Assessing Government – NGO's Partnerships in Community Based Education in Egypt- A Case Study

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Abstract

The study evaluates the partnership between the Egyptian Ministry of Education (MOE) and WHI as an NGO working in the field of community based education.

The research is an exploratory case study classified into two parts; the first deals with the international and Egyptian endeavors towards supporting community based education. The second focuses on evaluating the partnership with an NGO, through holding two expert group discussions, and designing questionnaires to investigate partners' perception of project effectiveness.

Some of the main findings are represented in: the ambiguity revolving the role and authority of the association, almost complete absence of clear criteria for accountability, and the marginal role the association played in designing and altering educational curriculums to suit local needs,

In developing countries there is no clear assessment of any reform endeavors applied; accordingly, no clear criteria for accountability. Thus he study contributes to identify the main shortcomings in the partnership discussed in order to end up with clear insight regarding the expected role from each partner to sustain and improve this project and similar projects.

Keywords: Partnership, Education for All Initiative (EFA), Community based Education, Ministry of Education in Egypt, NGO's.

1. Introduction

Partnership as a concept- between a government as one main player and other societal players – newly emerged at the beginning of the nineties of the previous century. It was initiated primarily by international organizations, as a compensating tool to overcome the negative side effects of economic reform programs; such as increasing unemployment and poverty rates. The concept lends itself to application in varied fields; i.e., in environment, electricity, health, vocational training, tourism, transportation and finally education.

Partnership is considered as a tool to fulfill partners' goals effectively to serve the public. It is defined by (Partners for the Future) as follows: "A contractual agreement between a public agency (federal, state, or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the use of the general public." Also Partnership (PPP) involves a contract between a public sector authority and a private party, in which the private party provides a public service or project and assumes substantial financial, technical and operational risk in the project (Barlow et al 2013).

The European Committee defines PPP as a relationship between the government and the private sector for delivering services traditionally delivered by the government. The essence of such partnership is to get use of the relative advantages of each party leading; thus, to deliver services of higher technical and economical efficiency (European Commission Official Site).

Worth notion, most definitions of partnerships focused on the private sector as a second party in the agreement, neglecting; accordingly, the possibility of an NGO to appear as a main partner in that scene. Government- NGO relationship in providing societal education in Egypt is the focus of the paper at hand.

Community based Education, or may be called societal education, is a kind of non-formal education or instruction which developed by the late sixties of last century. Non formal instruction was firstly used by Philip Coombs who sought to emphasize the need to efficiently allocate resources to the learning process taking place outside the formal education system, in order to overcome and compensate its shortcomings represented in the high cost, and unavailability of sufficient number of schools. International organizations in the field of human development used the concept to refer to elderly education programs, and then extended its use to include different programs related to educating and developing marginalized groups in the Third World (Janik 1997, 52). In this regard, the study explores the experience of societal education in Egypt, as a partnership model between the government and NGO's.

2. Background on Dropped out Children in Egypt

In spite of its emphasis on making the education services available to all citizens-specially those at the age of elementary education, the Egyptian Government failed to sufficiently enable them to catch this opportunity. The capacity of governmental schools to intake those at school age did not exceed 46% in June 1952. The ratio increased to reach 87% in 1980, leading thus to the dropout of one million child of age (6-12) representing

almost 25% of total children (about 4.3 million) registered then in the formal education. Moreover, about 12-15% of those registered dropped out before completing their primary education (The National Research Center 1981, a-c).

In 2006, the number of children at age (6-less than 18) and who were still out of any formal education, was estimated to be (1429215), including those who had never been registered in any education of number (1013192), and those who dropped out from primary and preparatory schools of number (416023). Table (1) represents these figures (The Central Agency for Public Mobilization and Statistics (CAPMAS) 2006).

	Male (M)		Female (F)		Total		Gender Gap
	No	%	No	%	No	%	F-M
Never Registered	422361	4.65	590831	6.95	1013192	5.76	168470
Dropped outs	242595	2.67	173428	2.04	416023	2.37	-69167
Total	664956	7.32	764259	8.99	1429215	8.13	

Table (1). Population Statistics for 2006.
Source: CAPMAS, 2008

The table indicates a high dropout ratio resulting; thus, to have illiterates of number 16.8 million representing 29.3% of total population who are above 10 years. As for the Gender Gap, the table indicates that the Gap favoring male students in the first category; i.e., the number of boys registered in formal education was higher than that of girls. However, the gap was converted favoring girls in the second category; i.e., the number of boys quitting their elementary study was more than that of girls, indicating; thus, that girls showed more insistence to pursue their study as far they had the chance or have been allowed to.

Regarding the Distribution of dropped out children (DOC) at school age in Lower and Upper Egypt; statistics reveal clear discrepancy among different governorates in the same region, and between governorates of Lower and Upper Egypt – as apparent from Table (2) and (3).

