary Education

Following the formulation of the New Education and Training Policy in 1994, the Education Sector Development Program (ESDP), whose main thrust is to improve educational quality and expand access to education with special emphasis on primary education in rural and under served areas as well as promotion of education for girls, was designed and began to be implemented in 1997/98. Although more children were enrolled, new schools built and new teachers hired since 1991/92, the enrolment ratio and the quality of primary education was low, the system inefficient, the funding inadequate and the capacity for planning and management weak (MOE 199:1-4).

To overcome the educational problem prevailing in the country, each region had to expend unreserved effort. Accordingly, the Tigray Regional state developed its own five year (1997/98- 2001/02) strategic plan based on the new education and training policy as well as the ESDP and different targets related to access, equity and quality were set and implemented. .Consequently, the major achievements of the primary education sub-sector with regard to access, equity and quality in the aforesaid period were found to be as follows (TREB, 2002:1-6; TREB 2003:1-9).

i) Access: The number of primary schools increased from 611 to 852, which was an increase of 39.44 percent. The PGER grew from 43.71 to 63.5 percent. Similar to PGER, PNER increased from 19.41 to 46.9 percent with an annual growth rate of 5.3 percent. When viewed in relation to urban and rural areas, while the increase of urban PGER and PNER was from 116.94 and 60.44 percent to 140.06 and 101.91 percent respectively, the rural PGER and PNER were found to rise from 29.94 and 11.69 to 48.4 and 36.09 percent respectively. This indicates the existence of great variation among rural and urban areas. The current (2002/03) PGER and PNER are, however, 71.39 and 59 percent respectively which is above the national enrolment rate (PGER 64.1 and NER 54 percent) (TREB, 2002/3; MoE, 2003).

The PGER and PNER for girls alone which were 38.21 and 20.12 percent grew to 61.17 and 37.72 percent respectively. The proportion of female students from total enrolment grew from 41.9 to 47.5 percent. As a result, while the gender gap in PGER was narrowed down from 12.09 to 4.59 percent, the gender gap in PNER was in favor of girls, which was a great achievement in both cases. Surprisingly, the 2002/03 PGER and PNER of boys and girls being 73.7 and 74.2 percent and 57.1 and 61.2 percent respectively, the gender gap in both cases has dropped to 0.5 and 4.1 percent in favor of girls. The major reasons for such improvements in the expansion of equitable access were: attention given by the regional government and TREB, expansion of schools to rural areas, collaborative effort of stakeholders in awareness creation and mass mobilization, introduction of double shift system, and increased demand for education (Tadele, 2001:10-13; TREB, 2002:3,2003; MoE, 2003),.

ii) Efficiency: Although the tremendous increase in access did make it a difficult task in minimizing educational wastage, it was managed to decrease the repetition rate from 10 to 6.3 percent and dropout rate from 30 to 15.3 percent. However, in 2002/03 the educational wastage has increased considerably. The regional repetition rate of grade one being 8.04, seven woredas have been reported to have repetition rates that range from 11.62 to 20.67 percent for girls and from 9.59 to 15.47 percent for boys. In general, the repetition rate for girls remained higher for all grade levels. Moreover, the dropout rate for grade one has been the highest (24.75%). Southern Zone (34.75 percent) and Western Zone (33.24 percent) have been reported to have the highest dropout rate. From among the woredas, Seharti Samre (42.63 percent) of the Southern zone has the highest dropout rate. (TREB, 2003,7-8; MoE, 2003). This indicates that the internal efficiency is deteriorating signaling to the quality.

iii) Quality: As viewed from the input side, there is a shortage of teachers, particularly for the second cycle of primary education. Moreover, in spite of a series of in-service trainings given, large class size as well as the training background of most teachers militated against using the student-centered instructional approach. Owing to the inexperience and shortage of time for preparation, the quality of textbooks at the primary level is still inadequate. Large class size has become to be a common phenomena resulting from the expanded access. These days, it has become a common practice to find more than 100 students in a classroom which has heavy impact on the quality of education. In 2002/03, however, the student-section and student-teacher ratio have dropped to 62 and 59 respectively which indicates a decreasing tendency. Managerial inefficiency has also resulted due to shortage of manpower at all levels. As compared to the growing demand for education, shortage of budget has also been found another constraint to improve the quality of education (ibid).

2.7. Successes and Problems During Project Implementation

Most of the work done in identification, preparation and appraisal of a project is directed towards ensuring successful implementation. Thus, implementation is the stage of project where the earlier preparations and designs, plans and analysis are tested in the in the harsh light of reality. The projects' development objectives are realized only when it is successfully implemented. Although all what are planned may not be realized in the real world due to both external circumstances and a change of the principal actors, it would be worthwhile to look into some of the factors that lead to successful implementation and the main problems likely to be encountered during project implementation (Baum and Tolbert, 1985:357).

2.7.1. Success in Project Implementation

Some projects are highly successful while others experience shortcomings. The principal factors that account for successful implementation are: i) political commitment, ii) simplicity of design, iii) careful preparation, and iv) good management.

i) Political Commitment: This is the continuing interest and active support of those agencies and individuals who are in position to influence attainment of the project's objectives, whether through the allocation of human and financial resources or through the working of the administrative and political apparatus. One way of ensuring commitment is to make sure that sufficient attention is given to the project objectives and the other way is to incorporate the main agencies and actors in the preparation and appraisal process and thereby to engage their interest and anticipate the deal with their objectives.

ii) Simplicity of Design: Projects with relatively simple and well defined objectives and based on proven and appropriate technologies or approaches to a better chance of being implemented successfully.

iii) Careful Preparation: This includes adaptation of project objectives to local conditions. A clear and well defined institutional setup and with the right managerial arrangement have greatly enhanced prospects for success.

iv) Good Management: Managers are major determinants of project success. The influence of the quality of management on project performance is usually very visible. Good managers are attracted with good remuneration and incentives. Strong political commitment also attracts good managers (ibid: 365-370).

The technical design of a project has implications for how it is to be implemented. In developing countries, where the implementation of a project relies on a large number of workers performing several different tasks over a wide geographical area, project implementation requires a more elaborate organization and management. Moreover, careful preparation and putting mechanisms in place is required for regular review during implementation and to incorporate the experience that is being acquired and to change or redesign the project as necessary. The systematic approach to improving the effectiveness of this process is to promote the use of monitoring and evaluation techniques.

Monitoring can be a relatively straight forward and inexpensive system that provides an early warning to project management about potential and actual problems. It should be based on a set of simple indicators that can be collected and processed in time for management to take necessary action. It can be used to inform higher officials about implementation progress and problems. But evaluation is an ongoing activity whose purpose is to assess project objectives and the means of achieving them in the light of experience and of new developments as implementation proceeds. It goes hand in hand with project monitoring to consider project objectives and modify them accordingly. Evaluation must be done on timely basis. The decisions on the data to be collected during monitoring and evaluation should be based on the problems that will need to be solved during implementation (ibid 359-363).

2.7.2. Problems in Project Implementation

The start up period is probably the most and troublesome phase. The developing world is particularly replete with examples of projects that suffered long delays at the outset. The variety problems which arise during the start up period include: 1) Delay in selecting and appointing staff, especially the project manager and other senior staff which should have been done prior to the start up implementation period; 2) Delay in budgetary allocation and in establishing the legislative or administrative channel for the flow of funds have often left the implementing agency without adequate resources to begin project implementation. This is particularly troublesome if funds have to be allocated from a central source to local districts or regions; 3) Delays are common in completing legal or administrative arrangements, especially in projects in which more than one implementing agency is involved. This interagency coordination has proved to be one of the most difficult and time consuming steps in many projects; 4) Arranging for the initial procurement of goods and services often takes much longer than anticipated. This is especially true when procedures must comply with the procurement requirements of aid agencies (ibid: 364-365).

Project implementation problems, from the World Bank point of view, are categorized are seen in four categories (Baum and Tolbert, 1985: 371-375):

1) Financial Problems: The most common financial problems are pressures that arise as a result of general salary and price increases, difficulties in raising prices, tariffs and interests or worldwide inflation. Cost overruns are both a cause and an effect of financial difficulties. Implementation problems such as inadequate management, insufficient project preparation, deficient technical design, political interference and procurement problems could cause cost overruns.
2) Management Problems: This includes: Lack of management talent; a dearth of people with specific skills and with general administrative capabilities; inadequate management accounting and reporting systems and procedures; an ill-defined organizational setup; low salaries and poor staffing policies and lack of coordination among agencies; frequent change of managers. These managerial problems are root causes of implementation delays and overruns. They result in, among others, inadequate planning, protracting bidding and contracting procedures, insufficient project supervision, slow response to changes in the policy environment and low staff moral and productivity which may reduce the effectiveness of project operation.
3) Technical Problem: These are problems that arise in constructing civil works and in procuring or operating equipment as well as lack of approaches fully tested for the particular circumstances of a country or region. Here, better preparation standards result in better implementation.
4) Political Problems: When government commitment is absent, weak or variable, project implementation suffers. However, project managers must adapt to the level of efficiency of the public administration with which they are linked both directly and indirectly.

2.8. The Project Activities of TDA/BESO for Improving Equitable Access to and Quality of Primary Education

In the period that immediately preceded and followed the violent transfer of power of Ethiopia from the military regime to the Transitional Government of Ethiopia (TGE), the total size of the enrolment rate of pupils was reducing steadily from 35 percent in 1987/88 to 22 percent in 1991/92, with even lower rates for girls and rural children. Enrolment ratios vary by region from 83 percent in urban Addis Ababa to only 8 percent in Afar Region in 1995/96. The quality of education was also deteriorating. The few schools that were functioning during this period were poorly equipped, overcrowded and badly managed. Irrelevant curriculum, inadequate supply of educational inputs and teacher training as well as a very bad state of working conditions of teachers were also the other characteristics of the poor quality. Since the organization and management of the educational system was highly centralized and undemocratic, community involvement in educational affairs was limited. Thus, the education system was not found to serve the country's future generation in terms of access to schools and quality of education received (Nuri et al, 2003: 7; TGE, 1994:1-2; USAID, 1995:10, 1994:2:; MoE,1999:2-3).

To address these problems, the then TGE issued its policy pronouncements outlining the reform program intended for the educational sector. A prominent derivative of the reform program had been the enactment of the New Education and Training Policy which culminated in the formulation of a twenty year sector plan known as the Education Sector Development Program (ESDP) which comprises of a four five-year Program Action Plan (PAP). The four core objectives of the reform program include: the improvement in the quality of education by assuring the availability of key (non-salary) inputs, expanding equitable educational access to the marginalized populations, the restructuring of the educational system to raise efficiency, and the enhancement of the capacity of local communities to get involved in the governance of schools (Nuri et al, 20003:1; MoE, 1999:4-5).

The fulfillment of these objectives called for the assistance of the major donor and development partners. In support of the government's efforts to overcome the challenges facing the education system, the BESO program, that combines non-project resources and project resources in a coordinated approach, was instituted by USAID-Ethiopia which was approved in 1994 and authorized through 2001. It is designed to promote and support the improvement of Ethiopia's formal primary education system with an overall goal of improving the quality of the human resource base in Ethiopia in general and in Tigray and SNNPR in particular. BESO assists the federal MoE in policy planning and research and the two region education bureaus in policy planning and data analysis, curriculum development, sectoral financing, pre-service training and school management systems. BESO being characterized by a top-down approach, it needed to be complemented by a tradition that employs a bottom-up approach to development called CSGP, as a component of BESO !, that caused the inclusion of TDA in Tigray (USAID,1995:9; Nuri et al, 2003:8-9; TDA, 2002:8-9).

CSGP's contribution towards the overall goal of BESO is to stimulate an increase in the number of boys and girls attending and completing primary school by building a more mutually supportive and engaging relationship between school and community. In the light of the purpose of BESO program, therefore, the objective of the CSGP is to encourage parental and community involvement in the improvement of primary schools and provide resources directly to schools and communities to develop and implement strategies to improve the quality and equitable access to primary education (USAID, 1995:11; TDA, 2002:9).

The BESO approach to supporting school-based initiatives to improve the quality of primary education requires TDA's contribution in three areas of activities: 1) incentive programs to stimulate parental and community involvement in qualitative improvement of schools, 2) school leadership development to enable and sustain positive changes, and 3) teacher motivation to remove a key constraint to classroom level improvements. This is to be realized at the school level by changing the quality of the environment for delivering education. To bringing about positive changes on the quality of education, the important indicators, although may vary from school to school, are: a) more and better facilities, b) increasing access to water, electricity and other services, c) supply of quality related instructional materials, d) more and better furniture and working equipment, and e) teacher housing (USAID, 1995:13-14; TDA 2002:10).

TDA will also address the issue of equitable access through; 1) sensitization to raise awareness of the importance of including girls as beneficiaries, providers, and leaders in education; 2) policy and practice analysis to identify equity barriers, 3) action planning to operationalize strategies aimed at increasing access and sustaining success of girls; and supporting school level interventions through the community school incentive program activities. In the communities students are expected to equitably: attend school in increasing numbers, successfully complete programs of study, and demonstrate that they have acquired the skills and knowledge that are fundamental to primary schooling. Accordingly, the important indicators of equitable access are: a) increased rate of student enrolment, b) increased rate of female enrolment, c) improved assessment of students' basic skills, and d) increased flow and persistence rates (USAID, 1994:9, 1995:12; TDA, 2002:10)

To achieve this, the participation of communities and parents in school management and in raising and investing resources wisely is of paramount importance. Parents need to: attach more value to schooling so as to send their children, provide time to their children for study, and increase their participation in school affairs. Therefore, the important indicators of impact on communities and parents include: a) increased prevalence of operating and effective school governance structure, b) increased contribution to schools by communities and parents, c) greater frequency of community school events, and d) greater involvement of non-governmental organizations in efforts to improve primary schools and solve problems related to barriers to education (TDA, 2002:10).

2.8.1. Project Planning and Design

The CSGP has been fit into the already existing institutional setup of TDA which devised five level incumbencies tailor-made for the implementation of the program. Thus, the structure of the TDA/BESO Project was subjected to all financial and administration rules and regulations of TDA. The overall implementation of the CSGP has been entrusted to a director of the project, who is accountable to the chairperson of TDA, who coordinates the activities of five units (public relation, monitoring and evaluation, field coordinator, program coordinator and administrator) answerable to him. In addition, he makes links with several stakeholders such as USAID-Ethiopia, regional and zonal steering committees, the regional government and education bureau, women's association, the school board and communities. (TDA, 2002:11-16; Nuri et al, 2003:16-17)

To help implement the project activities, regional and zonal steering committees were established and the region education bureau, the Women's Association of Tigray, the woreda administration and school boards had certain responsibilities in helping achieve the purpose of the project. .Moreover, a total of 55 personnel, which include 40 school development agents, 4 zonal supervisors, 5 technical staff and 6 supporting staff, have been employed out of the planned 58 personnel (TDA, 2002:13-15). Prior to the implementation of the program, a series of training programs were organized on the objectives of and programs of TDA and BESO, the status of primary education and girls' education in the region, basics of strategic plans and the technique of working with rural communities, and the basic elements of the new education policy, CSGP and other relevant themes to SDAs and zonal supervisors who triggered the process of CSGP (Nuri et al, 2003:17).

The CSGP was designed to be implemented in three phases in the duration of 5 years time (from the 3rd quarter of 1996 to the end of 2000. The period each phase spans was as follows: Phased I- from the 2nd quarter of 1996 to the end of 1998, Phase II- from the 1st quarter of1997 to the end of 1999, and Phase III- from the 1st quarter of 1998 to the end of 2000. The initial plan was intended to embrace 600 schools in the 1st phase, 400 schools in the 2nd phase out of the 600 schools selected for the 1st phase, and 200 schools in the 3rd phase out of the 400 schools selected in the 2nd phase. But in actual practice, it turned out to be 585 schools in the 1st phase, 395 schools in the 2nd phase and 195 schools in the 3rd phase. For selecting schools to be embraced in the 1st phase priority was given to schools with high dropout rate, rural schools, schools with many problems and schools not assisted by some other NGOs. The selection criteria for the 2nd phase comprised of three sets of parameters that relate to i) past implementation record, ii) content and feasibility of the proposed plan of the school for the next phase, and iii) conditions of school environment. And for the 3rd phase, one set of criteria under the name of "conspicuous change" was included in addition to the above three (TDA, 2003:17-19; Nuri et al, 2003:18).

Each of the 585 schools of the 1st phase that had been selected based on the above criteria were given only three months for preparing plan and implementing their project activities and the whole activities of the phase was planned to be finished in a three years time. For the 2nd and 3rd phases, 3 months were needed for selecting schools, 3 months for plan preparation. But for implementing the plan, 3 months was required for schools of the 2nd phase and 6 months for schools of the 3rd phase. In the entire process of the three phases, the school board members were made to be assisted by the SDAs for preparing and implementing the action plans of the embraced schools (TDA, 2002:17-18).

All in all, the total sum granted to all schools embraced by the CSGP amounted to Birr 10.2 million. The award was planned to be provided to each of the 585 schools of the 1st phase, 390 schools of the 2nd phase and 195 schools of the 3rd phase was Br. 2,750.00, Br. 8,250.00 and Birr 27,500.00 respectively. This implies that the total amount of money earmarked for those schools that passed through three of the phases amounted to Birr 38, 250.00. This was supplemented by the contributions of the community, the school and other partners (Nuri et al 20003:15; TDA, 2002:35). It was after all these planning and preparatory activities that the SDAs and zonal supervisors were deployed for assisting to implement the project activities.

2.8.2. Project Implementation and Major Contributions

The main actors on the side of the project at the grass root level were the SDAs who were assigned to provide technical assistance for the school management committees in developing school improvement plans and for following up if the activities being carried out were implemented in accordance with the objectives and expected results of the program. With the assistance of the SDAs, the school management committees were responsible for developing and submitting the school development plans, creating community awareness, stimulating community participation to alleviate prioritized problems pertaining to equitable access and school quality, following up project implementation and laying ground for the sustainability of community participation in school affairs (TDA, 2003:26).

The Woreda administrative Council which is the decisive administrative body nearby the school, was also responsible for mobilizing the local community and parents, for creating awareness and contributions, developing and implementing community plans, and evaluating school level project accomplishments. The women's association on its part was also required to raise women's awareness and mobilize them to send their daughters to school, to identify obstacles of female participation in schools and provide the necessary assistance to alleviate their problems, and to share its experiences on adult female educational participation to project partners. The Region Bureau of Education was also made responsible through its sub-units to: follow up the proper implementation of government policies and programs related to education, to play great role in identifying problems that require prior attention, to monitor and evaluate project activities and to disseminate experiences of exemplary local communities, and to give technical assistance in designing strategic and action plans of project schools (ibid: 14-15).

The main activities carried out by the project could broadly be divided into two: one, activities related to capacity building conducted at selected training centers, and two, activities performed at school level, the details of which are explained below.

Capacity Building: To capacitate and enable the project staff members implement the BESO-CSGP activities that are related to equitable access and quality of primary education in Tigray, four rounds of workshops were conducted. Out of the four round workshops, three of them were organized for zonal supervisors and SDAs for 2 days each and the 4^{th} round workshop was conducted for 2 weeks. The 32 themes of these workshops ranged from sensitization of CSGP through the internalization of the New Education and Training Policy of Ethiopia to basic techniques of project planning in a school context (TDA, 2002:28-31; Nuri et al, 2003:16).

Spanning the life time of the 1^{st} phase of CSGP a total of 13 workshops had been convoked in which 2107 members representing: 585 project schools; 33 woredas, four zones and the region took part. The attendants were represented from school board members, women's association, education personnel, and administration at woreda, zone and region levels as well as members of the project staff at all levels. With the ultimate objective of stimulating the active participation of parents and the community, the workshops conveyed the objectives of CSGP, the status of primary education in terms of equitable access and school quality, and the role of local community in education. A special local community orientation program was also conducted for representatives of 195 schools, 33 woredas, 4 zones at the beginning of the 3rd phase with the objective of: strengthening management capacity of school committee members, undertaking enhancing measures of gender equity and school quality, and promoting sustainability and program continuity (TDA, 2002:32-34).

As an input to the achievement of quality and equity in universal primary education, TDA/BESO held one educational forum involving 42 participants drawn from governmental, private and NGO sectors. The theme of the forum included, among others, the past and present practices of quality of, equity in and access to primary education as well as the role of different actors in its improvement. Another educational symposium where 250 participants attended was also prepared for two days by TDA/BESO and dwelt on such issues that pertain to the major constraints and challenges of expanding access to primary education with improved quality and gender equity (Nuri et al, 2003:16). Thus, when considering these activities, the endeavors made to raise the awareness and capacity of various stakeholders seems to have laid foundation for the subsequent activities to be made at school level.

Accomplishments at School Level: By mobilizing huge amount of resources contributed from the local community, the schools, the CSGP and other stakeholders, the project had accomplished a lot of community school activities during its entire life time. The major activities actually implemented include: a) Improvement of school resources such as equipping classrooms, libraries, staffrooms and school administrative offices with various furniture, b) Maintenance broken furniture; c) Provision of incentives such as, uniform, learning materials for poor students, prize award for the clever students, d) arrangement of tutorial classes to support the weak students and g) arranging community events to motivate the school community; e) purchase of instructional materials like agricultural tools, sport materials, laboratory equipment and chemicals, type writers and duplicating machines, sewing machines and materials for educational mini media; and f) construction and maintenance of fences, libraries, pedagogical centres, latrines, offices and additional classrooms, teachers' residence, potable water supply, etc.

Generally, the performance of 2002 project had been underscored at school level and the summary of the major activities is shown below.

