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ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES

MAKING AND IMPLEMENTING EDUCATION POLICIES IN ETHIOPIA
SINCE 1974: PROBLEMS AND PROSPECTS

BY
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ACRONYMS

AAU	Addis Ababa University
COPWE	Commission to Organize the Workers Party of Ethiopia
DERG	See PMAC
ERGESE.....	Evaluative Research of the General Education System of Ethiopia
ESR	Education Sector Review
IAR	Institute of Agricultural Research
JCC	Joint Consultative Committee
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOH	Ministry of Health
MP.....	Member of Parliament
NCE	National Council on Education
NCEOP	National Committee on Educational Objectives and Policies
NDR	National Democratic Revolution
PDRE	Peoples Democratic Republic of Ethiopia
PMAC.....	Provisional Military Administrative Council Of Ethiopia
REB.....	Regional Education Bureau
TGE	Transitional Government of Ethiopia
TTIs	Teacher Training Institutes
UNDP	United Nations Development Program
UNESCO	United Nations Educational Scientific and Cultural Organization
US	United States
WPE.....	Workers Party of Ethiopia.....

ABSTRACT

The main purpose of this study was to look in to problems of education policy making and implementation in Ethiopia since 1974. To conduct this study the descriptive survey method was employed. Samples for this purpose were taken from 6 zones, 8 woredas and 15 schools from Addis Ababa, Afar, Amhara, Tigray and Somali. The research involved 5 categories of sample population: Department Heads and Above, Principals, Curriculum Developers, Teachers and Parents & the Community. Questionnaire survey, interview, document analysis were the main instruments used to collect the data. Statistical tools like the percentage, mean and t-test were used to analyze relationships and identify whether there are differences and agreements of the respondents regarding the various variables on the role of actors in making and implementing educational policies.

The results obtained show that education policy making in Ethiopia is still in a crisis where those in the making and those in the implementation are not yet on the same line. The findings revealed that attention to various issues like stake holder participation, listening to public voice etc. are ignored and that getting education policy right is still in a difficulty. Moreover, the research showed that there are areas and issue where common consent and understanding could be of benefit if political will prevails to overhaul education policy making and implementation.

In the study it has been found out that the life span of policies here is equal to the life span of a regime in power and when regimes go new policies follow. The results obtained in the study indicate that there is no such a thing called continuity and every thing starts always from zero. For a country like that of ours, with human, material, and financial scarcity, starting things from zero seems unbearable, unaffordable and a crime. At the end based on the findings conclusion and recommendations were made to address the problem under study.

CHAPTER ONE

THE PROBLEM AND ITS APPROACH

1.1. Background of the Problem

Education's key functions in today's society is inevitable that the way education translates the pressures placed upon it in making new policies and practices is further shedding light to the dynamics of change (Salter 1985: 15). The input of politicians, academicians and educationists what ever their formal power may be thus, consist of essentially providing support for the inevitable logic of policy making and the implementation process. This is so, for almost in every point of the modernization process, education is considered as an essential factor, for without which any attempt of entering into the technological world would be nothing but a nightmare. Nations, advancement and individual success depend more on education than any other element.

Governments of the world today consider educational issues in revolutionary terms. Cognizant of the fact that educational systems need not be imported or exported, attempts to overhaul the inside has been the order of the day and actions are taking place here and there to bring about change and order to educational chaos's.

Education policy making equally and importantly policy implementation is a process controlled by those who have the most power i.e., the state apparatus. It seems worth mentioning that politics has to deal with power and power involves many things like decision-

making, resource allocations, conflict settlement and the provision of social amenities (Uchendu 1995:2) to all sectors of society.

Educating the youth is the most important task of any modern polity next to organizing itself to carry out actions as a society. This important task can either take formal or a non-formal procedure with aims of creating future citizens who shall be shouldering functions and responsibilities of society. Even if there are many ways of learning guided by various policies and guide lines the concern of this study is limited to making a focus on policy making and implementation issues related to a formal schooling system.

Education plays a role in socializing people. This process starts from early child hood at schools. Schools are made to educate and socialize mankind and solve problems of society. Such an activity or process is guided by a policy or set of policies made by politicians, bureaucrats or professionals. If the made policies are good enough to be implemented, schools will be producing people of high caliber and best quality. For the sake of simplicity, success or failure of an educational system depends on the nature of a policy given. A policy that is reflecting the social, mental, economic and spiritual need of society lives, while that of imposition especially from top die sooner or later.

What then is a **policy**, *policy making* and **implementation**?