Governorate	%	Governorate	%	Governorate	%	Governorate	%
Cairo	5.9	Helwan	8.92	Sharqia	7.38	Monufia	5.31
Alexandria	6.7	Qalyubia	7.48	Beheira	9.41	North Sinai	7.05
Port Said	2.92	Damietta	6.18	Kafr Sheikh	6.09	Ismailia	7.02
Swiss	4.48	Dakahlia	4,9	Gharbia	5.14	South Sinai	12.6
Matruh	17.3						

Table (2): Dropped out Children in Lower Egypt's Governorates
Source: CAPMAS, 2008).

Governorate	%	Governorate	%	Governorate	%	Governorate	%
Giza	5.47	Menya	12.69	Kenna	6.61	Red Sea	6.1
Beni Suef	14.5	Asyut	13.27	Aswan	3.62	New Valley	2.8
Faioum	12.2	Sohag	9.75	Luxor	4.7		

Table (3): Dropped out Children in Upper Egypt's Governorates
Source: CAPMAS, 2008)

(DOC) ratios range among governorates from (2.2-17.25%). The highest ratio found in Matrouh Governorate, followed by Beheira, as both have wide spread areas leading consequently to an increased difficulty to provide enough numbers of schools equally to all areas.

For Upper Egypt's Governorates, (DOC) ratios range from (2.8-14.5%), registering the highest ratios in Beni Suef and Asyut in sequence. This fact could be attributed to high poverty rates among their population accompanied with low awareness of the education importance (CAPMAS 2008).

Several generic problems responsible of school dropouts in Egypt could be addressed as follows:

2.1. Poverty
The Human Development Report (2003) indicated that poverty ratio was 38.8% in urban areas and 34.1% in rural ones implying; thereby, families' unaffordability to satisfy their basic needs, not to mention affording education related cost (The National Planning Institute (NPI) & UNDP 2003, 26). Further, Human Resource Development reports indicated increasing poverty ratios in Egypt throughout the period 1990-2010- as shown in table (4).

Year	1990	1995	2000	2001	2002	2004	2006	2010
Poverty %	24.2	19.4	16.7	20.1	16.7	20.7.	19.6	21.6

Table (4) Poverty Ratios (1990-2010)
Source: Reports from The National Planning Institute (NPI) and The UNDP, 1997,2004, 2008, 2010.

Worth Notion that poverty ratios – according to the mentioned reports- register their highest figures in the governorates of Upper Egypt where 95% of the most poorest villages are located, on top of which Asyut governorate, as 60.6% of its population live under subsistence level (NPI & UNDP 2008, 350)

2.2. Social and Cultural Problems
Enrollment in schools is further affected by parents' socio-cultural level. A family is considered the first institutional unit that tends to shape an individual's mentality, consciousness and attitudes (Arthur 2000, 136-137). Children descending from Low socio-cultural level families are more prone to dropout schools; as explored in Dawood's study (2006, 84). Another empirical study of DOC' parents indicated that they occupied low status jobs; i.e., 25.3% of the specimens were farmers, 23.6% craftsmen, 16.1% small merchants, and 7.8% were workers. The study indicated also that 48.6% of DOC's fathers were illiterates, and 36.5% only could read and write but with no formal certificates. That is, about 85% of DOC's fathers either failed to join any formal education or dropped out during their elementary education. Whereas 81% of DOC's mothers - as the study indicated – were illiterates, and the optimum certificate they managed to obtain for the remaining ratio; 19%, was their Primary completion certificate (Shehny 2002, 357-358).

2.3. Education Related Problems
For long periods, the education system in Egypt suffers from many problems among which: low quality and quantity of public schools and the prevailing style of teaching that depends primarily on memorizing rather than explaining or understanding and that prohibits any sort of self learning and creativity (Abdel Hamid 2000, 131). The high expenses associated with what is called the quasi learning system is another major problem emerged due to the over crowdedness of public schools; as the number of students per class ranges from 70-80. Consequently improper teaching style is the prevailing symptom. The quasi learning is represented in the widespread tutorials that are mostly mandated by poorly paid teachers and the desire from parents' part to enhance their children's understanding. It is estimated that 60% of education expenses in these families is directed to such tutorials (Human Development Report in Egypt 2005).

All the previous problems triggered the movement towards more partnership between the government and other societal actors- as will be discussed below.

3. Background on government-NGO partnerships in Egypt
DOC is a worldwide problem. The Education for All (EFA) movement, born in Jomtien/ Thailand in (1990), is a global commitment to provide quality basic education for all children, youth and adults. Ten years later, in 2000, the six EFA goals, covering all aspects of basic education from early learning and adult literacy to education quality, were formalized at the World Education Forum in Dakar (UNESCO 2015). 164 governments pledged to achieve EFA by 2015 (Dakar 2000).