TABLE II

Main Activities Accomplished in 585 project schools by TDA/BESO I during Its Life Time

No	Main Activities Accomplished	Phases			Total	
		One	Two	Three	No	%
1	Classroom resources	20	50	36	106	5.4
2	Incentives	48	79	46	173	8.6
3	Materials and equipment	43	80	54	177	8.8
4	School facilities	299	415	191	905	45.2
5	School infrastructure	387	150	104	641	32.0
Total		**797**	**774**	**431**	**2002**	**100**

Source: Summary and accomplishment report of CSGP/BESO I, 2002:43

As presented by the summary and accomplishment report of TDA/BESO I (2002:44), the above activities had been carried out with the contributions of the local community (46.5 percent), the schools (11 percent), the BESO-CSGP (41.3 percent) and others like the woreda administration and woreda education office (1.2 percent) that were presented in terms of labor, material or cash.

2.8.3. Major Problems Encountered

The major problems encountered by CSGP during the project implementation period were reported by TDA (2002:67-68), as follows.

1. Delay in implementing school improvement plans according to the set schedule due to: i) interruption of project activity for a year's time because of the disagreement on grant allotment between the Region education Bureau and TDA., ii) late remittance of grants from USAID especially during the months of June and July when schools are closed for vacation. This prevents schools from receiving their grant on time, iii) the Ethio-Eritrea boarder conflict has delayed the implementation of plans of some schools.

2. Drought and limited financial capacity has prevented local communities from contributing in cash what was promised to provide during the school plan development that resulted in change of plan and delay of implementation schedule.
3. Involvement of local communities in many development areas of some other sectors prevented the project from fully mobilizing resources and implementing activities according to the plan of action and hence delayed the grant disbursement
4. Low capacity of utilizing financial resource at different levels of program implementation has resulted in late remittance of grants from USAID and low flow of financial resources.
5. The insufficiency of the grant allocated for phases one and two, limited technical capacity of senior staff, SDAs, and school board and inadequate transportation facilities as well as low level of coordination of project activities could be some of the constraints and challenges faced in implementing the program.

CHAPTER THREE

ANALYSIS AND INTERPRETATION

3.1. Description of Respondents

This chapter deals with the analysis and interpretation of the data gathered from documents and from the sample teachers and head teachers of the 25 sample project schools and from 8 SDAs of the sample project woredas. Data collected by field observation checklist and from members of the local community of the sample schools; the director, field officer and monitoring and evaluation officer of TDA/BESO; heads of the 8 woreda education office of the project woredas; heads of the four zone education departments; and deputy head of the Region Education Bureau through interview were used to substantiate the data obtained by consulting various documents and through the questionnaire. The data obtained through questionnaire, interview, observation checklist were, therefore, analyzed and interpreted in line with the basic questions raised in chapter one.

Out of a total of 108 questionnaires dispatched to 75 teachers and 25 head teachers of the 25 sample schools and 8 SDAs of the 8 sample project woredas, the results of the study were analyzed and interpreted in this chapter based on the responses returned from 72 (96%) teachers, 25 (100%) head teachers and 8 (100%) SDAs.

TABLE III

Characteristics of the Respondents (Sex, Service and Qualification)

No	Item	Respendents					
		Teachers		Head teachers		SDAs	
1	**Sex**	***No***	***%***	***No***	***%***	***No***	***%***
	a) Male	40	55.6	23	92	8	100.0
	b) Female	32	44.4	2	8	--	--
	Total	**72**	**100.0**	**25**	**100**	**8**	**100.0**
2	**Total service in the school**						
	1 – 5 Year	37	51.4	13	52.0	--	--
	6 – 10 Years	25	34.7	8	32.0	--	--
	11 – 15 Years	10	13.9	4	16.0	--	--
	Total	**72**	**100.0**	**25**	**100.0**	**--**	**--**
3	**Total service in the profession**						
	1 – 5 Year	7	9.7	3	12.0	--	--
	6 – 10 Years	8	11.1	2	8.0	4	50.0
	11 – 15 Years	38	52.8	12	48.0	2	25.0
	16 – 20 Years	11	15.3	6	24.0	1	12.5
	Above 20 Years	8	11.1	2	8.0	1	12.5
	Total	**72**	**100.0**	**25**	**100.0**	**--**	**100.0**
4	**Qualification**						
	Grade 12+TTI	59	81.9	19	76.0	7	87.5
	Diploma	13	18.1	6	24.0	1	12.5
	Total	**72**	**100.0**	**25**	**100.0**	**8**	**100.0**

As indicated in Table III of items 1 to 4, 96% Of the teachers, 100% of head teachers and SDAs had responded to the questionnaires. Among the respondents 56.4% of teachers and 92.0% of head teachers were male while 44.4% of teachers and 8.0% of head teachers were female but all of the SDAs were male. Out of these, the majority of teachers (51.4%) and head teachers (52%) had served for less than six years. Despite the fact that many of the respondents (79.2%) had served in the teaching profession for more than ten years, as shown in item 3, more than half of the teachers (51.4%) and head teachers (52%) had served for less than six years in the sample schools as indicated in item 2.

As to the qualification, a considerable number of the teachers (81.9%) and head teachers (76%) had been TTI graduates who were qualified to serve at the lower primary cycle. On the other hand, the qualifications of all but one of the SDAs (87.5

percent) were TTI graduates. The total service year of 50 percent of them was ten years or below and 25 percent had served up to 15 years.

3.2. Data Analysis and Interpretation

1. The status of Primary Education in Tigray Region (1991/92 – 1995/96) Before the Interventions of TDA/BESO Project

This topic was analyzed using various documents found in the TREB. As the purpose of TDA/BESO Project's intervention was to improve the access and quality of primary education, the data analysis was made in such away that it could depict the status of primary education in terms of access and quality of primary education in the region.

In 1991/92, after the armed struggle was over, many of the former schools in Tigray were in a bad state requiring major rehabilitation and furnishing endeavors. The total numbers of primary schools were 497 with an enrolment of 191,411 students. But, with the concerted effort made by the Regional Government and other non-government organizations to either rehabilitate or construct 624 primary schools from 1991/92 to 1995/96, the number of public schools grew from 497 to 696 out of which 159 were open-air or "das" schools with 1661 classrooms that were designed to be replaced by buildings step by step as conditions permit.

TABLE IV

Coverage and Access of Students in 1995/96

Location	URBAN			RURAL			TOTAL		
Sex	M	F	T	M	F	T	M	F	T
PGER	133.1	113.2	122.7	39.42	26.9	33.3	52.9	40.6	46.8
PNER	69.9	66.0	67.9	13.1	13.6	13.4	21.3	21.9	21.6
AIR	146.2	144.2	146.2	67.1	55.7	61.5	78.3	68.6	73.5
NIR	35.8	32.5	34.1	3.2	3.6	3.4	7.7	7.8	7.7

(Source: TREB-TEMIS, 2000)

The expansion of schools had enabled the primary school student population in Tigray to reach a new peak of 318,380 in 1995/96. As described by Bastian (2002), while AIR and GER indicate coverage, NIR and NER show access. Accordingly, as shown on table 2, the PGER, PNER, AIR and NIR in primary schools reached as high as 46.7, 21.6, 73.5 and 7.7 percent respectively. The coverage and access of the rural areas (PGER= 33.3, PNER=13.4, AIR=61.5, NIR=3.4) were much less than that of the urban areas (PGER=122.7, PNER=67.9, AIR= 146.2, NIR= 34.1). Moreover, though the female participation in all locations had been lower than that of the male, the rural female participation (PGER=26.9, PNER= 13.6, AIR= 55.7, NIR= 3.6) was much lower than that of the urban ones (PGER= 115.2, PNER= 66, AIR= 144.2, NIR=32.5). As could be seen in Table IV, those of rural 7 year old children entering grade one for both sexes (NIR= 3.4) were less than 5 percent and that of the urban ones were 34.1 percent showing wider urban-rural disparity and that required greater concern in all cases.

This rapid expansion of primary schools had resulted in the co-existence of two sets of schools, i.e. schools proper and the so-called "das" (open air) schools that provided no basic shelter and furniture. and were exposed to wind, cold, rain, and other phenomena that interrupt the instructional process which in turn severely affects the quality of education. Moreover, 46 percent or more of the primary school children attending in the proper schools received instruction with no furniture such as desks and many primary schools had no facilities such as latrines and clean water. Construction work of many of the lower primary schools in the rural areas had not fully been completed in 1995/96. The other feature of the school system was that 65 percent of the lower primary schools had been vertically expanding spontaneously without provision for the requisite facilities and this was one of the major reasons for the increment of the number of open air classrooms. Later on, as schools began to operate half day in rural schools of Tigray, the student population increased and supply rather than demand had emerged as the most significant constraining factor with the institutions of that system. In general, while access to primary education had expanded fast, the quality of the facilities in the rural schools were so poor that the expansion had been achieved at the expense of quality (TREB, 1997; 12-15).

Other than the conditions of school facilities, internal efficiency expressed in terms of pupil-teacher, pupil-section ratios, repetition rate and dropout rate was also an indicator of quality of education in primary schools. According to TREB (1997), despite the fact that there were woreda variations, the pupil-teacher ratio (1:46) in the primary schools of the region was quite efficient and the class-size (1:56) was also optimal on the average in 1995/96. On the contrary, the repetition (7.71 percent) and the dropout (17.4 percent) rates were high in the same year and more girls (11.4 percent) than boys (7.3 percent) were repeating. The dropout rate was also found to be 17.4 percent and more boys (17.7 percent) than girls (16.6 percent) were dropping out. This reduced the effective number of primary transition rate to a very lower proportion of that intake making no noticeable social impact.

When the primary education of Tigray is viewed in terms of quality inputs, there had been major discrepancy between the required and the actual circumstances of training of the teachers at work. The qualification of the primary school teaching staff was composed of all sorts of attributes that range from grade 7 to 12+2 (diploma), and university dropouts. Since teachers' motivation in terms of remuneration was not in place and social motivation was also not pervasive among the teachers, the morale of teachers was low and consequently the attrition rate was 2.7 percent in 1996/97 (TREB,1997:16-17). During this period, the curriculum which was in its formative stage had to fully phase in; the instructional books were inadequately prepared and in short supply; both teachers and pupils had virtually no access to supplementary readings in the vernacular; the Tigrigna literature had yet to develop; the school calendar was shorter than it ought to be and had not been firmly established; and the school level administration was unsatisfactory (ibid: 30-31).

In general, the concerted efforts to be expended to improve the low coverage and access of primary students and the poor input side of the school system pertaining to school facilities, curriculum development, supply of books and other instructional materials, training and motivation of teachers as well as poor school leadership that subscribe to the betterment of quality of education had been the formidable tasks that were awaiting the society, the government and the non-government organizations.

2. Objectives of TDA/BESO 1 Project in terms of Access, Gender Equity, and Quality of Primary Education

Before enumerating the objectives of TDA/BESO 1, it would be indispensable to know the goal and purpose of the BESO Program. The overall goal of BESO Program is to improve the quality of the human resource base in Ethiopia with a purpose of improving the quality and equity of primary education in an expanded and expanding primary education system. To achieve its purpose, therefore, BESO launched, among others, the Community-School Grants Program (CSGP). Successful attainment of BESO's purpose is believed to result in greater participation rates, higher primary completion rate, improved student achievement, increased efficiency through reduced dropouts and repetition and a reduction of gender biases in the system.

To achieve the purpose of improving the quality and equity of primary education, therefore, BESO targeted its assistance to five supporting objectives one of which was "improved quality and equity of the primary school environment". Under this objective, there were four sub objectives that were believed to improve the role of teachers, head teachers, community-school relations and local initiatives using school-based initiatives and local partners (NGOs, CBOs, WEOs) as mediating agents. Subsequently, the sub-objectives of this objective were:

a) To stimulate parental and community involvement in primary school improvements and provide resources directly to schools and community to develop and implement strategies to improve the school environment.
b) To establish an integrated school leadership development system, i.e. to create a framework that enables school head teachers to carry out the leadership responsibility required of them in a professional manner.
c) To improve teacher motivation which includes support i) to improve conditions of teachers' service, ii) to enhance the role of the teacher as reflective practitioner within the school environment, and iii) to improve the support services delivered to teachers in schools.
d) To increase access and success of girls by removing barriers to female participation and success in education, local research into school and non-school reasons for low female GER and sensitization and action planning workshops at regional, zonal and school levels (USAID, 1994:7-16).

The above listed objectives were, therefore, intended to bring about changes in equitable access and quality of education by improving the mode of parental and community involvement in school practice, systems of school leadership and motivation of teachers. Consequently, the objectives seem to be appropriate to at least minimize the drawbacks with regard to equitable access and quality of primary education seen in Tigray region before the project intervention. .

3. Major Project Activities Planned.

The major project activities planned by the TDA/BESO 1 Project to achieve the objective of improving the access, gender equity and quality of primary education are analyzed below by referring to various documents of the project. The major planned activities are categorized and analyzed in terms of structural and institutional plan, manpower planning, and selection of project schools and duration of the implementation period, financial plan, and capacity building.

Structural and institutional Plan: To help achieve the above mentioned objectives, a project office located at the Headquarters of TDA had been established. The structure at the project office level, as shown in appendix 6, comprised four units (monitoring and evaluation, field coordinator, program coordinator and administrator) accountable to the TDA/BESO director. Supervisors at the zonal level and school development agents at the woreda level were also deployed to help implement the objectives of the project. In the institutional setup, USAID-Ethiopia, TDA/BESO, Steering Committees at regional (where AED/BESO was a member) and Zonal level, Region Education Bureau, Women's Association of Tigray, woreda administration and school board (community representatives) were established with specified responsibilities as stakeholders. The sort of linkage the project office had is shown in appendix 7.

However, according to the summary and accomplishment report of TDA/BESO I (2002:25), the project had poor coordination with partners and mainly with the Region Bureau of Education. A sister project called AED/BESO that was involved in the planning affairs of the Bureau of Education, training of primary school teachers and head teachers and development of curriculum, was listed as one member of the Regional Steering Committee. But, it was learned from the interview made with members of the project office that no cooperation of any sort was made as a joint venture with the project to achieve their common goal of improving the quality of education in Tigray. Delay in the approval of school improvement plans by the Regional Steering Committee was also another problem observed during the implementation period. At the woreda level, however, no steering committee that coordinates the project activities at the grass-root level (the project schools) was established

Manpower Planning: To coordinate and help implement the planned activities, 7 technical staff and 7 supportive staff at the project office level, 4 zone supervisors and 40 SDAs who would work at the woreda level had been planned out of which 5 technical staff, 6 supportive staff and 4 supervisors were hired. The technical staff was qualified with at least BA degree but all of the SDAs except one who were responsible for coordinating and giving technical support in accordance with the objectives, plans and expected results at the grass-root level were TTI graduates. The supervisors who had a qualification of diploma had been deployed at the zonal level and were responsible for monitoring the performance of the SDAs, following up community participation and implementation of the school improvement plans as well as for grant disbursement and paying salary to SDAs.

From the aforementioned facts it could be deduced that since the SDAs had been qualified for the first cycle (grades 1-4), it would be difficult for them to give technical support for the project complete primary schools (grades 1-8) especially on the issues of improvement of quality of education. It would also be difficult for one person assigned at the woreda level to coordinate and give technical support on issues of community participation for improving access and quality of primary education for primary schools where many of them were inaccessible and located far apart. Thus on this issue, many respondents said that due to the shortage and incapability of some of SDAs their schools were not benefited from the technical support as they expected and they took this as one of the weaknesses of the project.

Duration of Implementation period and Selection of Project Schools: The project was initially planned to operate for five years, from the 3rd quarter of 1996 up to the end of 2000, with three phases approach. In the first phase 600 schools were planned to be embraced. In the second phase, two-third of the 600 project schools (i.e. 400) were to be selected after making the schools to compete based on their good performance. Using similar technique but with varied selection criteria, 200 schools out of the 400 schools of the 2nd phase were planned to be assisted in the third phase. But during the actual practice of the implementation period, 585, 390 and 195 primary schools were selected during the first, second and third phases respectively.

TABLE V

List of TDA/BESO I Project Assisted Rural and Urban Primary schools in Tigray

Zone	Phase I				Phase II				Phase III			
	R	U	Total	% R	R	U	Total	% R	R	U	Total	% R
Central	165	19	184	89.7	110	13	123	89.4	55	6	61	90.2
Western	88	16	104	84.6	61	8	69	88.4	27	8	35	82.9
Southern	140	23	163	85.9	102	7	109	93.6	38	16	54	70.4
Eastern	116	18	134	86.6	75	14	89	84.3	41	4	45	91.1
Total	**509**	**76**	**585**	**87.0**	**348**	**42**	**390**	**89.2**	**161**	**34**	**195**	**82.6**

Source: TDA/BESO I (2001:iv)

As could be clearly seen in Table V, 87.0, 89.2 and 82.6 percent of the project assisted schools of phase I, phase II and phase III respectively were located in the rural areas of the region. This indicates that due attention had been given by the project to the rural population where the coverage and access of students was very low, as discussed under Table IV, (PGER =33.3, PNER =13.4, AIR =61.5, NIR =3.4), as compared to that of the urban ones (PGER =122.2, PNER =67.9, AIR =146.2, NIR =34.1) in 1995/96. On the other hand, as one could observe from the booklet entitled "List of BESO Assisted Schools in Tigray by Zone and Woreda" (2001), urban schools found in big towns like Mekelle where problem of quality and access had not relatively been a serious case as that of the rural and semi-urban ones were embraced by the project up to the third phase. Assisting the urban schools by making them compete with the semi-urban and rural schools, which had relatively a lot of problems could be unfair. And this might be the reason why the number of rural schools which was 87 percent during the first phase had shown a decreasing tendency (82.6 percent) during the third phase.

As to the implementation of project activities in each project school, three months were needed for planning, preparation and implementation of project activities of schools of the first phase, three months for planning and another three months for implementation of project activities of the schools selected for the second phase, and 3 months for planning, and another 6 months for implementation of project activities of the third phase. From this, it could be deduced that the time span of project activity assigned for the first and second phase was inadequate if meaningful results were to be achieved. Many respondents of the questionnaire pointed out this as one of the shortcomings of the project.

Financial Assistance and School Grant Disbursement: Prior to any sort of disbursement, all schools were expected to develop community based improvement plans. The plans were expected to address the issues of improvement of quality and equity at school level through the involvement of the local community. Then, each of the 585 schools embraced in first phase were planned to receive a consulting fee of Br. 2,750.00 for a total of Br. 1, 608, 750.00, an incentive grant of Br. 8,250.00 for the second phase 390 schools for a total of Br. 3,217,500.00, and an action grant of Br. 27,500.00 for the third phase 195 schools for a total of Br. 5,362,500.00. The total amount of grant earmarked by BESO to accomplish the school grant disbursement was Br. 10,188,750.00.

The total budget earmarked by USAID for TDA/BESO being $ 2,680, 933.00, the budget was scheduled for community school grant ($ 1,677,368.00), technical assistance ($548,241.00), monitoring and evaluation ($96,308.00), training ($80,257.00), procurements (108,250.00) and operational support ($ 170,500.00). The equivalent amount of Birr, at an exchange rate of Br. 6.23/dollar, was Br. 16,702,212.00 that had increased in latter years with the continued increase of the exchange rate. A readjusted fund of $ 2,695, 132 was earmarked later (TDA/BESO, 2002:65).

From the above explanations, the money earmarked for the first (Br. 2.750.00) and second phases (Br. 8,250.00) as community school grant for each of the project school seems inadequate if the community was to bring about change in improving the physical environment of the primary schools. This fact was confirmed by the interviews made with members of the community, project office and bureau of education. Respondents of the questionnaire, interviewees, and the report of TDA/BESO (2002:25) have mentioned the inadequacy, late remittance of the earmarked money by USAID and untimely settlement of utilized money as a weak side of the project and as the main reasons for the delay of accomplishing school improvement plans.

Capacity Building: The TDA/BESO I Project was a field operation to work with local community for the improvement of access and quality of primary education. Thus, to realize the stated objectives and obtain the expected results, the project had designed and implemented various training programs in the form of workshops, conferences, forums, experience sharing activities for the project office and field staff members as well as for the stakeholder like school and community representatives, woreda and zoneal education and administrative officials.

The main topics given in four rounds of workshops for the project staff include: objectives and programs of TDA/BESO; duties and responsibilities of the project staff, how to work with rural communities; preparation of strategic plans and proposals; female participation in primary schools; school based strategy for improving quality and equity of primary education, monitoring and evaluation of project activities; data gathering, recording, and reporting techniques; and how to deal with community planning and prioritize school problems. Except for the fourth round workshop that was given for 13 days, all the other workshops were conducted for 2 days each.

During the first phase of the project life time seminars were planned and conducted for two days at 12 training centers for 2,107 participants represented from school board members (head teacher, board chairperson, cashier), Woreda and zone (administration, education office, women's association), region (education bureau and women's association) and the project staff (project office staff, zone supervisors and SDAs). The workshops were designed to stimulate parental and community participation for the fulfillment of the planned activities in line with the objectives of the project. The main topics of the workshops were on objectives of the project, existing situation of primary schools, female participation and community participation. Similar seminars were also made at the beginning of the third phase for board members of 195 schools of the third phase, representatives of the other stakeholders mentioned above. Towards the end of the life time of the project, a forum on educational access and a symposium on pressing educational problems of the region, had been designed and presented to the various stakeholders.

In general, except the fact that the duration of sensitizing the community member was short, the topics treated were pertinent and had included the various stakeholders who were expected to contribute to the improvement of equitable access and quality of education at the primary level. In particular, as suggested by many of the SDAs, the workshops conducted for raising the capacity of the SDAs who were responsible for accomplishment of the project activities at the grass-root level, had been inadequate.