To use the words of Hadad & Demisky (1984: 4) a policy is “an explicit or implicit decision or group of decisions, which may set out directives for guiding future decision, or initiate, sustain or retard action, or guide the implementation of previous decisions”. Policies establish

the framework in which the operating staff at each level doing different activity makes decisions.

Rue and Byars (1986:133) defined policies as general and broad guides to actions. As to the said authorities policies may constrain or speed up attainment of objectives. Future strategies, plans, operations and activities are derived from policies. Monhan & Hengst (1982), Chandan (1995), and Lenotides (1982) explained policies as guides or direction giving statements used to make future decisions. Policies are nothing but guidelines to actions. Policymaking is “shaping needs and formulating structures” and involves many things. Policies are documents of intentions and objectives. Based on the intent and objective, a strategy is developed showing long-term development targets.

A body to make a policy could be from the bureaucracy, from those with the political power or a combination of the two. Policies may be made arbitrarily or with reason. They may originate from TOP to descend or from BOTTOM to ascend. External factors and forces influence policy making by supplying or withholding aid. Whatever the case may be however, policies are what those with the political power perceive, sense and take step to make things happen as they intend them to be.

Implementation on the other hand is putting a policy into effect. It is changing the substance to practical terms. Education policy making and implementation is a chaotic activity and a concern of everybody. The divergent and contending interests of the public at large make policy-making and implementation problematic. Added to that is the attempt of those in power to inscribe their ideologies and beliefs in policies to control thinking of the people. More over the sector is not a neutral set of institution. It is inextricably connected to the forms

of domination and subordination of whatever form in a given society. Hence analyzing policy-making and implementation seems vital.

1.2 - Statement of the problem

Ethiopia is a country with its own alphabet. This however, never insured its educational development. Rather as Teshome Wagaw (1979) noted the development of the Ethiopian education system has been viewed with dissatisfaction principally because it failed to satisfy the aspiration of its people. Many Scholars studied the history of the Ethiopian education system. To state few, one can name Girma Amare(1963), Taddese Tereffe (1964), Gray Robert Daniel (1970), Legesse Lemma (1983), Christine Mcnab (1988), Kinfé Abraham (1992) and others both nationals and expatriates.. There were also scholars who specifically tried to look into policy matters of the education sector rather than the story and history. In this regard Seyoum Tefera (1996) and Tekeste Negash (1990), (1996) tried to show the public the deficiencies of the sector through their works. This area however is not sufficiently treated and explored.

The intention of this study is to follow suit, expound and explore issues of policy making and implementation in Ethiopia a subject feared and not well treated. During the old days the church was indoctrinating society in the sanctity of feudal systems and monarchies, and now education after 1974, at more politicized and directed towards rectifying systems of administrations for obvious reasons. It was said that the church and the education system were closely attached to the structure of the feudal system, so is it now in the hands and manipulations of groups with political power. The desire of making educational policies contain political philosophies of governments in power is still active.

Grey Robert Daniel (1970) studied the relationship between education and politics in Ethiopia but not from an educationist point of view. As he was a Political Scientist by profession he attempted to assess the role education played in the making of the nation. Legesse Lema (1984) and the Ministry of Education (1984) on the other hand tried to examine the inadequate structure of education in Ethiopia prior to 1974 however, as the day demanded, both gave it a communist flavor to win the blessings of the then government.

This period (1974) has been taken as a benchmark of this study for many reasons. The period aimed at emancipating the masses from oppression by raising their political consciousness through the teaching of Marxism-Leninism a new idea and philosophy to the Ethiopian public and the education system. Education was highly propagated in serving as being a means to free the country from backwardness and put the people in a meaningful development.

Education was to eradicate illiteracy, unemployment, lumpenism and geared to promote habits and attitudes of hard working and producing society. The number of students and schools showed tremendous increase. Objectives like making primary education universal and at the same time making education production oriented were the mottoes of the period which in many instances makes the period peculiar.

When the Military government was overthrown by the EPRDF forces the known straight jacket of new policy design came into effect justifying the coming into power of a government means a change of policies. As the saying goes "politics and education here live in a symbiotic relationship each influencing the fate of the other" (Thomas: 1983:1). One should serve a system to get support or stand in contrary to face the consequence. The concern

of this study is thus to make a look into educational policy making and implementation issues of this country as of 1974. Having this in mind the study tries to answer the following basic questions: -

- 1- Are educational policies in Ethiopia formulated as per the need of the country? Are they participatory?
- 2- What rationales are policy makers looking to in making educational policies?
- 3- Some policies were implemented but failed. Why is it?
- 4- Is education policy making and implementation in Ethiopia free from pressures?
- 5- Why are policy makers and implementers going in the opposite direction?