UNESCO leads the EFA monitoring process through its Institute for Statistics (UIS) and the EFA Global Monitoring Report. However, data show that progress appears to be slowing and an estimated 61 million primary-school-age children and 71 million lower secondary school-age children were still out of school globally in 2010. There are also indications that progress towards universal primary education is slowing and that the goal will not be met by 2015 if current trends continue (UIS 2012). Worth notion that an upcoming World Education Forum is planned to be held from 19-22 May 2015 In the Republic of Korea to assess the achievements of the EFA initiative.

Egypt and some other Arab counties are all pushing close to universal enrolments with an adjusted Net enrolment rate of 95% or above. Still, DOC appears as a major problem in Egypt which accounts for nearly half a million children, noting that 70% of them are girls (UNESCO 2011, 21-22).

In 2005/2006 it was estimated that around 400 thousands child did not get any education. However, the number of Out of school children (OSC) in Egypt is estimated to be 3 million representing the target group of what is called community based education or societal education (NPI &UNDP 2008, 26-32).

The Ministry of Education in Egypt (MOE), in collaboration with several UN Agencies and bilateral donors, in addition to local NGO's, has developed accordingly diverse forms of community based education as follows (NPI & UNDP 2008):

3.1. The One Classroom Schools for Girls in Rural and Marginalized Areas

In 1974 MOE began this initiative to provide easy access for dropped-out girls living in rural and marginalized areas. In that period the formal primary education accommodated only 75% of 6- year old children, adding thus 25% to illiterate children, in addition to another 20% of those dropping out before the completion of primary stage (National Specialized Committees 1974). MOE developed accordingly a five year plan for the establishment of 5000 one class schools, i.e., 1000 schools annually. However, only 50% of what was targeted achieved. In the nineties of the previous century the expansion of such schools led to the establishment of a central administrative unit; titled later the Public Administration for Community based Education endorsed by MOE (MOE 2008).

3.2. Friendly School Initiative for Street and Working Children

This initiative, adopted by UNESCO in collaboration with MOE, aims to re-integrate street and working children into basic education and society through enrolling them in multi-level classrooms, and offering an accelerated primary education program equivalent to the formal system. This model operates in 27 Schools in the different governorates in Egypt. MOE has committed itself to expanding the project to reach 50 schools all over the country.

3.3. Community Schools Model

This model was also initiated by UNICEF and MOE to meet the needs of deprived and marginalized children, especially girls. The initiative was built on the same concept of the one classroom and multi-grade schools. However, the community school model focuses more on community needs and community participation in school management and the use of active and self teaching/learning approaches. There are more than 20,000 enrolled in 339 community schools. Later the One-Room Community Schools were established as a merger between the previously mentioned types; the one class and community schools (UNISCO 2012).

3.4. Girls Friendly School Initiative

A new initiative has been established in collaboration with several donors catering for the provision of educational opportunities for girls living in remote and deprived areas in seven governorates in Egypt. The Initiative aims to eliminate gender disparities in those governorates by meeting the educational and social needs of girls. There are 434 schools and 10,674 enrolled girls participating in this initiative.

It is notable from the previously discussed initiatives, that although the nobility of their objectives, there is great overlap or similarity between them. This is an indicator, in researchers' opinion, to a chaotic approach in applying the principles of EFA initiative. That is, instead of empowering and activating already existing forms, there was a tendency towards establishing new ones with different titles and with no clear assessment of previous endeavors, just to give a superficial impression of the adherence to EFA initiative.

4. Methods - Case Study on MOE and WHI Partnership

In order to investigate the role of Partnership between MOE and NGO's in community –based education, the study analyses this partnership with The Women Association for Health Improvement **(WHI)** in Beheira Governorate. Beheira governorate, as was mentioned earlier, is recorded on top of other governorates in out of school children and gender disparity. Illiteracy among girls is 45% of potential candidates (6-18 years old) compared to 28% that of boys (CAPMAS 2006). Thus, it was chosen by the National Council for Childhood and Motherhood (NCCM) to be the primary location for establishing Girls Friendly Schools Initiative, amongst 6 other Upper Egypt governorates. The partnership between the government in one hand represented in MOE and NCCM, and an NGO represented in WHI on the other hand was the most notable in Beheira governorate; therefore, it was chosen as a case study.

In Beheira, the project/ partnership sponsored the establishment of 131 girl friendly schools accommodating 3241 out of school girls of age 6-14. Alongside with other forms of community based schools accommodating in their turn only 4671 child in 291 schools, it is notable that there is almost 7912 out of school child, necessitating accordingly more numbers of such schools to be established (Education Directorate in Beheira 2007).

WHI was established in 1953 with a primary objective to handle and segregate TB patients- as TB was an epidemic disease then. With the elimination of such disease, WHI shifted its concern to lodging deprived children and later to helping needy women and children. Afterwards, it was entrusted to implement the Girls Education Initiative. (Social Affairs Directorate in Beheira 2011).