4. Development of Sense of Ownership of the Community

Raising the awareness of the local community to participate in educational affairs of their locality is the first step towards developing the sense of ownership. Thus, to develop the sense of ownership of the local community in the educational exercise, workshops were organized for representatives of the local community as discussed above. In the forthcoming discussion, therefore, the contributions of the awareness and sensitization programs in developing the sense of ownership of the community are treated.

TABLE VI

Raising the Awareness of the Local Community

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1.	To what extent were the training programs given to representatives of the local community by TDA/BESO adequate?						
	a) Very adequate	6	8.6	6	24.0	2	25.0
	b) Adequate	42	60.0	12	48.0	2	25.0
	c) Inadequate	20	28.6	3	12.0	4	50.0
	d) Very inadequate	2	2.8	4	16.0	-	--
	Total	**70**	**100.0**	**25**	**100.0**	**8**	**100.0**
2.	Based on the training program given, to what extent did the attendants of the seminar raise the awareness of the local community?						
	a) Very adequately	8	11.8	4	17.4	1	12.5
	b Adequately	35	51.5	13	56.5	5	62.5
	c) Inadequately	18	26.4	6	26.1	2	25.0
	d) Very inadequately	5	7.3	-	--	-	--
	Total	**68**	**100.0**	**23**	**100.0**	**8**	**100.0**
3	Who participated actively in the awareness creation program? (You can give more than one responses)						
	a) The school committee	42	58.3	17	68.0	4	50.0
	b) The Woreda Administration	9	12.5	6	24.0	3	37.5
	c) TDA/BESO Project Staff	39	52.2	16	64.0	5	62.5
	d) The Woreda Education Office	16	22.2	11	44.0	4	50.0
	e) Women's Association	2	2.7	2	8.0	-	--
	f) all of the above	13	18.1	6	24.0	2	25.0

According to the majority of the teachers (68.6%) and head teachers (72.0%) as shown in Table VI item 1, the training programs were very adequate/adequate as opposed to the SDAs (50%) who said that they were inadequate. The reason given for the inadequacy by teachers (31.4%), head teachers (28.0%), and SDAs (50%) was that the training given during the first phase was intensive and adequate but this did not continue during the second phase which might have better contribution for the smooth running of the project activity when turnover of head teachers, school committee members or some other stakeholders occurs. However, most of the teachers (63.3%), head teachers (73.9%) and SDAs agreed, as shown in item 2, that based on the training given the attendants of the seminars had raised the awareness of the local community very adequately/ adequately.

The stakeholders who actively participated in the awareness creation program, as shown in item 3, were the school committee as reported by 58.3% of teachers, 68% of head teachers and 50 % of SDAs; and the TDA/BESO I Project staff as reported by 52.2% of teachers, 64% of head teachers and 62.5% of SDAs. Except the woreda education office, as reported by 50% of the SDAs, the participation of the woreda administration and the women's association was very low.

From the data depicted in Table VI, it could be deduced that though the training given initially to various stakeholders of primary education were adequately disseminated to the local community, no mechanism seem to be devised to at least update new head teachers and school committee members about the objectives and activities of the project when turnover of people appeared. Moreover, the role played by the woreda administration and women's association was low in contrast to the other stakeholders although they had participated in all training programs organized by TDA/BESO I Project. The possible reason could be that no steering committee was established at woreda level to keep them active by coordinating, monitoring and evaluating the project activities performed at the grass-root (school) level.

TABLE VII

Development of Community-School Relations and Behavioral Changes Observed

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1.	To strengthen school-community relations and initiate the community to participate in school affairs, what did the school do with the assistance of the project? (You can give more than one responses)						
	a) Students were mobilized to help the community with services such as labor during harvest and community festivities, cleaning public or religious buildings, canal repair, and the like.	28	38.9	11	44.0	2	23.0
	b) The school property was made to give service for community meetings, festivities, etc..	23	31.9	13	52.0	4	50.0
	c) The school reached out to the community to discus with parents regarding student absenteeism, dropping out, female participation, academic difficulties, etc.	64	88.9	24	96.0	8	100.0
2.	What behavioral changes that indicate improved school-community relationships were observed as a result of the awareness programs arranged? (You can give more than one responses)						
	a) Parents were convinced and sent their children to school, especially female children.	52	72.2	20	80.0	6	75.0
	b) Parents attend meetings whenever they were called by the school	22	30.6	10	40.0	4	50.0
	c) Parents come to school on their own initiative to discus issues related to the academic performance of their children.	9	12.5	6	24.0	2	25.0
	d) The local community was convinced and participated in the improvement of school facilities	40	55.6	18	72.0	8	100.0
	e) The community raised sense of belongingness of the school.	35	48.6	13	52.0	5	20.0
	f) Nothing was done	3	4.2	-	--	-	--

The second measure that needs to be taken for developing sense of ownership is developing the school community relations. In table VII item 1, the respondents were asked what the school did to strengthen and initiate the community to participate in school affairs. Out of the alternatives given, the one that had the highest percentage by teachers (89.9%), head teachers (96.0%) and SDAs (100%) was reaching out to the community to discus with parents regarding student absenteeism, dropping out, female participation, and other academic problems.

From the response given by all of the respondents to the other alternatives, it could be inferred that students were rarely mobilized to help the community with services such as labour during harvest and community festivities, cleaning public or religious buildings, canal repair, and the like to strengthen the schools' relation with the community. It also seems unusual to allow the school property to give service for community meetings, festivities, and the like. But according to Cummings (in Amare et al 1998:472), these two are prerequisites for strengthening relation with communities so as to get their assistance. Guttmann (1993:105-118) also supports these relations for enhancing the building, rebuilding and maintenance of community relations. He further asserts that promoting positive high participation and friendships within the community such as these bring about donations to schools.

To know the development of sense of ownership of the local community that came as a result of the awareness programs given and the improved school-community relationships made, the respondents were asked to indicate, from the alternatives given in item 2 of Table VII, the behavioral changes observed from parents and the local community. In item 2, as reported by 72.2, 80.0 and 75 percent of teachers, head teachers and SDAs respectively, parents were convinced to send their children to school, especially female children. Moreover, according to 55.6% of teachers, 72.0% of head teachers and 100% of SDAs under study, the local community was participating in the improvement of school facilities.

As could be understood from the response given by all the respondents, it is important to note that the habit of parents to attend meetings whenever they were called by the school was low. Parents did not also develop the habit of going to school on their own initiative to discus academic related performance of their children. This could suggest the necessity of expending much effort to raise the awareness of parents and develop the school-community relations further.

5. Major Contributions of Parents and the Local Community

It is obvious that rise of awareness of the community leads to feeling of sense of ownership which in turn leads to active involvement in what is desired, in this case in primary education. Thus, to find out the major contributions of parents and the local community in relation to their involvement through the implementation of CSGP, pertinent documents of the project had been consulted and data were collected using questionnaire and observation checklist the details of which is discussed below.

As has been mentioned in the literature, the project had accomplished a total of 2002 activities during its entire life time by mobilizing huge amount of resources contributed from the local community, the schools, the CSGP and other stakeholders. The activities that had been carried out to improve the school environment were construction/maintenance of fences, libraries, pedagogical centers, latrines, offices and additional classrooms, teachers' residence, installation of potable water supply. As pointed out by head teachers of the sample schools, the activities accomplished in their schools as far as improvement of physical facilities was concerned are shown below.

TABLE VIII

Activities Made by Local Community Participation to Improve School Environment

Physical facilities	Maintained		Constructed		Both	
	No	%	No	%	No	%
Fence	3	18.7	2	2.4	2	18.2
Sport field (Playground)	4	25.0	8	9.4	1	9.1
Additional classrooms	-	-	10	11.8	3	27.2
Reading room (Library)	-	-	22	25.9	-	--
Pedagogical center	2	12.5	14	16.5	-	--
Director's Office	2	.12.5	8	9.4	1	9.1
Store room	1	6.3	5	5.9	-	-
Staff room	3	18.7	2	2.3	2	18.2
Latrine (Toilet)	1	6.3	12	14.1	1	9.1
Potable water supply	-		2	2.3	1	9.1
Total	**16**	**100.0**	**85**	**100.0**	**11**	**100.0**

According to the data collected from the head teachers of the sample schools, as can be seen on Table VIII, a total of 112 maintenance/construction activities had been accomplished to improve the school environment in the life time of the project in the 25 sample schools out of which 16 (14.3%) had been maintenance, 85 (75.9%) construction, and 11 (9.8%) both activities. From the table it could be inferred that most of the activities had focused on the maintenance and/or construction of reading rooms (25.9% constructed), pedagogical centers (12.5% maintained, 16.5% constructed), latrine (6.5% maintained, 14.1% constructed, 9.1% both), additional classrooms (11.8% constructed, 27.2% both) and sport fields (25% maintained, 9.4% constructed, 9.1% both).

However, from the field observations made, it became apparent that many of the additional classrooms and pedagogical centers did not meet the minimum standard of the MoE. Their walls were not plastered and their floors cemented, no windows and doors were fixed, their design was poorly made. Anyway, since they were constructed to replace the "das" classrooms, they were much better than the open air classrooms. The libraries and latrines were constructed in a better way. But some of the libraries were left without the requisite furniture, i.e. no shelves, tables and chairs. Thus, some schools use them as storerooms.

In the maintenance/construction of the above activities, the amount of resources generated by the local community had been generally far higher than the grants provided by the project. But according to the interview made with community representatives, due to drought and some other development activities done in some other sectors like the Bureaux of Agriculture and Health that demand community involvement, in later phases the contribution of some communities declined. Somehow, the construction/maintenance activities seemed to have a good contribution in improving the access (by attracting children to come to school) and quality of education (by creating ideal condition to conduct the instructional process). Regarding the kind of contributions made by the community in relation to the other stakeholders is discussed below.

TABLE IX

Overall Involvement and Contributions of the Stakeholders

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1	What contributions did the local community make for improving the physical facilities in your school? (You can give more than one responses)						
	a) Material	22	30.6	9	36.0	6	75.0
	b) Labor	70	97.2	25	100.0	7	87.5
	c) financial	43	58.1	23	92.0	6	75.0
2	In performing the activities of the project, in which of the following activities did the representatives of the local community (school committee) participate?						
	a) In the planning process	4	5.6	1	4.0	1	12.5
	b) In the implementation process	3	4.2	1	4.0	-	--
	c) In the monitoring and evaluation process	5	6.9	-	--	-	--
	d) in all of the above	60	83.3	23	92.0	7	87.5
	Total	**72**	**100.0**	**25**	**100.0**	**8**	**100.0**
3	To what extent do you think was the financial assistance provided by TDA/BESO to your school adequate to carry out the physical facilities maintained/constructed?						
	a) Very adequate	10	13.9	3	12.0	-	--
	b) Adequate	33	45.8	11	44.0	1	12.5
	c) Not adequate	27	37.5	11	44.0	6	75.0
	d) Very inadequate	2	2.8	-	--	1	12.5
	Total	**72**	**100.0**	**25**	**100.0**	**8**	**100.0**
4	Other than the local community, who do you think had contributed to the improvement of the physical facilities made in your school? (You can give more than one responses)						
	a) The Woreda Administration	17	23.6	8	32.0	6	75.0
	b) Your school	45	62.5	17	68.0	6	75.0
	c) The Woreda Education Office	29	40.3	10	40.0	2	25.0
	d) The Zone Education Department	9	12.5	2	8.0	1	12.5
	e) Women's Association	3	4.2	1	4.0	-	--
	f) All of the above	9	12.5	3	12.0	1	12.5-

As could be seen in Table IX item 1, many of the teachers (97.2%), SDAs (87.5%) and all of the head teachers (100%) agreed that most of the contribution for maintaining/constructing the physical facilities were made in the form of labor. The other contribution, as reported by teachers (58.1%), head teachers (92%) and SDAs (75%) was in the form of finance. Except the SDAs (75%), a small number of teachers (30.6%) and head teachers (36%) said that the community had contributed by supplying locally available materials such as wood. This indicates that the contributions were made based on the capacity of the people.

As many of the respondents (83.3% teachers, 92% head teachers and 87.5% SDAs) also agreed, as shown in item 2 of the same table, the representatives of the community (school committees) were participating in the planning, implementation, and monitoring and evaluation process of the project activities. From this it could be concluded that more than the financial grants supplied by the project the development of such collaborative involvement would be a good exercise for sustainable development of the community.

However, as seen in item 3, despite the active participation of the community, the SDAs (87.5%) did not find the financial contribution of TDA/BESO I adequate as opposed to the majority of the other respondents (59.7% teachers and 56% head teachers). The reason given by the SDAs for the inadequacy was that the money offered by the project for each school during phase I (Br.2,750.00) and phase II (Br.8,250.00) would not enable to buy industrially produced materials that were not found in the rural schools for constructing/maintaining the physical facilities mentioned above. The interviewed community members, the other project staff and education officials also share the ideas of the SDAs. On the other hand, the teachers and head teachers might have found the contribution adequate in comparison with what was prevailing in their respective schools before the intervention of the project or they might have thought that the little contribution of the project had initiated the community to accomplish many activities.

Other than the community, as indicated in item 4, the school (as responded by 62.5 teachers, 68% head teachers and 75% SDAs) and to some extent the WEO (according to 40.3% teachers and 40% head teachers) contributed to the improvement of the school environment. But 75% of the SDAs said that the woreda administration had contributed rather than the WEO. Somehow, in the interview made with most of the community, the project staff and education official interviewees, it was confirmed that the contribution made by the woreda administration and women's association had been much more less than what was expected. As to the ZED, its activity was limited to the selection and evaluation of the project activities only.

TABLE X

Involvement of Stakeholders for Supporting the Project Activities of TDA/BESO I

Item	Teachers					Head Teachers					SDAs				
	4	3	2	1	$\bar{X}$	4	3	2	1	$\bar{x}$	4	3	2	1	$\bar{x}$
Woreda Administration	10	28	24	5	2.64	4	12	6	3	2.68	2	4	2	-	3.00
Woreda education Office	14	36	15	2	2.93	6	10	-	-	2.92	2	2	4	-	2.75
Women's Association	6	19	24	10	2.36	4	5	8	5	2.36	-	1	5	2	1.88
TDA/BESO Project	47	21	2	-	3.64	16	8	1	-	3.60	5	3	-	-	3.64
The local community	24	36	11	-	3.18	3	11	1	-	3.48	4	3	1	-	3.38
The school committee	40	29	3	-	3.51	19	5	-	-	3.79	4	3	1	-	3.38
The school	40	28	2	-	3.54	17	8	-	-	3.68	6	1	1	-	3.64

As far as the extent of involvement of stakeholders listed in Table X in supporting the project activities of TDA/BESO I is concerned, the high weighted mean given by teachers ($\bar{x}$= 3.64, 3.18. 3.51 and 3.54), head teachers ($\bar{x}$= 3.60, 3.48, 3.79 and 3.68) and SDAs ($\bar{x}$=3.64, 3.38, 3.38 and 3.64) was to TDA/BESO I Project, the local community, the school committee and the school respectively. On the other hand, except for the SDAs whose weighted mean is satisfactory ($\bar{x}$=3.00), the teachers ($\bar{x}$=2.64) and head teachers ($\bar{x}$=2.68) agreed that the woreda administration had low involvement. However, all the respondents had rated the involvement of the woreda education office and the women's association to have been low. The mainr reason for the low involvement of these stakeholders is assumed be the absence of steering committee (which included these stakeholders as members) that could have coordinated and monitored the project activities of all project schools at woreda level. The steering committee which had been established at regional and zonal levels might be remote to coordinate and monitor the project activities performed at the grass-root level. The other assumption is that all the responsibility might have been left to the project supervisors who were stationed at the zonal level and to the SDAs who were coordinating the activities of all project schools at woreda level.

TABLE XI

Contributions of the Major Partners for CSGP

	Community		School		BESO-CSGP		Others		
Cycle	Birr	%	Birr	%	Birr	%	Birr	%	Total
Phase I	6,227,882	67.2	1,206,688	13.0	1,608,750	17.3	228,458	2.5	9,271,777
Phase II	3,031,040	42.3	859,868	12.0	3,217,500	44.9	60,232	0.8	7,168,639
Phase III	2,234,420	27.1	639,034	7.7	5,362,500	65.0	13,483	0.2	8,249,437
Total	11,493,342	46.5	2,705,590	11.0	10,188,750	41.3	302,173	1.2	24,689,853

Source: Summary and accomplishment report of CSGP/BESO I, 2002:44

According to Table XI, the highest contributor (46.5%) was the local community followed by TDA/BESO I (41.3%) and the school (11.0%). However it could be clearly seen that as the project activity progressed from phase I to phases III, the contribution of the community (from 67.2% to 27.1), the school (from 13% to 7.7%) and other partners (2.5% to 0.2%) was decreasing as that of the project increased from 17.3% to 65%. This was because as the number of project schools decreased from 585 of the 1st phase to 195 of the 3rd phase the total contribution was likely to decrease. However, when the proportion of contribution is calculated in terms of the 195 primary schools, the contribution of the local community and the school had been high. The amount of contribution given under column "others" is also another indication to justify the relatively weaker involvement of the woreda education office, woreda administration and the women's association the reason of which has been explained under Table X..

According to Baum and Tolbert (1985:365-370), continued interest and active support of those agencies and individuals who are in position to influence attainment of the project's objectives, whether through the allocation of human and financial resources or through the working of the administrative and political apparatus is indispensable for success of any project activity. One way of ensuring commitment is to make sure that sufficient attention is given to the project objectives and the other way is to incorporate the main agencies and actors in the preparation and appraisal process. When government commitment is absent, weak or variable, project implementation suffers. However, project managers must adapt to the level of efficiency of the public administration with which they are linked both directly and indirectly (ibid; 375).

6. Major Problems Encountered During the Implementation of Project Activities

Some projects are highly successful while others experience shortcomings. The principal factors that account for shortcomings of project implementation, according to

Baum and Tolbert, arise as a result of financial, administrative, technical and political problems. Thus, the forthcoming discussion focuses on the major problems that had been faced by TDA/BESO I during the implementation period (1996/97 to 2001/02).

TABLE XII

Major Problems Encountered by TDA/BESO I Project

Items Selected as Major Problems Encountered during the Implementation Period	Respondents					
	Teachers		Head teachers		SDAs	
	No	%	No	%	No	%
1) The school grant was not enough to carry out the originally planned activities	19	51.5	14	56.0	6	75.0
2) The school grant sent to the school was not arriving on time.	35	27.9	9	36.0	6	75.0
3) Shortage of time to conduct project activities	22	32.4	7	28.0	8	100.0
4) The woreda education office was not as cooperative as it should be.	18	26.5	12	48.0	5	62.5
5) Lack of leadership capacity of the school committee	16	23.5	9	36.0	5	62.5
6) The participation of the local community was less than what was expected.	27	39.7	9	36.0	4	50.0
7) The commitment of political leaders towards the project activities was weak.	21	30.9	11	44.0	4	50.0

To find out the major problems that were encountered by the sample schools during the project implementation period, the respondents were made to choose any one or more of the given list of 11 alternative items that had been considered to be possible main problems encountered. Consequently, the seven items that were considered as major problems faced during the life time of the project by the teachers, head teachers and SDAs are shown in Table XII the details of which is discussed below

Inadequacy of school grant: It has been mentioned in the preceding discussion that the school grant earmarked for project schools of the 1^{st}, 2^{nd} and 3rd phases had been Br. 2,750.00, Br. 8,250.00, and Br. 27,500.00 respectively. Thus, since the grant given during the 1^{st} and 2^{nd} phases had been insufficient, because of the phasing approach, to carry out the planned activities, it had been mentioned as a weakness of the project, by many teachers, head teachers and SDAs. The conducted interviews also revealed that many primary schools which failed in the competition made, during the 1^{st} and 2^{nd} phases, had used all of their internal revenue to win the competition and this was a loss for them. For this reason, many of the activities were left unfinished, i.e. the walls of rooms under construction were not plastered, their floors were not cemented and they were left without doors and windows. This was also confirmed during the field observation made by the researcher. As also pointed out in the TDA/BESO Project Assessment Report (2001:6), the school management committees where the schools dropped out after the 1st and 2nd phase had been weakened, the initiatives they undertook lost their momentum.

Delayed remittance of the money to be granted: According to the summary and accomplishment report of TDA/BESO I (2002), one of the reasons that delayed the project activity for one year had been the delay of project fund by USAID. The reason for delay of project fund had been due to the low capacity of utilizing financial resource at different levels of program implementation and low flow of financial resources. Unless utilized money was not settled based on the time scheduled, it would be difficult for USAID to remit the remaining fund on time. Anyway, many of the teachers and head teachers of the sample schools and SDAs of the project woredas have mentioned this as one of the major weaknesses of the project.

Shortage of time: It has been discussed earlier that the time given for accomplishing the activities of the first phase had been three months and that of the second phase were six months. In such a short period of time, it might be difficult to raise the awareness of the community, to plan and finish the planned physical facilities and to carry out the initial activities that were related to the improvement of equitable access and quality of education.

Loose cooperation among the important stakeholders - The summary and accomplishment report of TDA/BESO (2002:65) indicates that there was disagreement between TDA and the TREB on the phasing approach and on grant allotment to project schools. This had, among others, resulted in the delay of the project implementation period for about a year. Moreover, the absence of a steering committee that involved all the stakeholders (WEO, Woreda administration, Women's Association, etc.) at woreda level seem to have some effect on the sort of cooperation that need to exist with the project office.