The Project consisted of an administrative staff, 17 appointed supervisors to monitor affiliated schools, and facilitators who teach using mainly modern education strategies; i.e. active learning. Based on WHI's protocol with NCCM in 2008, the role of MOE in that project represented in the following (NCCM 2008):

1- Training supervisors and facilitators with cooperation with NCCM,
2- Supplying text books to all children,
3- Providing participants with school meals and health insurance, and
4- Establishing required buildings.

The Role of NCCM in that project included (Kandil eds. 2007);
1- Providing information and statistics regarding registered girls,
2- Coordinating with other partners for capacity building and monitoring the quality of education provided, and
3- Supporting in awareness and recruitment campaigns.

WHI's role as a key player in the project represented in (NCCM 2011):
1- Participating in formulating the project plan on governorate level,
2- Implementing all mandated activities and programs,
3- Coordinating with civic society institutions and volunteers in the governorate,
4- Monitoring the allotment of school meals, and the technical and administrative implementation and maintenance operations.

Worth notion that the role of each partner was theoretically stated according to what was written in the protocol. What has been taken place in reality is another issue, and this is what the current study seeks to investigate.

Concerning the Project coordinating mechanisms, the main mechanisms adopted to implement such strategy were as follows:

An Education Committee/ Village Affairs Committees are formed in each affiliated school and act as a link between the school and villagers. The committee consists of number of parents and local informal figureheads, chosen by the facilitators/teachers due to the later closeness to society members and to the parents. The committee consists of 5-11 members responsible of: cleansing and guarding the schools, communicating with governmental authorities, and receiving funds required to supply the schools with necessary equipment and educational tools.

Another link with the civil society represented in the formation of Local Teams formed according to a governor's decree and consisting of NGO's leaders and some of the project stakeholders at the governorate level and the lower local level; i.e., Markaz level, and village level (Governor of Beheira Decree 2011).

Moreover, two main departments were centrally established within the domain of MOE; the Public Administration for Societal Associations, and the Public Administration for Community Based Education, in addition to their related Units on the governorate level; i.e. the Education Directorates. These units, in addition to the NCCM, represent the government as a key player in societal education projects.

5. Results and Discussion

The study includes FOUR samples representing different stakeholders or those directly involved in the implementation of the project. The first sample consisted of 5 members of WHI's board of trustees, and the second consisted of 5 of those responsible of societal education at the Education Directorate of Beheira Governorate. The two samples are of purposive type, because the information sought was not attainable excepting from those official figures. The third sample is a cluster sample that included 7 out of 131 affiliated schools at different local levels. The Researcher depended also on "availability sample" in selecting the facilitators and members of education committees, due to the inapplicability of finding précised number of them at the 7 schools at the time of the study as they are not working on a regular basis.

Two questionnaires were formulated; the first aimed at investigating the type of partnership between MOE and WHI. It was composed of 12 questions addressed to official figures at the association and the directorate. The second aimed at assessing NGO's role in societal education, and composed of 9 questions. Also, data was collected through making Interviews with those responsible of the association and of the directorate to gain further information along side with what was obtained through questionnaires. SPSS was utilized to analyze data collected through both questionnaires. Two main dimensions were adopted to evaluate the project represented as follows:

A. The Status of Partnership between MOE and WHI
B. The Role of WHI in Supporting Societal Education Process

A.   The Status of Partnership between MOE and WHI

It has been assessed depending on three criteria:
1. Agreement on policies and action plans
2. The Integrative roles among partners
3. Partners' satisfaction on the project

Criterion 1- Agreement on policies and action plans

This was investigated with respect to the existence of: a written agreement, a shared vision, and a joint formulation of policies and programs. Concerning the agreement, it was proved through viewing the project documents the existence of a written agreement between parties; nonetheless, the ambiguity of WHI's role was very notable. A shared vision was not rather remarkable, however; there was an agreement on the strategic goal represented in registering out of school girls and eliminating gender disparity by the end of 2015. It was evident –through interviews- that the blurred vision was responsible for WHI's poor and irregular fund raising capacity. Concerning Jointly formulated plans, it was proved, from answers to question 2, that WHI participated actively with the directorate in coordinating the project though different mechanisms; meetings, visits, mails, and telephone calls. However, answers to question 3 revealed no input from WHI's side in formulating the societal education strategic plans in general. Its entire role was limited to participating in decisions taken on the project implementation phases (See: Table 5).

Alternatives: means of participation	Participation on the Directorate level in Decision related to its own project		Participation on formulating Societal Education Policies in General	
	No	%	No	%
Meetings	9	36	-	-
Mails	8	32	-	-
Visits	6	24	-	-
Telephone calls	2	8	-	-
Others	-	-	-	-
No participation	-	-	10	100
Total	25	100	10	100

Table (5) WHI's Participation in Decision Making

The value of this indicator was 1.75 out of 5, the optimum value, with a ratio of 35%. This finding calls for more application of governance criteria and the development of feasible means to enhance partners' participation in decision making.

Criterion 2- The Integrative Roles among Partners

This criterion was investigated through assessing the availability of: a) active coordinative mechanisms, b) decentralized authority, c) parents' participation, d) accountability measures, and (e) equal authority over decisions taken. As for (a), It was obvious that there was only one coordinating mechanism between MOE and societal educational associations represented in the Public Administration for Societal Associations endorsed by the Ministry and its units on the local levels. However, it was found that this Department and related local offices contributed merely in data collection and carrying out investigations about societal associations working within the governorate domain, without designing or obtaining clear vision on different ways to activate and support the contributions of such associations in the education process. An interview held with the lady responsible of Societal Association Unit in the Education Directorate at Beheira, revealed that she was the only person working in this unit, and she was not appointed but contracted out for two days a week from other district; i.e., Abu El Matamir Department. Her only responsibility was to answer back the mails received by the unit from MOE. Further, amazingly, by interviewing WHI's general supervisor of the project, he admitted his complete ignorance of this unit and its mission (Interview with: Mrs. Habib, 20/9/2014) (Interview with Mr. Ali; 23/9/2014).

To assess having a decentralized authority- indicator (b), the researcher depended on the clarity of authority for both: WHI and the Education Directorate. The questionnaire addressed to WHI's sample revealed the vagueness and ignorance of their authority boundaries with a ratio of 70% – as explicit from their answers to question 7. Similarly the questionnaire addressed to individuals in the Education Directorate's sample revealed the same perception; as 6 out of ten admitted the vagueness of authority granted.

The results call for reviewing the protocols between both parties, ensuring and clarifying the entrusted authorities and communicating these authorities out via different communication means.

As for parents' participation – indicator (c), results indicated as apparent from answers to question 4 (Table 6), poor parents' participation. 30% of individuals admitted complete absence of their participation, while almost the half (53.3%) admitted their frequent visits to the schools perceiving them as a sort of participation, without any interaction or institutional mechanism. (See: Table 6).

Participation Alternatives	No	%
Education Committees in each school	5	33.3
Meetings with officials	-	-
Frequent visits to Schools	8	53.3
No Participation	2	13.3
Other tools	-	-
Total	15	100

Table (6) Means of Parents' Participation

Regarding accountability – as a further integration indicator (d), the study revealed poor accountability measures in the partnership protocol; either within WHI itself, or from the later towards the Directorate. This could be attributed also to the indecisiveness of the protocol signed, calling thus for more firmed or rigorous accountability mechanisms to be adopted. Table (7) indicates these results as responses to question 8.

Alternatives	Internal Accountability within WHI		WHI- Directorate Relation	
	No	%	No	%
Yes	1	10	1	10
No	9	90	9	90
Total	10	100	10	100

Table (7) Accountability Measures

Another criterion for assessing the partnership is the parity of authority over decisions taken. Responses to question 10 showed that the individuals in the association sample perceived having no authority over decisions made with a ratio of 100%. Ironically, respondents in the Directorate sample confirmed the same result with a ratio of 70% - as apparent from responses to question 9. Accordingly, it is obvious that in spite of this partnership, there is a concentration of authority in the hands of MOE and unclear or ambiguous authorities granted to both partners; WHI and the Directorate. This result calls for more dispersion of well defined authorities and to be documented in the signed protocol- as stated earlier.

The value of the Integration indicator, as an average for the values of sub-indicators, registered 0.85 out of 1.43 degree of ratio 59%, necessitating; thus, more clarity of roles among partners and more cooperative means to be developed in order to get use of every partner's potentials.

Criterion 3- Partners' Satisfaction on the Project

Partners' satisfaction was estimated based on their perceived self benefits, and the mutual trust between them. The perceived benefits were investigated through asking both parties, questions 5 and 6, about the extent to which the partnership satisfied their planned objectives. The answers in Table (8) indicated the satisfaction of both WHI's officials and those of the Directorate concerning the perceived benefits from the project, but with minor difference related to the second benefit mentioned in the table, which is not applicable in the case of a public institution.

Alternatives	WHI		Education Directorate	
The Project helps to:	No	%	No	%
Achieve its mission	10	62.5	10	100
Improve its Image	6	37.5	-	-
Sustain financial funding	-	-	-	-
Sustain financial benefits to its members	-	-	-	-
Others	-	-	-	-
Total	16	100	10	100

Table (8) Partnership Perceived Benefits

Also results indicated the availability of mutual trust with 100% agreement from both parties, as apparent from their answers to question 11 and 12, and the willingness of both parties to get involved in further partnerships in the future, which represented very positive feedback.

The value of this indicator was 1.1 out of 1.43 of ratio 50.8%. This finding indicates that there was a high degree of partners' satisfaction over the perceived benefits of the project. Nonetheless, worth notion that the actual benefits were extremely moderate if compared with the objectives of the project.