Turnover and inadequate leadership capacity of some school committee members: School management committees have assumed leadership role in all primary schools of Tigray. According to the TDA/BESO I Project Assessment Report (2001:5), the School Management Board had been active in all project schools, i.e. they meet regularly, mostly once in a month, and sometimes more when conditions demand; they know through practice the steps in development practice like diagnosis, problem identification, prioritization, planning, implementation, and monitoring. It was further said that their level of involvement in school functions differed from school to school. Some went to the extent of monitoring the effective functioning of the learning-teaching process, ensuring proper discipline, effective use of time, etc. Others were effective in rehabilitation and physical infrastructures only.

However, as reported by many respondents of the questionnaire, the capacity of leadership of some the school management committees had been low. This mostly had happened when turnover of head teachers and school committee members occur. And as further suggested by the teachers, head teachers and SDAs themselves, some of the SDAs were not able to give adequate training and technical assistance to the school committees of the inaccessible schools because of their limited capacity to help and poor working conditions in terms of transport and per diem. These leadership problems, according to Baum and Tolbert (1985:375), are root causes of implementation delays and overruns. They result in, among others, inadequate planning, protracting bidding and contracting procedures, insufficient project supervision, slow response to changes in the policy environment and low staff moral and productivity which may reduce the effectiveness of project operation.

Low participation of the local community in some areas: From the interview made with representatives of the community, it has been learned that because of drought and other engagements in development activities assigned by the woreda administration, the participation of some communities in affairs of educational activities was not as expected. According to TDA/BESO I (2002:67), communities promised to contribute in cash during the school development plan, however, due to drought and limited financial capacity, it was difficult to get what they promised. This had resulted in change of plan and delay of implementation schedule.

Low commitment of the administration to project activities: As discussed in relation to Table VI item 3 and in Table IX item 4 and in Table X, the participation of the WEO, woreda administration and women's association was low in contrast to the other stakeholders. The main reason for this was assumed be the absence of a mechanism that links the grass-root project activities with that of the coordinating and monitoring activities of the woreda level. It should, however, be noted as Tolbert and Baum (1985:375) said that when administrative commitment is absent, weak or variable, project implementation suffers.

The other constraints and challenges faced during the implementation process of the project, as reported by TDA/BESO, were: the quota system on the phase by phase approach, limited technical capacity of the senior staff and SDAs, inadequate transport facilities, and the low level of coordination among the project office and other partners like the TREB.

7. Contributions of TDA/BESO I Project in Terms of Improving Equitable Access and Quality of Education

The main objective of TDA/BESO I Project was, as mentioned earlier, improving the equitable access to and quality of primary education by promoting the role of teachers, head teachers and community-school relations and local initiatives using school-based initiatives and local partners such as NGOs, CBOs and WEOs as mediating agents. The following discussion, therefore, treats the contributions of TDA/BESO I Project in terms of the stated objective.

7.1) Project Contribution in Terms of Promoting Equitable Access to Primary Education

As` various reports, planning documents and annual education abstracts of the TREB assert, the participation rate of students at the primary education level had been very low by all standards in the years before the intervention of TDA/BESO I Project (1996/97). As pointed out in the preceding discussions, the coverage, access and female participation were very low and the rural-urban disparity wide. As discussed below, the situation in the sample schools was not different from what the general picture of the region depicted.

TABLE XIII

Student Participation before TDA/BESO Intervention

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1.	What was the level of student participation in your school before the intervention of TDA/BESO Project?						
	a) Very high	4	5.8	-	--	-	--
	b) High	15	21.7	3	12.5	1	12.5
	c) Low	47	68.1	20	83.3	6	75.0
	d) Very low	3	4.4	1	4.2	1	12.5
	Total	**69**	**100.0**	**24**	**100.0**	**8**	**100.0**

From the response given by the majority of teachers (68.1%), head teachers (83.3%) and SDAs (75%) in Table XIII, the level of student participation in the sample schools was low. In 1996/97, as indicated in appendix 9, the AIR (68%) and NIR (9.3%) of primary schools of the sample woredas had been lower than that of the regional average (AIR = 77.3%, NIR = 9.5%). But there was not wider disparity between the PGER (47.8%) and PNER (22.9%) of the primary schools of the sample woredas and the region (PGER = 47%, PNER = 23.3%). From the coverage (AIR and PGER) and access (NIR and PNER) of the sample woredas, it could also be inferred that the sample schools had been at a lower student participation rate.

TABLE XIV

Causes of Low Enrolment Rates of Children in Sample School before Project Intervention

Main causes of low enrolment before project intervention	Teachers				Head Teachers				SDAs			
	S. agree/ agree		Disagree/S. disagree		S. agree /Agree		Disagree/S. disagree		S. agree /Agree		Disagree/S. disagree	
	No	%	No	%	No	%	No	%	No	%	No	%
Parents' low awareness	46	88.4	4	11.6	20	100.0	--	--	7	100.0	--	--
The need for child labor	44	88.0	5	12.0	21	95.4	1	4.6	7	100.0	--	--
Parents low educational background	46	88.4	4	11.6	18	90.0	2	10	7	100.0	--	--
Cultural barriers	45	84.9	6	15.1	15	88.2	2	11.8	7	100.0	--	--
A high dropout of children	42	79.3	11	20.7	11	84.6	2	15.4	7	100.0	--	--
Low household income	37	78.7	8	21.3	17	85.0	3	15	5	71.5	2	28.6
Poor school physical facility	28	63.6	15	36.4	11	78.6	2	15.4	7	100.0	--	--
Drought	36	73.5	13	26.5	15	75.0	5	25	5	71.5	2	28.6
Long distance to school	34	64.2	19	35.8	14	70.0	6	30	4	66.7	2	33.3

To find out the main causes of low enrolment before the intervention of the project in localities of the schools under study, the respondents were made to choose any one or more of the given list of 17 alternative items that had been considered to be the possible causes of non-enrolment. Consequently, the nine items shown in Table XIV were considered as main causes of low enrolment by many of the teachers, head teachers and SDAs.

Therefore, the main concern of TDA/BESO I Project for raising the enrollment of primary students ought to have been in alleviating the problems associated with the nine main causes of non-enrolment listed in Table XIV. The causes like Parents' low awareness, the need for child's labour, parents low educational background, cultural barriers, high dropout of children, and low household income could at least be minimized by raising the awareness of the local community and by cultivating a supportive family and community involvement for education by promoting parental participation in school management.. It seems also possible to alleviate the problems associated with poor school physical facility and long distances by mobilizing the community with an adequate financial assistance provided by the project and other stakeholders.

As discussed in the preceding discussion, orientation training programs had been arranged for representatives of the community at the beginning of the 1st and 3rd phase for representatives of the community that were adequately disseminated to the local community to raise their awareness as shown in Table VI Consequently, the sense of ownership of the local community was improved. But nothing special was done to minimize the problems of the drought affected areas. Thus, providing the most effective means for improving a child's ability to learn in the drought affected areas, arranging school feeding programs that target those at greatest nutritional risk could have been a better approach {UNICEF, 2000:2-5; World Bank, 1990:22-23, 1988:45).

TABLE XV

Project Contribution Made for Enhancing the Enrolment of Children

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
.1	To what extent do you think that the intervention of TDA/BESO Project has contributed in raising the enrolment rate of your school?						
	a) Very high	13	18.6	6	27.3	2	25.0
	b) High	50	71.4	15	68.2	5	62.5
	c) Low	6	8.6	1	4.5	1	12.5
	d) Very low	1	1.4	-	--	-	--
	Total	**70**	**100.0**	**22**	**100.0**	**8**	**100.0**
2	. If your answer for question 3.3 is "a" or "b", what activities do you think were done by TDA/BESO to improve the enrolment rates of children in your school? (You can give more than one responses)	/63		/21		/7	
	a) Additional classrooms were built to increase the intake capacity of the school.	34	54.0	13	61.9	7	100.0
	b) The awareness of the community to send their children to school was raised.	44	69.8	19	90.5	7	100.0
	c) The quality of school environment was improved by promoting the school facilities.	40	63.5	17	81.0	6	85.7
	d) The material conditions of instruction were improved to decrease the dropout of children.	51	81.0	18	85.7	7	100.0
	e) Tutorial programs were organized to decrease the repetition rate of students.	45	71.4	17	81.0	3	42.9
	e) Learning materials were provided for poor students to retain them.	7	11.1	6	28.6	2	28.6
	f) Prize awards were given for clever students to motivate them.	19	30.3	14	66.7-	7	100.0
	h) Events were organized to motivate the school community	--	--	2	9.5	3	42.9
3	To what extent do you think the activities listed under number 3.4 had contributed to increase the enrolment of girls in your school?						
	a) Very high	11	15.5	6	24.0	--	--
	b) High	53	74.6	16	64.0	7	87.5
	c) Low	6	8.5	2	8.0	1	12.5
	d) Very low	1	1.4	1	4.0	--	--
	Total	**71**	**100.0**	**25**	**100.0**	**8**	**100.0**
4	Which of the following do you think could have more enhanced the enrolment of students in your locality? (You can give more than one responses)						
	a) Constructing additional schools to reduce the long distance from home to school.	40	55.6	14	56.0	4	50.0
	b) Organizing school feeding program	40	55.6	12	48.0	4	50.0
	c) Scheduling the academic calendar based on the objective reality of the locality.	12	16.7	4	16.0	3	37.5
	d) Organizing alternative strategies (routes) to primary education	27	37.5	9	36.0	4	50.0

Table XV, item 1, shows that the intervention of TDA/BESO I Project had contributed very highly/highly in raising the enrolment rate of the sample schools, according to most of the teachers (90%), head teachers (95.5%), and SDAs (87.5%). As could be seen in item 2 of the same table, to improve the enrolment rate of children of the schools under study many of the respondents said that: 1) the material conditions of instruction were improved to decrease the dropout of children; 2) the awareness of the community to send their children to school was raised; 3) the quality of school environment was improved by promoting the school facilities; 4) The material conditions of instruction were improved to decrease the dropout of children.5) tutorial programs were organized to decrease the repetition rate of students; and 6) to motivate students to learn better, prize awards were given for the clever.

All respondents, 90.1% of teachers, 88% of head teachers and 87.5% of SDAs agreed that the above mentioned activities had very highly/highly contributed to increase the enrolment rate of girls, as indicated in item 3. The majority of respondents (55.6% of teachers, 56% of head teachers and 50% of SDAs) agree, as could be seen in item 4, that constructing additional schools to reduce long distances from home to school could have further enhanced the enrollment of students of their localities. The other means of promoting the enrollment of students, as reported by teachers (56%) and SDAs (50%) was organizing school feeding program, which would be a better approach to consider.

In connection to the above-mentioned facts, it would be wise to see the variation of enrollment rates of 2001/02, when the project terminated its activities, as compared to the enrollment rate of 1996/97 when the project was starting its activities. This is because the change in the gross enrollment of students over the five year period may give us an overall picture of the achievements carried out in the sample schools. Thus, the forthcoming discussion focuses on this issue.

TABLE XVI

Comparison of Change in Enrolment Before and After Project Intervention Period

Issues	Location	Year	Male	Female	Total
Gross Enrollment of Primary School Students	Sample Schools	1996/97	8985	7578	16563
		2001/02	14673	13963	28636
	Sample Woreda	1996/97	43,620	37,208	80,828
		2001/02	73,988	74,231	148,219
	At region Level	1996/97	160,579	128,741	289,317
		2001/02	299,026	278,676	577,702
Change in Enrollment over the five year period (1996/97 – 2001/02)	Sample Schools	No	5688	6385	12073
		%	63.3	84.3	72.9
	Sample Woreda	No	30,368	37,023	67,391
		%	69.6	99.5	83.4
	At region Level	No	138,448	149,935	288,383
		%	86.2	116.5	99.7

Source: TREB (1997; 2002)

Table XVI depicts that although the sample schools showed a positive change (72.9%) in enrollment rate over the five years period (1996/97 – 2001/02), the change had been significantly less than the average enrollment of the sample woredas (83.4%) and the region (99.7%). Similarly, the female participation of the sample schools (84.3%) was less than that of both the sample woredas (99.5%) and the region (116.5%). It could also be noted that the change in the enrollment of the female at the sample school (84.3%), sample woreda (99.5%) and region (116%) level had been greater than that of the males by greater than 20 percent indicating the narrowing of the gap that had been created before the intervention of the project The main reason, among others, for higher increment of enrollment of students at the sample woreda and region levels than that of the sample schools could be assumed to be due to the higher increment of student population in the urban areas, because, as shown in appendix 5, the sample schools included 80 percent of the primary schools located in the rural areas. From this, it seems possible to deduce that the sample schools had shown considerable change in enrollment of both sexes and in narrowing the gender gap over the five year period (1996/97 – 2001/02).

In another respect, although no available data were found on the indicators of coverage and access of the sample schools, as shown in appendix 9, the PGER, PNER, AIR and NIR of the sample woredas which were 47.8, 22.9, 68.7 and 9.3 percent respectively in 1996/97 had grown to 72.4, 60.3, 103.0 and 58.7 percent respectively in 2001/02. However, all these indicators that had been more or less at similar condition when compared with the regional level in 1996/97 were found less than that of the region

(PGER=75.2%, PNER=63.1%, AIR=112.7% and NIR=63.4%) in 2001/02. As a matter of fact, since most of the 3rd phase project schools had been found in these sample woredas, the indicators should have shown greater achievement as compared to the regional level that contains all the project and non-project schools. However, the assumption given above when contrasting the enrollment of the sample schools with that of woreda and region may hold true for this as well.

The PGER of female students of the sample woredass that was 43.8 percent in 1996/97 grew to 73.3 percent in 2001/02. The PNER of 24.1 percent in 1996/97 also went up to 64.5 percent in 2001/02 showing splendid success in enrollment. All the coverage and access indicators also show positive parity in favor of girls, i.e. the PGER parity that was 8.6 percent in favor of boys became 1.7 percent in favor of girls, the PNER that was 2.3 percent in favor of girls grew to 11.1 percent in favor of girls, the AIR that was 5.7 percent in favor of boys became 7 percent in favor of girls, and the NIR that was 0.6 percent in favor of girls grew to 7.7 percent in favor of girls. Thus, this is an indication of the narrowing of the gender gap in all aspects of the indicators.

From the preceding discussions, therefore, it would be difficult to conclude that all the achievements secured to have been obtained as a result of the intervention of TDA/BESO I Project alone. Rather, it could be inferred that the cooperative effort made by the regional government, the community, government and non-government organizations had given rise to a fruitful result. The major reasons for such improvements in the expansion of equitable access in the region, according to TREB (2002:3), were: the attention given by the regional government and TREB, the expansion of schools to rural areas, the collaborative effort of stakeholders in awareness creation and mass mobilization, the introduction of double shift system, and the increased demand for education.

7.2) Project Contribution in Terms of Promoting the Quality of Primary Education

Quality in education is difficult to define and measure. The definitions of quality in education are many and varied that testifies to the complexity and multifaceted nature of the concept. An adequate definition must include student outcomes. In practice, however, it is often described in terms of the educational inputs or the learning environment (teachers, equipment, materials, facilities, etc.) that help produce those outcomes rather than in terms of student achievement, basically because inputs are easier and less costly to measure. But it need to be noted that factors external to the school such as family background, home support, health and nutritional status of children, educational policy decisions, self effort of the child etc. also influences the child's eventual level of academic achievement (Panda, 2003:1-4).

In the poorest developing countries like Ethiopia, however, the impact of school related factors relative to external factors appear to be the greatest (Fuller, 1986:16-21). The quality indicators that are consistently related to achievement include: expenditure per pupil, instructional materials, school library, teacher training, length of instructional program, management and organizational structure, and teachers' social class. Planners in developing countries also frequently use repetition, dropout, class size, promotion, and transition rates as indicators of quality (Lockheed and Hanushek 1987, Ross and Mahlck 1990, in Grisay and Mahlck 1991:5). The contribution of TDA/BESO I Project in terms of its objective on the improvement of quality of primary education discussed under the second part of this chapter is, therefore, analyzed below in relation to the aforementioned definition and indicators of educational quality.

TABLE XVII

Project contribution for improving the school Environment

NO	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1	Which of the following materials were supplied with the assistance of TDA/BESO project to promote the instructional process of your school? (You can give more than one responses)						
	a) Classroom materials like desks, tables and chairs;	35	48.6	12	48.0	4	50.0
	b) Sport materials to strengthen the sports club;	25	34.7	14	56.0	6	75.0
	c) Agricultural tools to strengthen agriculture club;	6	8.3	2	8.0	--	--
	d) Books to strengthen the reading room (library);	47	65.3	19	76.0	6	75.0
	e) Materials for producing teaching aids to strength the school pedagogical centre;	46	63.9	21	84.0	7	87.5
	f) Laboratory equipment/chemicals for conducting experiment;.	2	2.8	1	4.0	--	--
	g) Type writers;	12	16.7	3	12.0	4	50.0
	h) Duplicating machines;	16	22.2	4	16.0	5	62.5
	i) Materials for mini educational media;	5	6.9	1	4.0	--	--
	j) Sewing machines to strengthen co-curricular activities.	1	1.4	-	-	--	--
2	What was the level of adequacy of adequacy of the materials you indicated under question number 4.1 to alleviate the instructional problems of that time?						
	a) Very adequate	9	12.9	4	16.0	--	--
	b) Adequate	41	58.6	15	60.0	--	--
	d) inadequate	19	27.1	5	20.0	8	100.0
	e) Very inadequate	1	1.4	1	4.0	--	--
	Total	**70**	**100.0**	**25**	**100.0**	**8**	**100.0**
3	Which of the following activities were performed with the assistance of TDA/BESO Project to improve the quality of education in your school? (You can give more than one responses)						
	a) Built additional classrooms to decrease the class-size (to avoid over crowdedness).	28	38.9	4	16.0	5	62.5
	b) Raised the awareness of the community to follow up the progress of their children and to engage in the improvement of school facilities.	31	43.1	15	60.0	7	87.5
	c) Improved the quality of school environment by promoting the school facilities.	24	33.3	12	48.0	6	75.0
	d) Decreased the dropout rate of children by helping improve the material conditions of instruction.	28	38.9	12	48.0	7	87.5
	e) Reduced the number of repeaters by arranging tutorial programs to help the academically weak students.	42	58.3	14	56.0	2	25.0
	f) Supplementary reading materials were bought to enrich the reading room.	46	63.9	16	64.0	4	50.0
	g) Adequate instructional aids were prepared with the materials bought by grant of the project	30	41.7	11	44.0	6	75.0
	h) Gave prize award for clever students to motivate them.	29	40.3	17	68.0	7	87.5

As shown in Table XVII item 1, the activities with high percentage that had been made with the assistance of the project to promote the instructional process of the schools under study include the supply of materials for producing teaching aids to strengthen the pedagogical center of the schools; books to strengthen the reading rooms, sport materials to strengthen clubs; and classroom materials like desks, tables and chairs. It is also evident from the table that the schools that purchased agricultural tools to strengthen agricultural clubs, laboratory equipment/chemicals to conduct experiment, type writers, duplicating machines, materials for mini educational media and sewing machines were few in number. These variations might have come due to the variations in the priority needs of different schools.

And as could be seen in item 2, except the development agents (100%) who said inadequate, most of the teachers (71.5%) and head teachers (76%) found the materials supplied very adequate/adequate to alleviate the instructional problems of that time. The reason given by SDAs for the inadequacy of the materials was that the grants given by the project during the 1st and 2nd phases (Br. 2,750.00 and Br. 8,250.00 respectively) had been very few as compared to the instructional problems that need to be solved at that time. It was only during the 3rd phase that the schools got a better (Br. 27,500.00) amount of money and with this money schools had to maintain/construct various physical facilities.

From the above discussion, it could be concluded that the explanation given by the SDAs seems reasonable. The teachers and head teachers might have found the assistance given adequate from the point of view of the money offered during the 3rd phase (Br. 27,500.00). It is also possible to suggest that schools which had not been engaged in the improvement of physical facilities of their environment might find the disbursed money sufficient for purchasing various kinds of instructional materials. Though a few in numbers, it is also important to consider that 28.5 percent of the teachers and 24 percent of the head teachers, who might have found the fund offered during the 1st and 2nd phases insufficient like the SDAs, did not find the assistance adequate.

As shown in item 3 of Table XVII, the respondents were asked to choose any one or more of the eight alternative activities that were believed to be performed in their schools with the assistance of the project to improve the quality of education. Thus, 63.9, 64.0, and 50.0 percent of the teachers, head teachers and SDAs respectively said that supplementary reading materials were bought to enrich the reading rooms of the schools under study. Except teachers (43.1%), most of the head teachers (60.0%) and SDAs (87.5%) said that the sample schools had raised the awareness of the community to follow up the progress of their children and to engage in the improvement of school facilities. Similarly, except for teachers (40.3%), many of the head teachers (68%) and SDAs (87.5%) said that to motivate clever students prize awards had been given. And except the SDAs (25.0%), who might not know the rate of promotion of students, the majority of the teachers (58.3%) and head teachers (56.0%) said that the sample schools had reduced the number of repeaters by arranging tutorial program to help the female and the academically weak students.