B.   The Role of WHI in Supporting Societal Education

As mentioned above, the researcher used availability samples to make interviews and distribute questionnaires to: parents, facilitators, and education committees' members (may be called local education affairs councils) in each school. 25 facilitators and members from the education committees in 7 affiliated schools were selected.

The majority of researched were females especially among facilitators, as in Girls Friendly schools it is preferable to have the teachers all of the same gender, whereas the majority (91%) of the education committee members were males. Regarding the Educational standard of the individuals of the sample, the majority only completed their elementary education of ratio 64%, and the rest; 36%, ironically had no formal education. The latter group mainly belonged to the education local affairs councils as a result of the high illiteracy rate among villagers where the affiliated schools exist. Worth notion that those individuals had been appointed before the issuing of a ministerial decree which limited those posts to university graduates- especially for facilitators. The study suggests; accordingly, providing intensive training programs to those occupants to compensate the degraded education levels (See: Table 9).

Alternatives	Gender		Education Level				
	Male	Female	Higher Education	High School	Elementary Education	Read and write	Illiterate
No	10	15	-	-	16	2	7
%	40	60	-	-	64	8	28

Table (9) Sample Properties

The study depended on two main criteria to evaluate that WHI's role which are: service accessibility and quality.

Criterion 1- Accessibility of Societal Education

It was assessed through investigating WHI's role in:
1. Increasing enrollment rates of targeted children,
2. Supporting graduates in joining preparatory study.
3. Motivating already enrolled children.
4. Reducing failure rates.
5. Reducing dropout rates.

The first role assessed the different means by which WHI marketed for its services. Table (10) illustrates three main means. From answers to question 1, WHI depended mainly on home visits to persuade villagers to send their girls to schools. Taking into account the decline in enrollment rates, home visits had minimal effect in achieving their targets. Thus, we can conclude that WHI's efforts were not satisfactory, as it might have rather depended on holding formal sessions to attract as much as possible of the target group, depended on voluntary well trained teams to enhance parents' awareness regarding the importance of educating their children, or even providing them with fiscal incentives. This result, in the researcher's opinion, reflected what have been mentioned earlier concerning the poor participation from parents' side in supporting their children's education.

Alternatives	NO	%
Organizing Sessions to Villagers	6	16.7
Home Visits	18	50
Flyers and Brochures	5	13.9
Others	-	-
No Role at all	7	19.4
Total	36	100

Table (10) WHI's Role in increasing Enrollment Rates

Supporting school graduates to join preparatory education was another important role assessed from respondents' answers to question 5. Disappointedly, 60% of respondents perceived that there was no role from WHI's side in that respect, and 40% perceived that it did not do any effort to make any kind of follow ups to those managed to get enrolled. Table (11) illustrates these results.

Alternatives	No	%
Organizing awareness programs for graduates and their parents	-	-
Providing incentives package to those managed to get enrolled in prep. study	-	-
Following up those managed to get enrolled in prep. study	10	40
Others	-	-
No Role at all	15	60
Total	25	100

Table (11) WHI's Role in Supporting its Graduates

Motivating already enrolled children was assessed through the efforts done to enhance success rates, and to eliminate dropout rates. 28% of respondents to question (2) confirmed a limited role from WHI's side towards encouraging or rewarding talented children for the sake of maintain them enrolled. (See: Table 12)

Alternatives	No	%
Financial rewards	3	10
Honor Certificates	3	10
Physical Rewards	6	20
Others	-	-
No Effort	18	60
Total	30	100

Table (12) WHI's Role in Encouraging Talented Students

Moreover, a limited role was confirmed regarding WHI's endeavors towards reducing failure rates, as perceived by 32% of respondents to question (3). This result may be justified, in researcher's opinion, by the lack of common vision and accountability means addressed formerly. (See Table 13)

Alternatives	NO	%
Analyzing Failure Causes	21	43.75
Treating Failure Causes	19	39.4
Providing Tutorials	-	-
Others	-	-
No Role At All	8	16.7
Total	48	100

Table (13) WHI's Role to Eliminate Failure

Nonetheless, remarkable effort in WHI's role was registered in reducing dropout rates through analyzing and trying to fix its causes- as apparent from answers to question (4). This may be attributed; in researcher's opinion, to WHI's concern to be accused of not being competent enough to maintain it's already registered children, not to mention working on increasing the numbers of new ones. Table (14) illustrates this result.

Alternatives	NO	%
Analyzing dropout Causes	20	33.9
Efforts done to Fix the Causes	17	28.8
Awareness endeavors to children and Parents	22	37.2
Others	-	-
No Role at All	-	-
Total	59	100

Table (14) WHI's Role in Reducing Dropouts Rates

The average of the accessibility criterion indicators was 1.30 degree out of (4.11), with a ratio of 31. We can claim that there was a poor role performed by WHI with respect to the accessibility criterion, calling for more authority to be granted, and correspondingly activation or development of more accountability measures towards effectively tackling its role in enhancing enrollment rates and decreasing those of dropouts.

Criterion 2: The Quality of Societal Education
This role was assessed through investigating four main criteria which included WHI's role in:
1. Selecting and Training facilitators.
2. Providing proper physical environment.
3. Adjusting curriculums to ecological needs.
4. Monitoring the Implementation.

In selecting and training facilitators, answers to questions (6) and (7) revealed that WHI got the full authority in the recruitment and examining of potential candidates, and in organizing training sessions as well. Nonetheless, it is recommended to have certain extent of interference in selecting and training facilitators from the Directorate side to ensure compliance with quality criteria, and to compensate somehow the low educational standard of those directing the association. Worth notion that this role of the Directorate was stated clearly in the partnership protocol, nonetheless not activated. Table (15) illustrates such results.

Alternatives	No	%	Alternatives	No	%
Recruitment	20	44.4	Organizing training Sessions	25	60.9
Examining candidates	25	55.6	Off the Job training	16	39.1
Others	-	-	Others	-	-
No Role	-	-	No Role	-	-
Total	45	100		41	100

Table (15) WHI's Role in Selection and Training

In providing proper physical environment, through observation, it could be claimed that WHI provided proper surroundings for the educational process; i.e., building, furniture, equipments and tools, in addition to regular maintenance.

In adjusting curriculums to local needs, WHI had no role in altering the curriculums to cope with local needs. 48% of the sample recognized the importance to grant WHI enough authority to change the curriculums- as apparent from their responses to question (8). It was obvious that WHI's marginal role is closely linked, as was addressed earlier, with its negative role in decision making and formulating any policies related to societal education. However, this marginal role is justifiable somehow, in researcher's opinion, by the low educational standard of those directing the association.

In monitoring the implementation, on the contrary to its role in policy formulation and curriculums alteration, WHI played an important role in monitoring the performance of both facilitators and students. Table (16) shows the answers to question (9).

Alternative	No	%
Assuring that facilitators use proper educational techniques	25	35.2
Monitoring discipline in schools	21	29.5
Following up students' attendance	25	35.2
Others	-	-
No Role at All	-	-
Total	71	100

Table (16) WHI's Role in Monitoring the Implementation

The estimated value of the quality indicator was 1.71 out of 3.59 with ratio 47.77%. It is recommended thus to apply rigorous quality system in societal schools similar to what is being applied in regular education system.

6. Conclusion and Recommendations

The International community since the mid of the twentieth century provokes governments to adopt a strategy ensuring education for all, specifically primary education. This trend was initiated within a "partnership" framework that encourages the adoption of EFA initiative by different local partners hand in hand with the government.

The study investigated the status of partnership between MOE and WHI as one of the associations working in Egypt in the field of community based education. This partnership was assessed using diverse dimensions. Some of the main findings of the study are represented in the following points:

- Although there is a written agreement between both parties, there was no clear statements regarding the authorities and the roles of each of them,
- Although the establishment of the Public Administration for NGO's at the central level and its related local units as coordinative bodies, they laked sufficient capacities to formulate clear policy, to activate the role of the NGO's in societal education. The role of these coordinative bodies as proved from the study was limited to collecting data concerning different associations working within the governorate domain.
- There was ambiguity revolving the role and authority of WHI, in addition to almost complete absence of clear criteria for accountability,
- A Marginal role was played by WHI regarding designing and altering educational curriculums to suit local needs. This marginalized role was extended further to include children's parents; which should have been one of the main pillars of societal education.
- Poor educational standard of those directing the implementation of the project.
- Insufficient fund available to motivate children to get enrolled and pursue their elementary study. In addition to the lack of support the association showed to follow up its graduates to enable them to join higher educational level.

Accordingly, in order to have an effective partnership in community based education, specific roles are recommended to be adopted from various parties involved.

The government, for example, as a key player should embrace the governance criteria politically, economically and administratively. Calling; therefore, for developing the legislative and cultural environment that enables other societal actors to take over more responsibilities in their community. The government also responsible of, through its executive bodies, planning and identifying ahead the different fields and areas prone to partnership agreements based on societal current and future needs.

MOE, as a second player, is responsible of identifying in its turn different fields viable to partnerships in order to enhance vision fulfillment. Expansion in the erection of societal schools is very essential to accommodate as much of out- of school children as possible. Also, it is recommended to restructure the coordinative body in the ministry; i.e., the Public Department for NGO's by carefully selecting and empowering

its staff to effectively carry out its coordinative role. MOE; moreover, should work on efficiently building the capacities of NGO's working in the education field, and granting them enough authority to participate in designing and modifying curriculums to suit local needs. Additionally, MOE should develop rigorous and effective means for holding different parties accountable.