Except for SDAs who might not know the detailed academic activities of the individual schools, the percentage of teachers and head teachers on the other alternative activities for improving the quality of education were below average. From this, the following conclusion can be drawn:

1) Much had not been done by many of the sample schools to build additional classrooms to decrease the class size, despite the fact that student-section ratio in 1996/97 had been 1:60 which was above the standard of MoE (1:50). According to the summary accomplishment report of TDA (2002:42), out of 585 primary schools 148 (25.3%) built one classroom each, 33 schools (5.6%) built two classrooms each, 2 schools (0.3%) built three classrooms each and 186 schools (31.8%) maintained their dilapidated classrooms. This seems much less than what had been expected when compared to the problems of primary schools of the region before the intervention of the project.
2) Much had not been done by many of the sample schools to improve the quality of school environment by promoting school facilities. Out of the 585 schools, the main facilities that were reported to have been done by TDA/BESO (2002:41) include: construction of fences in 73 (12.5%) schools; construction of head teacher's office in 15 (2.6%) schools; construction of latrine in 93 (15.9%) schools; preparation of sport

fields in 31 (5.3%) schools; installation of potable water supply in 37 (6.3%) schools; and construction of gates in 22 (3.8%) schools. Thus, with these facilities the individual schools might have improved their school environment but when seen at an aggregate level one may not dare say that conducive school environment that enables the quality of education to be improved had been created.

3) Much had not been done by many of the sample schools to decrease the dropout rate of children by improving the material conditions of instruction. The activities to be done to fulfill the material conditions of schools, other than maintaining dilapidated classrooms and constructing new ones, include: constructing and furnishing pedagogical centers and reading rooms; providing laboratory equipment/chemicals, sport materials and horticultural tools; and furnishing classrooms and offices with the necessary educational materials. With regard to this, TDA's report (2002:40-43) reveals that: 159 (27.2%) schools built a room for pedagogical center; 53 (9.1%) schools built reading rooms; 26 (4.4%) schools purchased laboratory equipment/chemicals; 110 (18.8%) schools purchased sport materials; 13 (2.2%) schools purchased horticultural tools, 190 (32.5%) schools furnished their reading rooms with library materials; 74 (12.6%) schools purchased classroom materials like desks tables and chairs; and 27 schools equipped their office and staff rooms with materials like either type writers or duplicating machines or both, and tables and chairs. From this, it is possible to conclude that since the performed activities were varied and peculiar to each school, the school environmental changes that were brought about may also vary and the effect on improving the quality of education in relation to the decrease of dropout rate of primary school children by attracting them to learn had been relative but when seen at an aggregate level the effect might be assumed to be little..

4) Much had not been done by many of the sample schools to prepare adequate instructional aids with the materials bought by the project's assistance. The report of TDA, however, discloses that 318 (54.4%) of the schools had procured instructional materials to enhance the teaching-learning process. Thus, the responses given by teachers and head teachers for not producing adequate instructional materials might be, as has been included in the assessment report of TDA/BESO, due to unavailability of trained manpower to manage the school pedagogical centers.

Because the pedagogical centers had been run by teachers who had high teaching load and additional responsibilities of managing various activities.

From the above discussions, therefore, it could be concluded that the activities done to raise the awareness of the community to be involved in educational affairs, to reduce the number of repeaters, to enrich the reading rooms with supplementary materials, to encourage academically clever students in the sample schools might have better effect in improving their quality of education in contrast to the remaining alternative items listed under item 3 of Table XVII. However, from the four findings listed above, it could be concluded that the school environment had not been conducive for teachers to give better service in an environment where there were overcrowded classrooms and where many school facilities as discussed above were lacking.

TABLE XVIII

Project Contribution for Motivating Teachers to Perform Better

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1	What was the level of motivation of teachers to teach in the school of your locality before the intervention of TDA/BESO?						
	a) Very high	9	13.2	3	12.0	--	--
	b) High	37	54.4	12	48.0	3	42.9
	c) Low	22	32.4	8	32.0	4	57.1
	d) Very low	--	--	2	8.0	--	--
	Total	**68**	**100.0**	**25**	**100.0**	**7**	**100.0**
2	What efforts were made with the assistance of TDA/BESO Project to motivate teachers by removing their constraints? (You can give more than one responses)						
	a) Built teachers' residence	10	13.9	2	8.0	6	75.0
	b) Reduced the class size by building additional classrooms	26	36.1	6	24.0	4	50.0
	c) Minimized the problem of instructional materials	39	54.2	20	80.0	6	75.0
	d) Raised the awareness of the local community with regard to the status of teachers	17	23.6	13	52	6	75.0
	e) Awarded teachers for their good performance	8	11.1	4	16.0	2	25.0
	f) Made efforts to get teachers better support and supervisory services.	10	13.9	8	32.0	4	50.0
	h) Nothing was done to motivate teachers.	29	40.3	7	28.0	1	12.5
3	What was the level of motivation of teachers at the end of the project life time?						
	a) Very high	6	8.3	6	24.0	2	28.6
	b) High	49	68.1	16	64.0	5	71.4
	c) Low	9	12.5	1	4.0	--	--
	d) Very low	8	11.1	2	8.0	--	--
	Total	**72**	**100.0**	**25**	**100.0**	**7**	**100.0**

Table XVIII, item 1, shows that the level of motivation of teachers to teach in their locality, before the intervention of TDA/BESO, had been very high/high, according to the majority (67.6%) of teachers and head teachers (60%) of the sample schools. However, 32.4, 40.0 and 57.1 percent of the teachers, head teachers and SDAs respectively said that the motivation of teachers had been low. This implies that despite the school environmental and instructional problems which were prevailing before the intervention of the project, the motivation of the majority of teachers had not been affected the reason of which might be assumed to be because of the commitment they had to bring about change in the region. On the other hand, 57.0% of SDAs might have perceived the low motivation of teachers from the then unfavourable working conditions of the primary schools, as discussed in number 1 of this chapter.

The respondents were also made to choose any one or more of the seven alternative activities that were believed to motivate teachers to perform better by removing their constraints with the assistance of the project, as shown in item 2. . Out of all the alternatives given, it was the effort made to minimize the problem of instructional materials that had motivated the teachers, according to the majority of teachers (54.2%) and many of the head teachers (80.0%) and SDAs (75.0%). Head teachers (52%) and SDAs (75%) also agree that efforts had been made to raise the awareness of the local community with regard to the status of teachers. But this seemed not to have satisfied many of the teachers (75.0%) because such awareness raising programs might have been arranged rarely. Except for the high percentage of responses of SDAs for alternatives "a" and "d", all the responses given for these alternatives by teachers and head teachers is below 40 percent. The possible reason why most of the SDAs had chosen the aforementioned two alternatives could be that the response of SDAs had been based on the activities done by the project at woreda level and this may not reflect the activities done at the individual school level.

From the responses given by the respondents, it is found out that:

1) the efforts made to motivate teachers by building their residence had been low. The fact that justifies this finding is that the total number of remote rural schools that had constructed some rooms for teachers' residence was only 86 (14.7%). (TDA, 2002:41).

2) the efforts made to build additional classrooms had not reduced the class-size of the schools under study. The average class size of the sample schools which had been 1:60 in 1996/97 grew to 1:70 in 2001/02, as shown in appendix 6, implying that there were over crowded classrooms that could be a problem for classroom management by teachers. Teachers are notably happier, more efficient and able to give children individual attention when the size of class is manageable. Substantial research evidences support that the class size ranging from 25 to 50 is cost effective and the impact on student achievement is modest or nil. But larger classes are unruly, spend less time on task and teachers tend to emphasize rote learning rather than problem-solving skills Moreover, owing to the pupils' disciplinary problems, pupils detract from learning Thus, since all these problems influence pupils' achievement, classes much larger than 50 should be discouraged.(World Bank 1988; Lockheed and Verspoor 1991:60-61; UNICEF, 2000:6)).
3) the efforts to award teachers who demonstrated better performance were insignificant because the percentage of responses given by teachers, head teachers was very low (11, 16 and 25 percent respectively) and nothing was said regarding this issue on the summary and accomplishment report of TDA/BESO. But according to World Bank (!991:25-26), competitive incentives for performance, such as grants for innovative teaching projects could lift the motivation of teachers for better performance..
4) the effort made to get teachers better support and supervisory services with the assistance of the project was negligible as one could understand from the responses of teachers (13.9%) and head teachers (32%). But, according to UNICEF (2000:.12-13) and the World Bank (1990:20) since teachers in developing countries such as ours are working in crowded classrooms with sub-standard infrastructure, training and inputs, and lack of support from principals, supervisors and the broader community, giving them support and supervisory services could raise their morale and strengthen their confidence on the subject they teach..

If we look at item 3 of the same table, from the responses given by teachers (76.4%), head teachers (88.4%) and SDAs (100.0%), the motivation of teachers had also been high as what had been before the intervention of the project. However, the differences in the percentage of the responses of the respondents before and after project intervention may indicate that the motivation of the teachers had been lifted to a certain extent. But, in the comments given under strong and weak side of the project, most of the respondents have considered the project weak for not giving short training to teachers and for not giving incentives to teachers who were engaged in giving tutorial classes to the female and academically weak students.

In general, from the responses given by the respondents in item 2 of Table XVIII, it could be concluded that the activities made by the sample schools with the assistance of the project were inadequate. This is because when the project was starting its activities teachers were poorly prepared for their task, the teaching style in many primary schools was traditional, teacher-centered and fairly rigid that affected the educational quality. Had the project coordinated its activities with projects like AED/BESO and GTZ that were engaged in for the professional development of teachers and with the TREB for support and supervisory activities of teachers, the moral and motivation of teachers could have been raised in better way.

TABLE XIX

Project Contribution to Raise the Level of Quality of School Leadership

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1	What was the level of quality of school leadership in your locality before the intervention of TDA/BESO?						
	a) Very high	2	3.0	2	8.3	--	--
	b) High	25	37.3	8	33.3	--	--
	c) Low	37	55.2	14	58.4	7	100.0
	d) Very low	3	4.5	--	--	--	--
	Total	**67**	**100.0**	**24**	**100.0**	**7**	**100.0**
2	What efforts were made with the assistance of TDA/BESO Project to enable and sustain positive changes in the leadership of your school? (You can give more than one responses)						
	a) The active involvement of representatives of the local community was enhanced.	44	61.1	22	88.0	8	100.0
	b) The capacity of head teachers in school leadership was raised.	32	44.4	11	44.0	6	75.0
	c) Head teachers were made to get better authority necessary to manage and improve school instruction and to mobilize school resources.	19	26.4	14	56.0	5	62.5
	d) The usage of school resources was improved.	21	29.2	12	48.0	6	75.0
	e) Overburden of head teachers was alleviated and instructional responsibility delegated.	24	33.3	9	36.0	5	62.5
	g) Nothing was done	6	8.3	1	4.0	-	--
3	What was the level of school leadership quality after the end of the project?						
	a) Very high	14	20.0	3	12.0	1	14.3
	b) High	45	64.3	20	80.0	5	71.4
	d) Low	7	10.0	2	8.0	1	14.3
	e) Very low	4	5.7	--	--	--	--
	Total	**70**	**100.0**	**25**	**100.0**	**7**	**100.0**

As discussed in the literature, the head teacher's responsibilities are multifaceted and complex which include: community and parent relations, supervision of teachers, maintenance of facilities and equipment, reporting and record keeping, and in small schools teaching. For this reason, the leadership quality of a head teacher is crucial for school improvement. But in countries like Ethiopia, head teachers operate under significant constraints, such as chronic shortage of materials, operating funds, and staff development resources, that make instructional improvement extremely difficult. Overcoming these constraints requires high level of school leadership quality.

Thus, in a question asked to find out the level of school leadership quality before the intervention of TDA/BESO in the sample schools, as shown in item 1 of Table XIX, the majority of the teachers (59.7%) and head teachers (58.4%), and all of the SDAs

(100%) said that it had been low/very low. To enable and sustain positive changes in the leadership of the sample schools, active involvement of representatives of the local community was enhanced, according to the many of the teachers (61.1%), head teachers (88%), and SDAs (100%). As also reported by many of the head teachers themselves (56%0 and SDAs (62.5%), head teachers were made to get authority necessary to manage and improve school instruction and to mobilize school resources. However, based on the analysis of item 2, the following conclusion can be drawn.

1) Efforts were not made to raise the capacity of head teachers. The only training programs that had been arranged by the project were the two days orientation programs conducted for representatives of the community during the 1st and 3rd phases. This had been confirmed by the interview made with the director, field officer and monitoring and evaluation officer of the project. But it could not be assumed that the two orientation programs conducted for two days each were sufficient to equip the head teachers with the required leadership quality.
2) Usage of school resource was not improved. In developing countries like Ethiopia, head teachers operate under significant constraints, such as the chronic shortage of materials, operating funds, and staff development resources, that make instructional improvement extremely difficult (Lockheed and Verspoor 1991:44; World Bank, 199o:28). To wisely manage and utilize the meager resources their schools have, rendering technical assistance by SDAs and conducting short term trainings on local resource management and utilization would have minimized the prevailed problems.
3) Overburden of head teachers was not alleviated and instructional responsibility delegated. As elsewhere in developing countries, in Ethiopia the head teacher's responsibilities are multifaceted and complex which include: community and parent relations, supervision of teachers, maintenance of facilities and equipment, reporting and record keeping, and in small schools teaching. Thus, it could be suggested that head teachers were overburdened with administrative tasks and this might have jeopardized their management effectiveness to control the delivery of instruction in schools which affect the quality of education.

Despite the findings discussed above, most of the teachers (84.3%), head teachers (92%) and SDAs (85.7%) said that the level of school leadership quality after the end of the project was very high/high. This shows that they had been satisfied with the active involvement of representatives of the community, with the given authority necessary to manage and improve instruction and to mobilize resources. The training programs given for two days at the beginning of the 1st and 3rd phase might have also helped them to perform better in contrast to the situation that they had been before the beginning of the project.

Thus, in contrast to the responses given with regard to quality of education by the respondents as discussed above, let us see the variation of the indicators of the internal efficiency (dropout rate, repetition rate, pupil-teacher ratio and pupil-section ratio) of the sample schools as compared to what had been before and after the intervention at the sample woreda and region levels which include non-project schools. This is because internal efficiency in Ethiopia, as elsewhere in the third world, is taken as indicator of quality of education. In this comparison the expectation is that, because of the assistance given by the project, the internal efficiency of the sample schools need to exceed that of the region because the regional average might be affected (lowered) by the inclusion of the non-project schools. . .

TABLE XX

Comparison of Internal Efficiency Before and After Project Intervention

	Mean of Sample Schools		Mean of Sample Woreda		Regional Average	
Year	**1996/97**	**2001/02**	**1996/97**	**2001/02**	**1996/97**	**2001/02**
Dropout rate						
Male	8.94	9.2	--	4.9	13.4	3.88
Female	8.89	7.7	--	4.1	12.4	3.42
Total	8.92	8.4	--	4.4	13.0	3.65
Repetition rate						
Male	5.95	7.3	4.9	5.3	7.6	5.4
Female	11.4	12.8	8.0	8.3	13.2	7.9
Total	8.3	10.0	6.3	6.8	10.5	6.6
Ratios						
Pupil/Teacher Ratio	53	118	51	96	51	69
Pupil/Section Ratio	60	70	58	66	61	65

Source: TREB (1996/97, 1997/98, 2001/02, 2002/03)

Table XX shows the dropout and repetition rates of grades 1 to 6. As shown in the table, the mean dropout rate of the sample schools (8.92%) in 1996/97 was less than that of the region (13.3%). In 2001/02, when the project terminated, the decrease in dropout rate of the sample schools (0.52%) was less than that of the region (9.35%). This implies that the performance of the sample schools was less than that of the region. In the same way, when we look at that of the female of 1996/97, the female dropout rate of the sample schools (7.7%) was less than the regional average (12.4%). In 2001/02, when the decrease of female dropout rate of the sample schools was only 1.19%, dropout rate at regional level decreased to 3.3%. The average dropout rate of students at sample woredas level (4.4%) in 2001 was also almost half of that of the sample schools (8.4%) The better performance in the lowering of dropout of students at the sample woredas and region level in 2001/02 might have come, among others, as a result of the decrease of student dropout of primary schools found in urban schools. At all levels, however, the dropout rate of the females was less than that of the males.

On the other side, in 1996/97, when the project was starting its activities, the repetition rate of the sample schools (8.3%) had been more than that of the sample woredas (6.3%) and the region (6.4%). But in 2001/02, the repetition rate of the sample schools (from 8.3 to 10%) and sample woredas (from 6.3 to 6.8) showed an increasing tendency, while the average repetition rate at region level was decreasing (from 10.5 to 6.6%). Similar trends were seen in the repetition rate of the females. This shows that the condition of repetition rate in the sample schools was worsening.

In 1996/97, the average pupil-teacher ratio of the sample schools was slightly (1:53) greater that of the sample woreda (1:51) and the regional average indicating that there had been shortage of teachers. This shortage of teachers was exasperated in the sample schools (1:118) as compared to the sample woreda (1:96) and regional level (1:69) in 2001/02. The average pupil-section ratio that indicates the over crowdedness of students in a classroom had been more or less similar at the sample schools (1:60), sample woredas (1:58) and region (1:61) levels in 1996/97. When we come to 2001/02, the classrooms of the sample schools (1:70) had been more crowded than that of the sample woredas (1:66) and regional average (1:65). The shortage of teachers and overcrowded classrooms in the sample schools are assumed to have come as a result of much increase in the enrollment of the primary school student population that gives light to the effort made to promote the equitable access to primary education. This indicates the need for quantity-quality tradeoff as enrollment increases, i.e. enrollment increases are accompanied by worsening conditions of schooling, and the consequences of this deterioration, as teaching resources and physical facilities did not keep up with the growth in student enrollment (Duraisamy et al, 2003:3)

From the above data, it could be suggested that the internal efficiency of the sample schools was inferior to that of the regional average. This might be due to the fact that the enrollment increases did not keep up with the growth of school facilities in the project schools.

TABLE XXI

Outcomes of the Contributions of TDA/BESO Project

Item	Teachers						Head Teachers					SDAs			
	5	4	3	2	1	$\bar{X}$	5	4	3	2	$\bar{x}$	5	4	3	$\bar{x}$
Issues related to equitable access															
1. The students rate of enrolment was increased	37	29	2	3	-	4.41	14	10	-	1	4.52	3	5	-	4.38
2. The female rate of enrolment has increased	30	28	4	3	-	4.31	12	11	-	2	4.32	3	4	1	4.25
3. The flow and persistence rates of students has increased	8	39	12	11	-	3.63	4	16	2	3	3.84	1	5	2	3.88
4. The dropout rat of students has decreased	16	35	10	8	-	3.86	5	13	3	2	3.91	1	5	2	3.75
Issues related to quality of education															
5. The repetition rate of students has reduced.	15	38	13	5	1	3.85	5	17	1	2	4.00	-	7	1	3.88
6. The quality of school leadership had been improved.	18	37	4	11	2	3.81	9	15	-	-	4.38	2	6	-	4.25
7. The motivation of teachers had been promoted.	11	31	12	17	1	3.47	5	15	1	4	3.84	-	8	-	4.00

To find out the outcomes of the project in relation to equitable access, the respondents were asked a series of four questions. As shown in Table XXI of items 1, 2, 3 and 4:

1) The weighted mean of teachers ($\bar{x}$ = 4.41), head teachers ($\bar{x}$ = 4.52) and SDAs ($\bar{x}$ = 4.38) have indicated that the increase in enrollment of students had been very high. This could be justified by the change in enrollment of the sample schools over the five year period by 72.9% as discussed in Table XVI above.

2) The weighted mean of teachers ($\bar{x}$ = 4.31), head teachers ($\bar{x}$ = 4.32) and SDAs ($\bar{x}$ = 4.25) have revealed that the increase in female enrollment had been very high. This could also be justified by the change in enrollment of females of the sample schools over the five year period by 84.3% as discussed in Table XVI above.
3) The weighted mean of teachers ($\bar{x}$ = 3.63), head teachers ($\bar{x}$ = 3.84) and SDAs ($\bar{x}$ = 3.88) have shown that the flow and persistence of students had been high. However no available data was found either in the sample schools or the TREB to justify this, and
4) The weighted mean of teachers ($\bar{x}$ = 3.86), head teachers ($\bar{x}$ = 3.91) and SDAs ($\bar{x}$ = 3.75) have indicated that the decrease in the dropout of students had been high. But as shown in Table XX above, the dropout rate of boys in the sample schools showed an increasing tendency (from 8.94% to 9.2%) while that of the female was decreasing (from 8.89% to 7.7%) over the five year period. This contradicts with what had been suggested by the respondents.

Issues related to quality of education were also asked and as could be seen in items 5, 6, and 7:

1) the weighed mean of the teachers ($\bar{x}$ = 3.88), head teachers ($\bar{x}$ = 4.0) and SDAs ($\bar{x}$ = 3.88) have disclosed that the repetition of students had reduced highly in the schools understudy. On the contrary, the statistical data shown in Table XX shows that the repetition of students in the sample schools showed an increasing tendency (from 8.3% to 10.0%) instead of decreasing over the five year period. This contradicts with what had been suggested by the respondents.
2) the weighed mean of teachers ($\bar{x}$=3.47), head teachers ($\bar{x}$=3.84) and SDAs ($\bar{x}$=4.0) have indicated that the motivation of teachers had highly been improved. This justifies the finding discussed in relation to item 3 of Table XVIII.
3) the weighed mean of teachers ($\bar{x}$ = 3.81), most of the head teachers ($\bar{x}$ = 4.38) and SDAs ($\bar{x}$=4.25) have shown that the quality of leadership of the sample schools had been improved. This again justifies what had been discussed in relation to item 3 of Table XIX.

From the weighted mean shown above, therefore, it could be concluded that the project had succeeded in promoting the quality of school leadership and motivation of teachers that contributes a lot to the improvement of the quality of education in the sample schools. However, the weighed mean of the respondents for number 1 contradicts with the statistical data shown in Table XX above that indicates an increasing tendency of repetition rate for both sexes rather than decreasing.