NGO's in their turn should seek to enhance their capacities by carefully selecting their members, building networks with community members, developing a creative package enabling them to motivate their target groups and raise their cooperation to help them achieving their mission. Dependence on international donations is very risky, consequently, networking also should be extended to local parties to gain expertise and relevant fund required to support their operations.

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APPENDCES
Appendix 1 (Questionnaire 1):   The Status of Partnership
Addressed to:
- WHI's Members (Board of Trustees, and facilitators)
- Education Directorate in Beheira Governorate (Officials at the Community- Based Education Unit)

Please fill out the Questionnaire

Gender: Male   Female

Education Standard: Post graduate Studies   University graduate   High School

　Preparatory   Read and Write   Illiterate

1- Respecting the Directorate's Girl- Friendly Schools Plan, WHI contributes in formulating it via:
   a. attending meetings
   b. Mails
   c. Visits
   d. Telephone calls
   e. Others
   f.   No participation at all

2- Regarding the Directorate's Community based Education Plan, WHI contributes in formulating it via:
   a. attending meetings
   b. Mails
   c. Visits
   d. Telephone calls
   e. Others
   f.   No participation at all

3- Parents contribute in the project via participation in:
   a. Schools' Education committees
   b. Meetings with officials
   c. Frequent visits
   d. Others
   e. No Participation at all

4- In the Directorate's perception, the Project helps to:
   a. Achieve its mission
   b. Sustain financial funding
   c. Sustain financial benefits to its members
   d. Others

5- In WHI's perception, the Project helps to:
   a. Achieve its mission
   b. Improve its Image
   c. Sustain financial funding
   d. Sustain financial benefits to its members
   e. Others

6- The authority granted to WHI concerning the Project is very clear
   a. Yes
   b. No
   c. Don't know

7- There is clear accountability within WHI
   a. Yes
   b. No
   c. Don't know

8- There is clear accountability from WHI towards The Directorate
   a. Yes
   b. No
   c. Don't Know

9- Does the Directorate have the upper hand in taking decisions concerning the Project
   a. Yes
   b. No
   c. Don't Know

10- Dose WHI have the upper hand in taking decisions concerning the Project?
    a. Yes
    b. No
    c. Don't Know

11- Do you perceive that "Trust" dominates the relation between WHI and the Directorate?
    a. Yes
    b. No

       c. Don't Know

  12- Is there a will to pursue the Partnership for more than 5 years?
       a. Yes
       b. No
       c. Don't Know

Appendix 2 (Questionnaire 2):   WHI's Role in Societal Education
Addressed to:
Facilitators
Members of the Education Committees in sample of the affiliated schools in Beheira Governorate
--
Please fill out the Questionnaire.
Gender: Male   Female
Education Standard: Post graduate Studies   University graduate   High School
  Preparatory   Read and Write   Illiterate
1- In recruiting children, WHI participate in:
       a.   Organizing Sessions to Villagers
       b.   Home Visits
       c.   Distributing flyers and brochures
       d.   Others
       e.   No Role at all
2- To motivate children, WHI offers:
       a. Financial rewards
       b. Honor Certificates
       c. Physical Rewards
       d. Others
       e. No incentive
3- Concerning failed children, WHI takes over the responsibility of:
       a. Analyzing Failure Causes
       b. Treating Failure Causes
       c. Providing Tutorials
       d. Others
       e. No Role at All
  4- Concerning Drop out children, EFI takes over the responsibility of:
       a. Analyzing dropout causes
       b. Fixing the Causes
       c. Making awareness endeavors to children and Parents
       d. Others
       e. No Role at All
  5- To encourage successful graduates to join preparatory study, WHI…
       a. Organizing awareness programs for graduates and their parents
       b. Providing incentives package to those managed to get enrolled in prep. study
       c. Following up those managed to get enrolled in prep. study
       d. Others
       e. No Role at all
  6- To select facilitators, WHI is entitled to do the following:
       a. Advertising of vacancies
       b. Examining candidates
       c. Others
       d. No Role
  7- To upgrade facilitators' standard, WHI is entitled to do the following:
       a. Organizing Training Sessions
       b. Out the Job training
       c. Others
       d. No Role
  8- WHI needs more authority to adjust curriculum to local needs
       a. Yes

   b.   No
   c.   Don't Know

9- Regarding following up the education process, WHI is responsible of:

   a.   Assuring that facilitators use proper educational techniques
   b.   Monitoring discipline in schools
   c.   Following up students' attendance
   d.   Others
   e.   No Role at All

Appendix 3 – Interviews

Interviews were held to investigate the coordinative mechanisms between WHI and the Education Directorate in Beheira Governorate- with:

Ali, Nabil el Sayed, Vice Manager of WHI, and the General Director of Girl-Friendly School Project- Beheira Governorate (23-9-2014), and

Habib, Zynab, Manager of Societal Associations – Beheira Education Directorate (20-9-2014)

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