TABLE XXII

Realization of the Objectives and Sustainability of the Project

No	Items	Respondents					
		Teachers		Head teachers		SDAs	
		No	%	No	%	No	%
1	To what extent do you think the objectives of the project were realized?						
	a) Very high	8	11.8	5	20.0	3	37.5
	b) High	53	77.9	19	76.0	5	62.5
	d) Low	7	10.3	1	4.0	--	--
	e) Very low	--	--	--	--	--	--
	Total	**68**	**100.0**	**25**	**100.0**	**8**	**100.0**
2	After the end of TDA/BESO I, how is the participation of the local community in school affairs?						
	a) The participation has increased more than what had been during the life time of the project.	39	54.9	17	68.0	2	33.3
	b) The participation is the same as what had been during the life time of the project.	28	39.5	6	24.0	1	16.7
	c) The participation is weakened when compared to what had been during the life time of the project.	4	5.6	2	8.0	3	50.0
	Total	**71**	**100.0**	**25**	**100.0**	**6**	**100.0**
3	What is the status of your school after the termination of the project? (Not to be filled by SDAs)						
	a) It continued to operate with no difficulty.	26	40.0	9	37.5	1	25.0
	b) It continued to operate with less difficulty.	35	53.9	14	58.3	3	75.0
	c) It continued to operate with more difficulty.	1	1.5	1	4.2	--	--
	d) Everything turned out to the condition that had been before the intervention of the project.	3	4.6	--	--	--	--
	Total	**65**	**100.0**	**24**	**100.0**	**4**	**100.0**

Although all what has been planned may not be realized in the real world due to both external circumstances and a change of the principal actors, the projects' development objectives are realized only when it is successfully implemented (Baum and Tolbert, 1985:357). As to the case of project activities of TDA/BESO I, Table XXI item 1, shows that most of the teachers (89.7%), head teachers (96%) and SDAs (100%) believe that the objectives of the project had been highly realized. This may subscribe to the sustainability of the activities after the termination of the project.

The justification for the success of the project could be what is reported in item 2 of the same table. Except the SDAs who did not know the conditions of the sample schools after the termination of the project, 54.9 and 68 percent of the teachers and head teachers respectively said that after the end of TDA/BESO I Project the participation of the local community in school affairs increased more than what had been during the life time of the project. Moreover, 39% of teachers and 24% of head teachers were of the opinion that the participation has been the same as what had been during the life time of the project. The possible reason for this could be assumed that the good relations and sense of ownership developed during the project period might have drove forward local knowledge and commitment.

But as shown in item 3, the status of the sample schools seems to operate with less difficulty after the project activities had been terminated, according to the majority of the teachers (53.9%), head teachers (58.3%) and SDAs 75%). The difficulty might have occurred due to the termination of financial assistance that had been granted by the project. However, it is evident from the responses given that the number of respondents who said that the participation was weakened when compared to what had been during the life time of the project was negligible. Moreover, the schools under study had neither continued to operate with more difficulty nor every thing turned out to the conditions that had been before the intervention of the project. The above discussed cases, therefore, indicate the sustainability of project activities.

CHAPTER FOUR

SUMMARY, CONCLUSION AND RECOMMENDATION

4.1. SUMMARY

The purpose of this study, as it was indicated in the introductory part, was aimed at investigating the contributions of TDA/BESO I Project in improving the equitable access to and quality of education in primary schools of Tigray. In order to come up with certain understandings about the contributions made with the assistance of the project, the following questions were used as basic questions of the study.

1. What was the status of primary education in Tigray, from 1991/92 – 1995/96, before the intervention of TDA/BESO Project?
2. What were the objectives of TDA/BESO Project in terms of access to, gender equity in, and quality of primary education in Tigray?
3. What major project activities were planned?
4. To what extent had the project initiated the community to develop sense of ownership?
5. What were the major contributions of parents and the local community in supporting the project activities in improving the access to, gender equity in, and quality of primary education?
6. What major problems were encountered during the implementation of the activities?
7. What major contributions in terms of access and quality of primary education in Tigray were made by TDA BESO Project in relation to:
   a) Increasing equitable access to primary education?
   b) Improving the quality of primary education?

Thus, these basic questions were designed under three basic categories, i.e. improvement of community involvement in promoting the school environment, equitable access and quality of education. To this effect, descriptive approach was used as the method of study. The study was carried out in 25 primary schools of 8 project woredas. Out of the sample schools, 20 (80%) were located in the rural areas of the region. Data had been collected using questionnaire from 72 teachers, 25 head teachers of 25 schools and 8 SDAs of 8 project woredas. To supplement the data collected using the questionnaire, field observation was made using a checklist and interviews were held with representatives of the community; the project and the TREB as explained in the design and methodology of the study. Moreover, documents found at the Project Office and the TREB were used as additional sources of information.

Finally, following the analysis and interpretation of data, it was learnt that some features of contributions made by TDA/BESO I in improving the equitable access to and quality of primary education did come to the surface the main findings of which are summarized as follows:

1. The Status of Primary Education in Tigray before Project Intervention (1991/92 – 1995/6):

a) ***Equitable access***: The coverage and enrollment indicators, as shown on Table XVI, revealed that the number of pupils entering grade one (AIR, NIR) and the enrollment (PGER, PNER) were low and the gender parity was wide. The disparity between the urban and rural schools was particularly very wide that needed special concern.

b) ***Quality of education***: The quality inputs like the school physical environment, qualification and training of teachers, preparation and supply of instructional materials were at a lower state. The motivation of teachers and quality of school leadership was also low. Moreover, except in pupil-teacher ratio, all the other internal efficiency indicators like dropout rate, repetition rate, and pupil-section ratio were high indicating that the quality of education was poor in all respects. Thus, the system was in a serious need of improvement of equitable access to and quality of primary education.

2. ***Objectives of TDA/BESO Project in Terms of Equitable Access and Quality of Education:*** The CSGP being one of the strategic elements of achieving the goals of BESO I, the main objective of TDA/BESO I Project was improving the quality and equity of the primary school environment. Under this objective, there were four sub-objectives that include 1) stimulating parental and community involvement so as to improve the school environment; 2/ establishing an integrated system that promotes the quality of school leadership; 3) motivating teachers by helping them improve

their conditions of service, by enhancing their role as reflective practitioners, and by improving the support services delivered to them in school; and 4) promoting the equitable access of girls. The objectives seem to be appropriate to at least minimize the drawbacks with regard to equitable access and quality of primary education seen in the status of education of the region before the project intervention. .

3. ***Major Activities Planned***: This includes the structural linkage and cooperation, manpower, selection of schools and duration of project implementation, financial assistance and school grant disbursement and capacity building

   Structural linkage and cooperation: The structure of the project (as shown in appendix 6) was planned in such away that it could incorporate all the necessary units required for implementing a project, but the establishment of steering committee at the woreda level was missing. The linkage of the project office with the stakeholders of education (as shown in appendix 7) was also all inclusive. But the cooperation among the stakeholders was found to be loose and the coordination poor.

   Manpower: Although people had been deployed to help implement the project activities from region to woreda level, the qualification of the SDAs was low and the capacity of some of them to give technical assistance was also low. The excessive number and scattered location of the project schools in a woreda made working condition difficult which might have curtailed their performance.

   Selection of schools and duration of project implementation: The selection of schools on the basis of competition had left out many schools that badly need the assistance of the project, i.e. the project had assisted the schools that could afford and win the competition. Moreover, since the time given to perform the project activities of the 1st, 2nd and 3rd phases were three, six and nine months respectively, it seems unthinkable to achieve all the sub-objectives of the project in such a short period of time.

   Financial assistance and school grant disbursement: A good amount of money was earmarked for the purpose of running the project activities, but the large coverage of project schools (585) had caused inadequate grant allocation for schools of the 1st and 2nd phases to execute the planned project activities. Consequently, many schools were forced to use all of their scarce resource (internal revenue) and construction activities of those schools that failed in the competition were left uncompleted. .Moreover, late remittance of funds by USAID and untimely settlement of utilized money had caused a delay in performing project activities.

Capacity building: The topics treated during the workshops organized for representatives of the community were pertinent and had included all representatives of the stakeholders but since the duration of sensitization was short and without continuity, it was inadequate to help implement the activities of the project. The workshops conducted to raise the capacity of the SDAs and other members of the project staff were also insufficient.

4. ***Development of Sense of Ownership*:** The efforts made to sensitize the local community the school committee and the TDA/BESO Project staff using the experiences gained during the workshop had been adequate. However, the involvement of WEO, woreda and women's association was found to be low. To strengthen the school-community relations, the schools were reaching out the community to discuss with parents regarding various academic problems. Consequently, this had led to the relative development of the sense of ownership of the community that was manifested by sending their children, especially the female to school and by the active participation of the community in the improvement of their school environment. But parents did not still develop the habit of attending meetings whenever they were called by their school and the habit of going to school on their own initiative to discuss issues related to the academic performance of their children.

5. ***Major Contributions of Parents and the Local Community*:** Most of the activities accomplished with the involvement of the local community had mainly focused on maintenance/construction of reading rooms, pedagogical center, latrine, additional classrooms, sport fields and teachers' residence. In contrast to the project and all other major stakeholders, the contribution of the local community was found to be the highest. This indicates that the small amount of grant provided by the project had initiated the community to be involved in improving their school environment basically with labour and finance. However, owing to the inadequate school grant of the project, some of the additional classrooms and pedagogical centers did not meet the minimum standard of the MoE. The school committees were also participating in the

management of their schools in such activities as planning, implementation, monitoring of the project.

6. Major Problems Encountered during the Project Implementation Period

- The school grant of the 1st and 2nd phases was inadequate to carry out initially planned activities of the project.
- Delayed remittance of the project fund by USAID, late arrival of the school grant and untimely settlement of utilized money delayed project activities.
- The time given to implement the project activities of the 1st phase was very short (3 months) and bringing about equitable access and quality education by implementing all the project activities of a school within a short time (3 months for the 1st phase, 6 months for the 2nd phase, and 9 months for the 3rd phase) would be difficult.
- Loose cooperation among the important stakeholders (especially between the project office on one hand and the TREB and other projects engaged in similar endeavour) and poor coordination of project activities had delayed the project implementation period beyond the specified time schedule.
- Turnover and lack of strong leadership capacity of the school committee of some schools and the SDAs due to inadequate training and evaluation mechanisms.
- The community participation in some localities was less than what was expected due to drought and engagement in development activities of some other sectors.
- The commitment of the woreda administration and involvement of the women's association in supporting the project activities had been low.

7. Contributions of TDA/BESO in Terms of Improving Equitable Access and Quality of Education

7.1. Major contribution in Terms of improving equitable Access

- **Increase in enrollment rate:** The project had increased the enrolment rate of children, especially girls, by building additional classrooms; raising the awareness of the community to send their children to school; improving the quality of school environment; arranging tutorial programs to decrease the repetition rate of students; and by awarding clever students. Thus, the change in the enrollment of student of the sample schools over the five year period was found to be 72.9%. However, for various reasons, this was less than that of the sample woredas (83.4%) and the region (99.7%). The change in the enrollment of the females of the sample schools (84.3%) was also found to be less than the sample woredas (99.5%) and the region (116.55%).

7.2. Major contributions in terms of promoting the quality of primary education

- ***Provision of educational materials***: Depending on the particular need and priority of the schools, the materials more commonly provided include: materials for producing instructional aids to strengthen the school pedagogical centers; books to strengthen reading rooms; sport materials to strengthen clubs; and classroom furniture like desks, tables and chairs. Moreover, Activities performed more commonly to improve the quality of education: include purchase of supplementary reading materials; enhancement of community participation for improving the physical school environment, arrangement of tutorial classes to encourage the female and to assist academically weak students, and awarding prizes to encourage the clever students. However, much had not been done to reduce the class size, to decrease the dropouts; and to prepare adequate instructional aids with the materials purchased.
- ***Motivation of teachers***: Efforts were made to motivate teachers by minimizing the problem of instructional materials. But not much effort was made to motivate teachers by building their residence, by reducing the class size, by awarding teachers who showed better performance, by helping teachers get better support and supervisory services, and by arranging short training programs to raise their capacity. The level of motivation of teachers after the project intervention was, however, improved to a certain extent.
- ***Level of quality of school leadership***: Since the involvement of representatives of the community was enhanced and head teachers were provided with better authority necessary to manage and improve school instruction and mobilize school resources, the level of quality of school leadership was improved. However, significant effort was not made to raise the capacity of head teachers and as a result of this there was no improvement in the usage of school resources. Moreover, the burden of head teachers was not alleviated and instructional responsibility was not delegated.
- ***Outcomes of the contribution:*** Issues related to equitable access like total enrollment and female participation had increased. The project had also been able

to improve the motivation of teachers and the quality of school leadership, which were key elements to improve the educational quality. However, since the TREB and other NGOs were participating on similar endeavours, what had been achieved might not be taken as the sole contribution of TDA/BESO 1. But the internal efficiency indicator like dropout and repetition rates of the sample schools showed an increasing rather than decreasing tendencies in contrast to that of the sample woredas and the region. The teacher-pupil and section-pupil ratios of the sample schools also indicate that there had been more shortage of teachers and overcrowded classrooms than that of the sample woreda and the region. Thus, it could be assumed that the quality of education had been affected by the imbalance between quantity and quality issues.

- ***Realization of objectives and sustainability of project activities:*** The project objectives with regard to equitable access had been achieved. The quality issues with regard to the improvement of motivation of teachers and the quality of school leadership had also been realized. However, the internal efficiency of the schools was low indicating that the quality of education was in bad state. Since the participation of the local community in educational affairs had not been affected after the termination of the project, it could be concluded that the sustainability of the project had been ensured.

4.2. CONCLUSION

Owing to the drastic problems of equitable access and quality of education in Tigray Region before 1996/97, the intervention of NGOs like TDA/BESO was indispensable. Accordingly, the set objectives had been appropriate to at least minimize the educational problems that the region had been encountered with. The structure of the project and the designed linkages that were intended to involve the stakeholders were all inclusive except that steering committee was not established at woreda level to help facilitate the activities at the grass root level. However, the project office had certain cooperation and coordination problems to win the support of the other stakeholders like the TREB and projects that work on similar activities.

From the analysis made, therefore, it could be concluded that the project had contributed a lot to the improvement of equitable access of primary education in Tigray by mobilizing the local community. The school-community relations, sense of ownership of the local community and the participation and leadership quality of the school committee had also relatively been improved. The attained achievements with regard to equitable access could also be attributed to the joint efforts made by the TREB and other NGOs that were participating on similar activities. This had subscribed to the relatively high involvement of the local community in school affairs. Consequently, this has been sustained after the termination of the project

Much quality related inputs like the maintenance and construction of physical facilities and provision of educational materials that were based on the specific need of the individual school were carried out. However, many of the constructed reading rooms were not well furnished and some of the pedagogical centers and classrooms were not constructed based on the minimum standard of MoE. Incentives for clever students and academic support for the female and weak students was given by arranging tutorial classes but not uniformly in all project schools. This relative improvement in the material conditions of the schools had improved the motivation of teachers.

However, the internal efficiency indicators show that the dropout and repetition rates had been increasing and that the shortage of teachers and the over crowdedness of classrooms had been high in contrast to the year before the intervention of the project and in contrast to the achievement seen in 2001/02 at sample woreda and region level. Thus, it could be concluded that despite the efforts made, the internal efficiency of the project schools had been low which had a consequence of the quality of education.

The low cooperation and coordination as well as the wide coverage of the project with limited manpower, the phasing out approach by competing schools, the inadequate school grant disbursement of the 1st and 2nd phases, the shortage of time to implement project activities in schools and the lower qualification and poor working condition of the SDAs had greater impact to weaken and/or delay the project activities. In general, if the comparison made, in terms of the internal efficiency of the project schools, between the sample schools on one hand and the sample woredas and the regional average on the other hand is taken into consideration, the success of the project in bringing about the desired results in terms of quality of education had been low.

4.3. RECOMMENDATIONS

In view of the findings and considering the conclusions reached, the following recommendations are made.

1. **Strengthening the cooperation and coordination mechanisms**: The project office needs to strengthen its cooperation among the stakeholders based on the linkage desired to be established. Since the project was operating to supplement the efforts being made by the TREB, TDA/BESO needs to coordinate the project activities based on its purpose with the strategic plans of the TREB and with other projects such as AED/BESO that are engaged on achieving common or similar objectives. This could be achieved by sharing experiences and by planning cooperatively to carry out training programs for teachers and head teachers.

2. **Establishing steering committee at the woreda level**: The nearest body that could coordinate and monitor the project activities of primary schools is the steering committee that needs to be established at woreda level. The committee could be composed of representatives of the woreda administration, the WEO, women's association and the like. This could enable the project office to delegate its activities more formally and to win the support and commitment of the woreda administration, the WEO, the women's association and other responsible organizations.

3. ***Conducting project activities in a manageable size***: Had the earmarked grant been disbursed in a manageable size of schools, for instance in the 195 3rd phase schools for five years and with out using the phasing out approach, the result would have been much better than what had been achieved at the end of the project. This may also alleviate the administrative problems associated with finance, transport assignment of manpower. Had the size been manageable, with the same fund earmarked for 585 schools (Br. 10,188,750.00) each of the 195 schools would have got better grant (Br. 52, 250.00) to execute much more activities.

4. ***Raising the grant incentives***: The amount of school grant that was supplied to the project schools, especially during the 1st and 2nd phases had been very few in relation to the prevailed educational problems of that time. Therefore, it would be wise for the project to allocate school grant based on the specific situation of the

locality and the specific problems of the schools. This could be done by conducting need assessment on the pressing educational problems of the school. Then, the school grant could be allocated by categorizing the schools having similar problems.

5. **Leaving out competition (the phasing approach)**: It is important to note that leaving out the schools which failed in the competition during the 1st and 2nd phase after they have tried to the utmost of their capacity (wasted their labour and finished their internal revenue to win the competition), would discourage the community from further involvement in school affairs and would leave some of the started maintenance/construction activities unfinished. It should also be noted that the schools that need better assistance are those schools which failed because of lack of adequate resource. Thus, it would be better not to use the phasing approach.

6. **Elongating the project implementation period:** Assisting a school for a long duration could alleviate the shortage of time to perform all the project activities. This enables to build a solid and sustainable local capacity that could plan, implement, monitor and evaluate activities related to educational affairs and mobilize the local community for further development of ownership and involvement.

7. ***Raising the capacity of representatives of the local community***: Continued training need to be given to representatives of the local community at the regional, woreda and school level. The training programs at regional and woreda level would enable them to share experiences with activities of other schools outside their locality. The share of experience could create sense of competition among schools.

8. **Deploying qualified and capable SDAs and improving their capacity and working conditions:** Since the SDAs are responsible for the actual implementation of the project activities at the school level, their educational qualification need to be equal or higher than those teachers working at the complete primary level (deploma level) who need technical assistance and guidance from them. If the SDAs are to work effectively, their working conditions need to be improved either by reducing the number of schools to be assisted to a manageable size or by increasing the number of SDAs working in a project woreda or by arranging transport facilities. Moreover,

since the workshops arranged were few and for a short time, continuous workshops that could update their capacity need also to be organized.

9. ***Evaluating the work performance of the SDAs :***The project office had never evaluated the work performance of the SDAs during the life time of TDABESO I. This may weaken the project activity and frustrate those SDAs who perfom well. To create sense of competition among SDAs for the betterment of project activities and to encourage those who perform better, evaluating their performance and giving incentives for the best works done could enable the project results to be achieved in a better way.

10. ***Raising the capacity of teachers and head teachers in cooperation with other projects working on training of teachers and head teachers***: Teachers are central to the delivery as well as the quality of education. The academic and professional training of teachers has a direct and positive bearing on the quality of their performance and consequently on the achievement of students. To do this, mechanisms of linking the activities of TDA/BESO with that of AED/BESO which is directed, among others, at giving short-term training on active learning for teachers and on improving school leadership qualities for head teachers need to be devised.

11. **Improving further the motivation of teachers:** Low teacher morale leads to low professional commitment and unprofessional attitude towards students, which leads to indifferent classroom practices, high rates of teacher absenteeism and attrition. Thus, although efforts were made to motivate teachers by improving the material conditions of schools, teachers in project schools were teaching in overcrowded classrooms. Since the teacher-pupil ratio was high, this implies that there had been shortage of teachers that causes to be become overburdened. Even the most conscientious and capable teachers cannot teach effectively under such adverse conditions. Therefore, the construction of additional classroom or additional schools may minimize the problem. Minimizing residential problems of teachers in the rural schools by constructing additional rooms and awarding teachers who show better performance in relation to project activities may further raise teachers' morale to

perform better and be retained. This again requires mobilization of the community by raising the amount of school grant to be provided by the project.

12. ***Linking project activities with supervisory activities the WEOs***: To increase the quality of instruction in classrooms and the leadership quality of schools, giving support and supervisory services for teachers and head teachers by integrating the project's activities with the TREB and particularly with WEOs seems indispensable

13. ***Improving the internal efficiency of the project schools***: As could be seen on Table XII, no significant difference is seen between the dropout rates of students before (1995/96) and after (2001/02) the intervention of the project. Moreover, the repetition rate, the class-size (pupil-section ratio) and shortage of teachers (pupil-teacher ratio) showed an increasing rather than decreasing tendency. Since this indicates the worsening of the quality of education, measures need to be taken to solve the problems by conducting research to know the real causes of the problem.

14. ***Resolving administrative problems associated with finance***: To finish the project activities as planned and scheduled and to avoid delay of project activities, USAID need to find ways and means of releasing the allocated fund on time. The TDA/BESO Project Office has also to find means of alleviating the administrative problems of disbursing school grants and the untimely settlement of utilized funds by studying the causes.

15. ***Considering the problems of schools found in the drought affected areas:*** Students learn actively and communities participate better when environmental conditions are conducive to learn and work. Since involvement of communities is low and dropout rate of students is high in drought areas, as discussed in the third chapter, in order to encourage students to learn special considerations such as allocating higher school grant or arrangement of school feeding programs need to be considered for schools located in drought affected areas.

16. ***Strengthening the awareness of the local community and school-community relations:***

a) ***Arranging awareness creation programs:*** As discussed in chapter three, although good trends of involvement in school affairs were seen, the participation of the local community is limited for various reasons. To further strengthen the habit of parents to attend school meetings whenever they are invited and to go to school on their own initiative to discuss issues related to the academic performance of their children, further awareness creation programs need to be arranged on continuous basis. This could possibly enable communities to become involved to improve equitable access and quality of primary education by contributing their time, money, material, labour, ideas, trust and good will.

b) ***Facilitating school-community relations***: To facilitate this relation schools, on top of reaching out parents for various academic issues, need to mobilize students to help the community with services such as labour during harvest and community festivities, cleaning public and religious buildings, and repairing bridges, etc. Schools also have to allow the school building and some other facilities for community meetings, festivities, etc. The other approach of strengthening community relation is by enhancing parental attitude to involve in school affairs. This is done by alleviating the factors that hinder parents from involving in school affairs. Since the hindering factors vary from community to community, local-based studies need to be conducted The common problems, however could be: a) psychological matters as back memories of schools of parents' own failure, uncomfortable feelings, embarrassment, guilty, inadequacy, shyness or resentment, etc., b) not knowing how to be involved, c) inability of schools how to approach parents and increase their involvement.

c) ***Enhancing Further Community Participation***: The awareness creation programs and good school-community relations would lead to the development of sense of ownership that is expressed by the commitment of the community to be involved in school affairs. Schools can enhance community participation by: i) becoming open and inclusive of all so as to promote a more democratic climate as well as a greater willingness for people to make a commitment of involvement; ii) becoming an integral part of the community to foster positive thinking in social and professional organizations; iii) using some of the techniques of educational vitality used to help the school and its programs become better known by making advertisement through local magazines, arranging community events, etc.; iv) soliciting support of community leaders, influential community members, and religious leaders who can mobilize people and encourage parents to take part in school affairs; v) publicizing people's contribution and successes because success is a magnet that pulls people together and increases their attachment to a program, because bonding strong relationships of individuals on a regular basis is vital to commitment building; vi) giving credit and support for community interests which involves designing to expand educational opportunities in a way that addresses community interest by incorporating considerable input from the community; and vii) strengthening the involvement of the community in the management of school that includes planning, decision making, and monitoring and evaluation.

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APPENDICES

APPENDIX - 1

Addis Ababa University

School of Graduate Studies

Faculty of Education

Department of Educational Planning and Management

Questionnaire for Teachers, Head Teachers and School Development Agents

The purpose of this questionnaire is to collect data for a study leading to an MA degree in Educational Planning and Management. It is administered to assess your views about the contributions of TDA/BESO Project in improving the access and quality of primary education in Tigray Regional State. Thus, since the dada to be collected using this questionnaire is used for academic purposes, all the information you supply will be kept confidential and you do not need to write your name on the questionnaire.

Therefore, in order to obtain pertinent and reliable information that subscribes to the success of this study, your cooperation in being genuine and frank in answering the following questions is highly indispensable.

Thank you in advance for your cooperation.

I. General Information

1.1. About your School

1.1.1. Name of the Woreda ____________________

1.1.2. Name of the school ____________________ 1.1.3. Grade level __________

1.1.4. Location: a) Town b) Rural

1.1.3. What is the average distance most of the students travel from home to school?

a) Below 1 km b) From 1 to 3 km. c) From 3 to 5 km. d) From 5 to 7 km.

e) From 7 to 9 km. f) Above 9 km.

1.2. Personal

12.1. Your present position: a) Teacher b) Head teacher c) School Development agent

1.2.2. Sex:: Male ______ Female ______

1.2.3. Total number of years of service in the school ________________

1.2.4. Total number of years of service in teaching profession ______________

1.2.5. Current educational qualification

a) Below grade 12 b) Grade 12 c) 12+TTI d) 12+ directors' course

e) Diploma f) Other______________________________

1.3.. About TDA/BESO Project

1.3.1. Year of project commencement ___________

1.3.2. Year of project termination ___________

II. Issues related to awareness creation, involvement and contributions of the local community

A. Raising the awareness of the local community

2.1. If you believe that training programs to orient the activities of the project were given at certain training centres to representatives of the community, to what extent do you think the training programs given were adequate? a) Very adequate b) Adequate c) Inadequate d) Very inadequate

2.2. If your answer for question 2.1 is "c" or "d", give your reasons briefly.

a) ____________________

b) ____________________

c) ____________________

2.3. Based on the training program given by TDA/BESO for representatives of the community, to what extent did the attendants of the seminar raise the awareness of the local community?

a) Very adequately b) Adequately c) Inadequately d) Very inadequately

2. 4. To raise the awareness of the local community regarding the objectives and activities of the project, who participated in the awareness creation program? (You can give more than one responses)

a) The school committee b) The Woreda Administration

c) TDA/BESO Project Staff d) The Woreda Education Office

e) Women's Association f) all of the above g) Others (Specify)____________________

2.5 To strengthen school-community relations and initiate the community to participate in school affairs, what did the school do with the assistance of the project? (You can give more than one responses)

a) Students were mobilized to help the community with services such as labour during harvest and community festivities, cleaning public or religious buildings, canal repair, and the like.

b) The school property was made to give service for community meetings, festivities, etc..

c) The school reached out to the community to discus with parents regarding student absenteeism, dropping out, female participation, academic difficulties, etc.

e) Others (if any) ____________________ d) None of the above

2.6. What behavioural changes that indicate improved school-community relationships were observed as a result of the awareness programs arranged? (You can give more than one responses)

a) Parents were convinced and sent their children to school, especially female children.

b) Parents attend meetings whenever they were called by the school.

c) Parents come to school on their own initiative to discus issues related to the academic performance of their children.

d) The local community was convinced and participated in the improvement of school facilities

e) The community raised sense of belongingness of the school.

f) Others (if any) ____________________

g) Nothing was done

B. Involvement and contributions of the local community

2.7. Indicate with an "x" mark in which of the following physical facilities the local community had participated to improve your school environment? (To be filled by head teachers only)

Physical facilities	Maintained	Constructed	Both
Fence			
Sport field (Playground)			
Additional classrooms			
Reading room (Library)			
Pedagogical centre			
Director's Office			
Store room			
Staff room			
Latrine (Toilet)			
Potable water supply			
Others (if any)			

2.8. What contributions did the local community make for improving the physical facilities listed under number 2.7? (You can give more than one responses) a) Material b) Labour c) financial

2.9. In performing the activities listed under number 2.7, in which of the following activities did the representatives of the local community (school committee) participate?

a) In the planning process c) In the monitoring and evaluation process

b) In the implementation process d) in all of the above

2.10. To what extent do you think was the financial assistance provided by TDA/BESO to your school adequate to carry out the physical facilities listed under number 2.7?

a) Very adequate b) Adequate c) Not adequate d) Very inadequate

2.11. Other than the local community, who do you think had contributed to the improvement of the physical facilities listed under number2.7? (You can give more than one responses)

a) The Woreda Administration b) Your school c) The Woreda Education Office

d) The Zone Education Department e) Women's Association f) All of the above

g) Others (If any) ___________________________________

2.12. How strong do you evaluate the involvement of the following stakeholders in supporting the TDA/BESO I project activities in your school?

Stakeholders	Very strong	Strong	Weak	Very weak
Woreda Administration				
Woreda education Office				
Women's Association				
TDA/BESO Project				
The local community				
The school committee				
The school				

2.13. To what extent do you think the physical facilities you marked as "x" under number 2.7 meet the minimum standard of the Ministry of Education?

a) Very adequately b) Adequately c) Inadequately d) Very Inadequately

2.14. If your answer for question number 14 is "c" or "d", please write down the reason(s).

a)____

b) ____

c) ____

III. Issues related to access to primary education

3.1. What was the level of student participation in you're your school before the intervention of TDA/BESO Project? a) Very high b) High c) Low d) Very low

3.2. If your answer for 3.1 is "c" or "d", how strong do you agree that the following causes of low enrolment rates of children were manifested in your locality before the intervention of the TDA/BESO Project?

Main causes of low enrolment in the locality	**Strongly agree**	**Agree**	**Unde-cided**	**Dis-agree**	**Strongly disagree**
Low household income					
War					
Drought					
Population growth					
Higher dependency ratio					
The need for child's labour					
A high dropout of children					
Limited capacity of school to enrol					
Long distance to school					
Poor school physical facility					
Cultural barriers like pre-mature marriage, etc.					
Poor employment prospects					
Parents' low awareness					
Inability of paying school fees					
Low budget allocation to education					

3.3. To what extent do you think that the intervention of TDA/BESO Project has contributed in raising the enrolment rate of your school?

a) Very high b) High c) Low d) Very low

3.4. If your answer for question 3.3 is "a" or "b", what activities do you think were done by TDA/BESO to improve the enrolment rates of children in your school? (You can give more than one responses)

a) Additional classrooms were built to increase the intake capacity of the school.

b) The awareness of the community to send their children to school was raised.

c) The quality of school environment was improved by promoting the school facilities.

d) The material conditions of instruction were improved to decrease the dropout of children.

e) Tutorial programs were organized to decrease the repetition rate of students.

e) Learning materials were provided for poor students to retain them.

f) Prize awards were given for clever students to motivate them.

g). School uniform was provided to all students to attract and retain children

h) Events were organized to motivate the school community

i) Others (if any) ____________________________________

3.5. To what extent do you think the activities listed under number 3.4 had contributed to increase the enrolment of girls in your school?

a) Very high b) High c) Low d) Very low

3.6. If your answer for question number 3.5 is "c" or "d", please write down the reasons in brief.

a)____

b)____

c) ____

3.7. Which of the following do you think could have more enhanced the enrolment of students in your locality? (You can give more than one responses)

a) Constructing additional schools to reduce the long distance from home to school.

b) Organizing school feeding program

c) Scheduling the academic calendar based on the objective reality of the locality.

d) Organising alternative strategies (routes) to primary education

d) All of the above

e) Others (if any ____

IV. Issues related to quality of primary education

4.1. Which of the following materials were supplied with the assistance of TDA/BESO project to promote the instructional process of your school? (You can give more than one responses)

a) Classroom materials like desks, tables and chairs;

b) Sport materials to strengthen the sports club;

c) Agricultural tools to strengthen agriculture club;

d) Books to strengthen the reading room (library);

e) Materials for producing teaching aids to strengthened the school pedagogical centre;

f) Laboratory equipment/chemicals for conducting experiment;.

g) Type writers;

h) Duplicating machines;

i) Materials for mini educational media;

j) Sewing machines to strengthen co-curricular activities.

k) Others (if any) ____

4.2. What was the level of adequacy of adequacy of the materials you indicated under question number 4.1 to alleviate the instructional problems of that time?

a) Very adequate b) Adequate c) inadequate d) Very inadequate

4.3. To what extent do you think the physical facilities (indicated under 2.7) and the provision of educational materials you encircled under question number 4.1 had contributed to the improvement of the quality of education in your school?

a) Very much b) Much c) Little d) Very little

4.4. If your answer for question number 4.3 is "c" or "d", please write your reasons in brief.

a)____________________

b)____________________

c)____________________

4.5. Which of the following activities were performed with the assistance of TDA/BESO Project to improve the quality of education in your school? (You can give more than one responses)

a) Built additional classrooms to decrease the class-size (to avoid over crowdedness).

b) Raised the awareness of the community to follow up the progress of their children and to engage in the improvement of school facilities.

c) Improved the quality of school environment by promoting the school facilities.

d) Decreased the dropout rate of children by helping improve the material conditions of instruction.

e) Reduced the number of repeaters by arranging tutorial programs to help the academically weak students.

f) Supplementary reading materials were bought to enrich the reading room.

g) Adequate instructional aids were prepared with the materials bought by grant of the project

h) Gave prize award for clever students to motivate them.

i) Others (if any) ____________________

4.6. What was the level of motivation of teachers to teach in the school of your locality before the intervention of TDA/BESO?

a) Very high b) High c) Low d) Very low

4.7. What efforts were made with the assistance of TDA/BESO Project to motivate teachers by removing their constraints? (You can give more than one responses)

a) Built teachers' residence

b) Reduced the class size by building additional classrooms

c) Minimized the problem of instructional materials

d) Raised the awareness of the local community with regard to the status of teachers

e) Awarded teachers for their good performance

f) Made efforts to get teachers better support and supervisory services.

g) Others (if any) ____________________

h) Nothing was done to motivate teachers.

4.8. What was the level of motivation of teachers at the end of the project life time?

a) Very high b) High c) Low d) Very low

4.9. If your answer for question 10 is "c" or "d", write your reasons in brief.

a) ____________________

b) ____________________

c) ____________________

4.10. What was the level of quality of school leadership in your locality before the intervention of TDA/BESO? a) Very high b) High c) Low d) Very low

4.11. What efforts were made with the assistance of TDA/BESO Project to enable and sustain positive changes in the leadership of your school? (You can give more than one responses)

a) The active involvement of representatives of the local community was enhanced.

b) The capacity of head teachers in school leadership was raised.

c) Head teachers were made to get better authority necessary to manage and improve school instruction and to mobilize school resources.

d) The usage of school resources was improved.

e) Overburden of head teachers was alleviated and instructional responsibility delegated.

f) Others (if any) ______________________________

g) Nothing was done

4.12. What was the level of school leadership quality after the end of the project?

a) Very high b) High d) Low e) Very low

4.13. If your answer for question 13 is "c" or "d", write your reasons in brief.

a) ______________________________

b) ______________________________

c) ______________________________

V. Issues related to outcomes of the contributions of TDA/BESO Project

For the following statements regarding the contributions of TDA/BESO I Project indicate your level of agreement by putting an "x" on the rating scale corresponding to the statement. The rating is scaled as follows: 5= strongly agree, 4= agree, 3= Undecided, 2= Disagree, 1= strongly disagree

No		5	4	3	2	1
5.1	***Issues related to equitable access***					
	The students rate of enrolment was increased					
	The female rate of enrolment has increased					
	The flow and persistence rates of students has increased					
	The dropout rat of students has decreased					
5.2	***Issues Related to quality of education***					
	The repetition rate of students has reduced.					
	The quality of school leadership had been improved.					
	The motivation of teachers had been promoted.					

5.3. To what extent do you think the objectives of the project were realized?

a) Very high b) High d) Low e) Very low

5.4. After the end of TDA/BESO I, how is the participation of the local community in school affairs?

a) The participation has increased more than what had been during the life time of the project.

b) The participation is the same as what had been during the life time of the project.

c) The participation is weakened when compared to what had been during the life time of the project.

5.5. What is the status of your school after the termination of the project? (Not to be filled by SDAs)

a) It continued to operate with no difficulty.

b) It continued to operate with less difficulty.

c) It continued to operate with more difficulty.

d) Everything turned out to the condition that had been before the intervention of the project.

VI. Issues related to encountered problems, and strengths and weaknesses of the project

6.1. What major problems do you think were encountered during the life time of the project? (You can give more than one responses)

a) The participation of the local community was less than what was expected.
b) The commitment of political leaders towards the project activities was weak.
c) The school grant was not enough to carry out the originally planned activities.
d) The school grant sent to the school was not arriving on time.
e) Shortage of time to conduct project activities
f) Inadequate planning and preparation (administrative inefficiency).
g) The school committee was not able to mobilize the local community.
h) The woreda education office was not as cooperative as it should be.
i) Adequate technical assistance was not given by the school development agents of the project
j) Lack of leadership capacity of the school committee
k) Inadequate monitoring and evaluation of project activities.
l) Others (if any) ______________________________

6.2. According to your opinion, what were the strengths and weaknesses of the TDA/BESO I project?

Strengths:

a)______________________________
b)______________________________
c)______________________________
d)______________________________
e) ______________________________

Weaknesses:

a)______________________________
b)______________________________
c)______________________________
d)______________________________
e) ______________________________

6.3. What do you suggest TDA/BESO need to do, if it is to continue its activities successfully?

.a) ______________________________
b) ______________________________
c) ______________________________
d) ______________________________
e) ______________________________
f) ______________________________

APPENDIX - 2

Addis Ababa University

School of Graduate Studies

Faculty of Education

Department of Educational Planning and Management

Interview for Representatives of the Local Community

1. What did you do based on the orientation given by TDA/BESO Project to mobilize the community for the improvement of your school?
2. What major activities were planned and executed in the school with the assistance of the project to increase the number of students, especially girls, and to improve the learning environment of the school?
3. What was the role of representatives of the community in planning, implementing and monitoring and evaluating of the project activities in the school?
4. In your opinion what benefits did your school get as a result of the intervention of the BESO Project?
5. What were the roles of the school development agents of the project, the woreda administration, the woreda education office and the women's association in the in supporting the objectives of the TDA/BESO Project?
6. What was the extent of satisfaction of the local community with the activities made to increase the participation rate of students and to improve the learning environment?
7. What were made with the project's assistance to improve the working conditions of teachers and quality of management of your school?
8. What was the involvement of the local community like in school affairs before, during and after the intervention of the TDA/BESO Project?
9. What major problems were encountered during the implementation period of the project?
10. In your opinion, what were the strengths and weaknesses of the project?
11. What was the role of the school development agents of the TDA/BESO Project in helping achieve the project objectives? How helpful were he/she?
12. According to your opinion, to what extent were the objectives of the project realized?

APPENDIX-3

Addis Ababa University

School of Graduate Studies

Faculty of Education

Department of Educational Planning and Management

Interview for the director, field officer and monitoring and evaluation officer of TDA/BESO Project and the Deputy Head of the TREB and Heads of the WEO and ZZED

1. What significant changes had the educational forum and symposium conducted for attendants of government, non-government and private sector brought with regard to the improvement of access to and quality of primary education?
2. To what extent had the workshops given for representatives of the local community and school development agents of the project enabled them to mobilize the local community for improving the student participation and quality of their primary schools?
3. What is your opinion regarding the adequacy of the financial grant earmarked for each school in each phase of the project activities to mobilize the local community and the project school?
4. Do you think each stakeholder (Region education Bureau, Zone Education Department, Woreda Education Office, Woreda Administration, Women's Association, The TDA/BESO Project, the school, parents and the local community) had played its part in contributing for the fulfilment of the objectives of the project? What problems did you face in coordinating the activities of various stake holders?
5. Do you think TDA/BESO I had made significant change in improving the enrolment rate and gender equity when compared with the non-project schools? If yes, what were the significant changes and if not, why?
6. What were the major contributions of the project with regard to the improvement of quality of primary education (in improving school leadership, motivation of teachers and classroom conditions).
7. What sort of activities had been done in collaboration with other NGOs who had been doing similar endeavours in the region (specially with the AED/BESO)?
8. What mechanisms were used to monitor and evaluate the project activities?
9. What major problems were encountered during the design and implementation of the project activities? What efforts were made to alleviate the problems?
10. What do you think were the major strengths and weaknesses of the project in its life time?
11. Please explain any general comment you have regarding the implementation approach, success or failure of the project activities?
12. To what extent do you think the objectives of the project were realized?

APPENDIX - 4

Addis Ababa University

School of Graduate Studies

Faculty of Education

Department of Educational Planning and Management

Observation Checklist

No	Items			
1	**Physical facilities**	**Maintained**	**Constructed**	**Remark (Standard)**
	Additional classrooms			
	Pedagogical centre			
	Reading room (Library)			
	Latrine			
	Playground			
	Fence			
	Office			
	Store			
	Staffroom			
	Teachers' residence			
	Potable water supply			
2	**Materials**	**Maintained**	**Supplied**	**Adequacy**
	Desks			
	Tables			
	Chairs			
	Supplementary reading materials (Books)			
	Materials for pedagogical centre			
	Sport materials			
	Agricultural tools			
	Duplicating machines			
	Type writers			
	Sewing machine			
	Laboratory equipment/chemical			
	Materials for mini educational media			

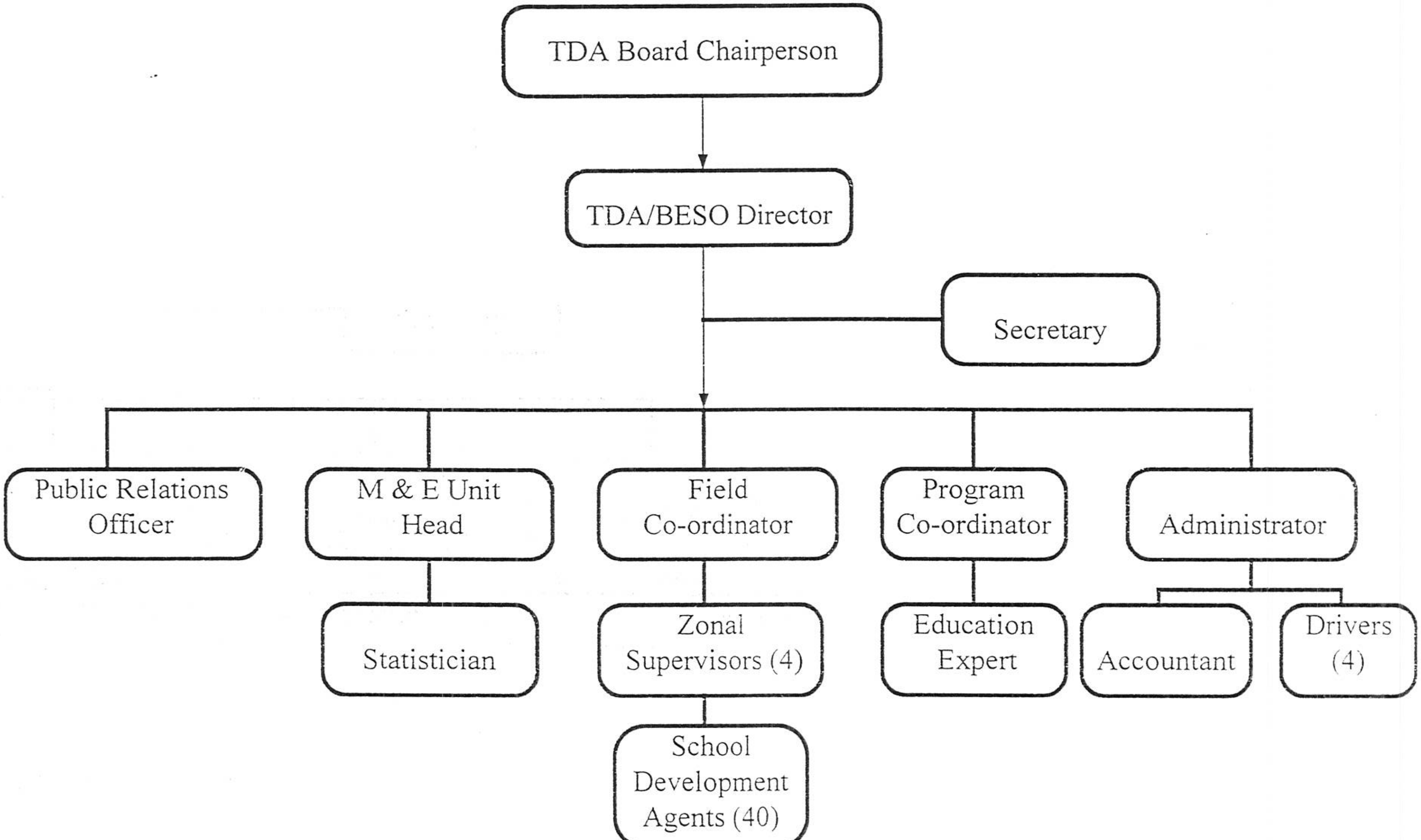
Appendix 5

LIST OF SAMPLE SCHOOLS

Zone	Woreda	No	School	Grade Level	Location
Southern	Raya Azebo	1	Degol	1 – 8	Urban
		2	Ebbo	1 – 8	Rural
		3	Genetie	1 - 6	Rural
	Enderta	4	Debre Genet	1 - 6	Rural
		5	Debri	1 – 8	Rural
		6	Mai Mekhden	1 – 8	Rural
Eastern	Wuqro	7	Adi Worema	1 – 8	Rural
		8	Agulae	1 – 8	Urban
		9	Mikhuat	1 – 6	Rural
		10	Qisanet	1 - 8	Urban
	Ganta Afeshum	11	Adi qiney	1 – 6	Ruraql
		12	Ficho	1 – 6	Rural
		13	Mai Aleqti	1 - 6	Rural
Central	Ahferom	14	Dibdibo	1 - 8	Rural
		15	Sefero	1 - 8	Rural
		16	Silisit	1 - 8	Rural
		17	Tahtay Migari Tsemri	1 - 8	Rural
	Degua Tembien	18	Aynimirkekin	1 - 6	Rural
		19	Hagere Selam	1 - 8	Urban
		20	Maigua	1 - 6	Rural
		21	Melfa	1 – 8	Rural
Western	Asgede-Tsimbila	22	Bonaque	1 - 4	Rural
		23	Harmaz Wuhate	1 - 8	Rural
	Medebay-Zana	24	Debre Kerbe	1 - 8	Urban
		25	Selekhilekha	1 – 8	Rural

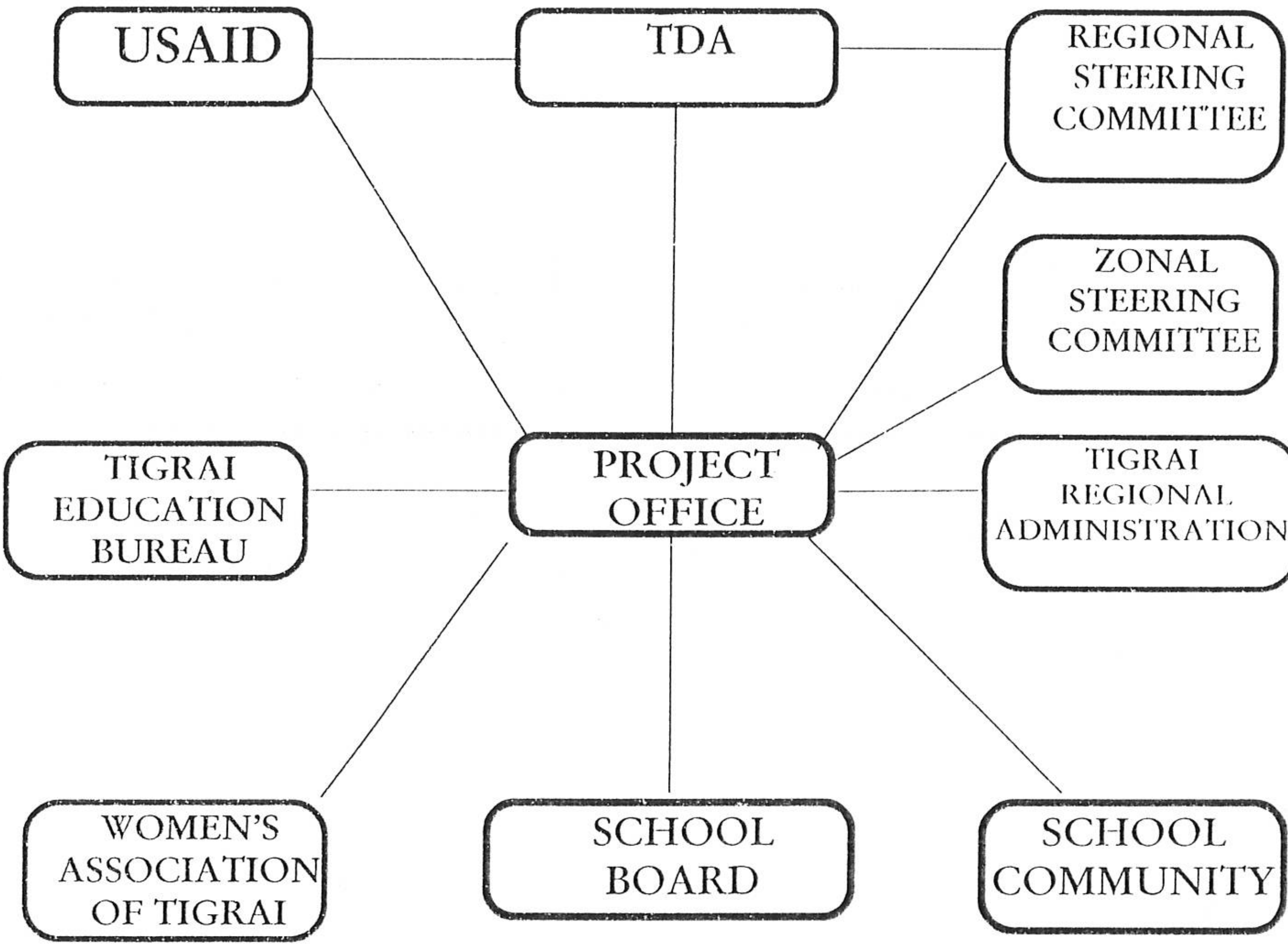
APPENDIX 6

STRUCTURE OF TDA/BESO PROJECT



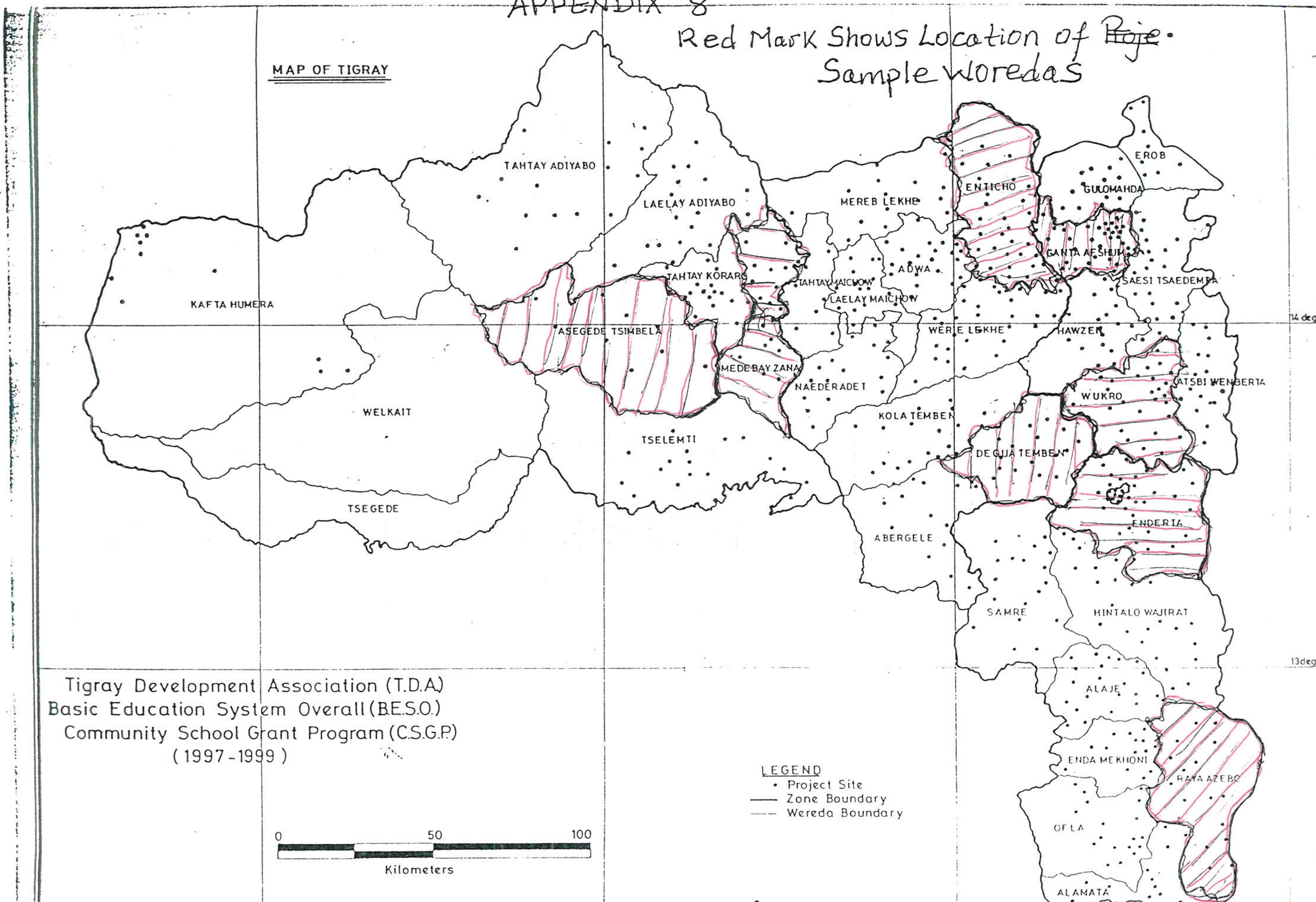
APPENDIX 7

4.1.3 TDA/BESO LINKAGES WITH OTHER PARTNERS



APPENDIX 8

Red Mark Shows Location of ~~Proje~~. Sample Woredas



APPENDIX 9

AIR, NIR, GER and NER of the Sample Woredas and the Region

No	Woreda	Year	AIR			NIR			PGER			PNER		
			M	F	Total	M	F	Total	M	F	Total	M	F	Total
1	Enderta	1997/98	46.6	69.2	57.8	7.1	8.9	8.0	32.6	47.2	39.9	17.7	28.2	22.9
		2001/02	60.4	80.8	70.5	28.2	40.0	34.1	53.2	73.2	63.1	24.6	66.9	56.7
2	Raya Azebo	1997/98	47.5	46.0	46.7	9.1	9.9	9.5	28.0	21.4	24.8	14.3	14.7	14.5
		2001/02	103.9	97.3	100.6	53.5	57.7	55.7	60.0	55.6	57.8	52.8	54.1	53.5
3	Degua Tembien	1997/98	68.7	82.1	75.2	3.6	4.4	4.0	30.7	29.5	30.1	9.9	15.5	12.6
		2001/02	84.0	107.4	95.5	30.7	43.6	37.1	51.4	60.4	55.9	36.4	51.2	43.7
4	Ahferom	1997/98	115.0	84.0	99.3	7.6	6.1	6.8	74.7	44.6	59.4	26.6	21.5	24.0
		2001/02	113.3	109.1	111.1	83.9	85.6	84.7	95.9	84.4	90.1	74.3	71.9	73.1
5	Wuqro	1997/98	87.8	81.3	34.6	12.4	14.5	13.5	74.1	62.3	68.2	30.5	33.5	32.0
		2001/02	125.5	133.9	129.6	89.5	100.3	94.8	93.3	92.5	92.9	75.2	81.6	78.4
6	Ganta Afeshum	1997/98	114.6	100.5	107.5	23.5	25.2	24.3	106.7	84.1	95.2	54.2	49.1	51.6
		2001/02	114.7	113.3	114.0	100.9	99.5	100.2	107.0	105.1	106.1	89.1	90.1	89.6
7	Asgede-Tsimbila	1997/98	86.1	59.4	73.4	3.5	3.7	3.6	31.2	26.1	28.8	7.9	12.6	10.1
		2001/02	91.1	103.2	96.9	20.8	28.6	24.5	50.0	53.2	51.5	32.0	46.5	38.9
8	Medebay Zana	1997/98	56.2	54.3	55.3	4.8	4.0	4.4	39.0	32.9	36.0	13.4	17.9	15.6
		2001/02	104.7	108.9	106.8	31.4	45.1	38.2	61.8	62.3	62.1	43.0	54.0	48.5
Mean of sample Woredas		1997/98	77.8	72.1	68.7	9.0	9.6	9.3	52.1	43.5	47.8	21.8	24.1	22.9
		2001/02	99.7	106.7	103.1	54.9	62.6	58.7	71.6	73.3	72.4	53.4	64.5	60.3
Region Average		1997/98	82.4	71.9	77.3	9.0	10.0	9.5	52.1	41.7	47.0	23.0	24.0	23.5
		2001/02	112.7	112.6	112.67	60.0	66.7	63.4	76.6	73.8	75.2	60.9	65.4	63.1

Source; TREB (1997, 2001: 3 - 19)

APPEDIX 10

Enrolment Rate, Dropout Rate, Repetition Rate, Pupil-Teacher and Pupil-Section Ratios

No	Woreda	School Name	Year	Enrolled				Dropouts				Repeaters				Pupil Tea/ Ratio	Pupil Sect/ Ratio
				Male	Fem-ale	Total	%Fe-male	Male	Fem-ale	Total	%Fe-male	Male	Fema le	Total	%Fe-male		
			1996	710	410	1120	36.6	39	18	57	31.6	79	87	166	52.4	64	78
		Dibdibo	2002	774	767	1541	50.0	50	55	105	52.4	29	40	69	58.0	77	67
			1996	369	326	695	46.9	35	30	65	46.2	12	36	48	75.0	50	57
1	Ahferom	Sefeo	2002	736	713	1449	49.2	48	61	109	56.0	26	31	57	54.4	207	66
			1996	610	373	983	37.9	46	37	83	44.6	8	13	21	61.9	62	68
		Silisit	2002	834	746	1580	47.2	2	1	3	33.3	20	26	46	56.5	144	66
		T/Migaria	1996	73	47	120	39.2	8	5	13	38.5	1	1	2	50.0	41	51
		Tsemri	2002	291	230	521	44.1	7	16	23	70.0	4	12	16	75.0	105	75
		Aynimbir-	1996	37	64	101	63.4	2	1	3	33.3	--	--	--	--	60	60
		kekin	2002	249	238	487	48.9	39	8	47	17.0	3	5	8	63	78	78
2	Degua	Hagere	1996	1028	966	1994	48.4	75	70	145	48.3	61	146	207	70.5	58	71
	Tembien	Selam	2002	1503	1544	3047	50.7	18	128	146	87.7	66	191	257	74.3	139	90
			1996	169	184	353	52.1	14	7	21	33.3	8	19	27		55	62
		Maigua	2002	273	393	666	44.0	16	13	29	44.8	20	49	69	71	121	67
			1996	215	225	440	51.1	16	12	28	42.9					64	73
		Melfa	2002	407	483	890	54.3	47	94	141	66.7	12	25	37	68	222	98
3			1996	256	216	472	45.8	13	13	26	50.0	10	24	34	70.6	69	79
		Adi Worema	2002	476	432	908	47.6	65	37	102	36.3	20	20	40	50.0	300	60
			1996	527	441	968	45.6	38	50	88	56.8	24	48	72	66.7	42	54
	Woqro	Agulae	2002	769	648	1417	45.7	35	19	54	35.2	73	71	144	49.3	129	71
			1996	274	206	480	42.9	23	19	42	45.2	15	18	33	54.5	36	49
		Mikhuat	2002	285	260	545	47.7	13	9	22	18.5	7	16	23	69.7	68	55
			1996	233	245	478	51.3	26	30	56	53.6	31	29	60	48.3	54	65
		Quisanet	2002	623	673	1296	51.9	19	12	31	38.7	47	80	127	63.0	100	72
			1996	67	42	109	38.5	20	9	29	31.0	3	14	17	82.4	39	39
4	Asgede-	Bonaqo	2002	180	120	300	40.0	34	14	48	29.2	4	6	10	60.0	60	60
	Tsimbilla	Harmaz	1996	341	114	455	25.1	91	10	101	9.9	22	22	44	50.0	41	56
		Wuhate	2002	527	215	742	29.0	70	18	88	20.5	48	22	70	31.4	62	62

No	Woreda	School Name	Year	Enrolled				Dropouts				Repeaters				Pupil Tea/ Ratio	Pupil Sect/ Ratio
				Male	Fem-ale	Total	%Fe-male	Male	Fem-ale	Total	%Fe-male	Male	Female	Total	%Fe-male		
5	Medebay Zana	Debre Kherbe	1996	746	712	1458	48.8	107	100	207	48.3	68	86	154	55.8	69	75
			2002	1083	1123	2206	50.9	264	170	434	39.2	129	288	417	69.1	96	82
		Selekhlekha	1996	856	809	1665	48.6	72	84	156	53.8	51	91	142	64.1	57	66
			2002	1413	1466	2879	50.9	149	89	238	37.4	117	173	290	59.7	93	82
6	Ganta-Afeshum	Adiqene	1996	197	100	297	33.7	--	--	--	--	1	--	1	0.0	37	42
			2002	219	219	438	50.0	--	--	--	--	22	27	49	55.1	88	55
		Ficho	1996	166	161	327	49.2	--	--	--	--	--	--	--	--	41	47
			2002	200	182	382	47.6	--	--	--	--	9	28	37	75.7	191	64
		Mai Aleqti	1996	351	347	698	49.7	41	30	71	42.3	11	22	33	66.7	63	63
			2002	358	346	704	49.1	12	4	16	25.0	23	16	39	41.0	70	70
7	Enderta	Debre Genet	1996	118	213	331	64.4	1	17	18	94.4	12	11	23	47.8	52	60
			2002	318	362	680	53.2	35	63	98	64.3	16	72	88	81.8	86	64
		Debri	1996	198	368	566	65.0	4	35	39	89.7	4	23	27	85.2	55	61
			2002	380	550	930	59.1	52	61	113	54.0	48	126	174	72.4	93	62
		Mai Mekhden	1996	173	180	353	51.0	8	12	20	60.0	13	17	30	56.7	46	63
			2002	371	436	807	52.8	18	32	50	64.0	30	50	80	62.5	114	67
8	Raya Azebo	Degol	1996	1045	687	1732	39.7	107	73	180	40.6	88	120	208	57.7	52	60
			2002	1633	1258	2891	43.5	177	56	233	42.1	241	323	564	57.3	146	82
		Ebbo	1996	122	90	212	42.5	14	12	26	46.2	5	2	7	28.6	56	56
			2002	340	294	634	46.4	110	69	179	38.4	15	35	50	70.0	94	60
		Genetie	1996	104	52	156	33.3	3	--	3	0.0	8	8	16	50.0	64	53
			2002	431	265	696	38.1	70	42	112	37.5	42	49	91	53.8	63	63
Sample Schools' mean			1996	8985	7578	16563	45.8	803	674	1477	45.6	535	837	1372	61.0	53	60
			2002	14673	13963	28636	48.8	1350	1071	2421	44.2	1071	1781	2852	96.2	118	70
Mean at Region level			1996	222293	175650	397943	44.1	17.7	16.6	17.4		11,209	14,377	25,586	56.2	51	61
			2002	304557	284384	588941	48.3	14.0	14.4	14.14		14422	19621	34043	57.6	100	68

Source: TREB (1996/97, 1997/98, 2001/02, 2002/03)

DECLARATION

I, the undersigned, declare that this thesis is my work and that all sources of material used in this thesis have been duly acknowledged.

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