1.3- Significance of the Study

There are various policies of education made in Ethiopia since 1974 but professionals and politicians of this country talk differently over educational issues. Issues like, medium of instruction, curriculum set up, performance appraisal, automatic promotion, decentralizing the management of education etc. are contending the forces. There are units who stand for, as there are elements that are against the ideas.

Of all things, here political groups label their applications of influence in education as “social control” or “public interest” while those in the school say they are “meddling” and “interfering”. As a result education policy making equally and importantly policy implementation in this country seems chaotic and full of problems. Therefore looking to the issues could be significant for the following reasons:-

1. Policy making here is not seen as a science and a subject of specialization rather exercises are done with simple fiat. Hence this study may provide information on approaches & processes of education policy making.
2. The findings may motivate or provoke concerned authorities and professionals to, foresee educational problems instead of repairing failures.

3. The study may provide information to researchers who have the interest in making further studies in the field.

1.4. Delimitation of the Study

This study does not assess each and every educational policies made as of 1974. it is, rather delimited to elements that had brought about major changes like in curriculum reform, medium of instruction, promotion, appraisal scheme, and the career structure. Radical policy departures and changes in the early days of the “Derg” and the incumbent government are analyzed.

1.5. Limitations of the Study

The most serious limitation to the study was the difficulty to get in touch with officials subject to the study. At times even those who were accessible were reluctant, suspicious and disinterested in responding questions. Due to this, the researcher was not able to collect the data with in the planned time frame. This has made the analysis a difficult task even to submit the first draft copy to the advisor on time as per the University schedule. To be honest this has affected the study from being deep and exhaustive.

Moreover, finance and shortage of time were limitations. In addition to this, distributing and collecting the questionnaire from five regions was another limitation.

1.6 Methods and Procedures of the Study

1.6.1 Methods of the study

The method used in this study is the descriptive method. The method served to explain current phenomenon, relationships, opinion and views of those who are at a policy making level (Department Heads and Above), who design curriculums (Curriculum Developers), who looks over the day today actual teaching learning exercises (Principals), who are at the actual process (Teachers) and the beneficiaries (parents and the community). It has also helped to explain processes, effects, trends and wishes. Therefore the method served as a tool to describe, summarize and reduce the mass of data collected to an extent of being manageable.

1.6.2. Sampling Procedures and the Sample Population

The study covered a zone from Addis, two from Amhara, one from Tigray, one from Afar and one from Somali. On top of that personnel from the Federal Ministry of Education, Addis Ababa and Oromia Region Education Bureaus were included in the study. These samples were purposely selected for the following reasons: -

First of all the researcher is well acquainted with people working in the Ministry of Education, and Regions. This has contributed much to appreciate problems and conduct the research.

Sites were also selected from Afar & Somali to make comparisons with regions like Amhara, Addis Ababa and Tigray. The three regions are considered as advantages in terms of experience, manpower and the bureaucratic setup compared to the first two. As the purpose of

education is the production of individuals to contribute to the overall development of a country, looking at things in comparison seems essential.

Once that was done, eight schools from Addis (five primary and three secondary), two from Amhara (one primary and one secondary) three from Tigray (two primary and one secondary) one from Afar (1-12) and one from Somali (9-12) were selected making the total number of schools fifteen. Care was taken to avoid selection of schools of equal level. Then from that school locality parents to respond to questions were randomly selected.

1.6.3. Instrumentation

1.6.3.1. The Questionnaire

To collect the required information from subjects of the study, five sets of questionnaires consisting 50 items for officials, 39 for principals, 28 for curriculum developers, 37 for teachers and 28 for parents and the community were distributed. Questionnaires were prepared to be filled in by purposely selected and available samples in Addis Ababa, Amhara, Afar, Tigray and Somali. The questionnaire was administered to 475 respondents that included people engaged in the teaching and non-teaching profession. Teachers, Principals, Curriculum Developers and parents were included in the study. The question items in the questionnaires were open and close-ended questions constructed in Amharic. The questionnaires were pre tested on a pilot study carried out on 5 purposely-selected officials and 60 randomly selected curriculum developers, principals, teachers and the community. These subjects were later excluded from the main sample. The feed back obtained helped to refine and improve the quality of the instrument for the final study..

The opinion of officials, actual front line actors and beneficiaries was gathered to verify responses from different directions. Questionnaires were distributed to 30 department heads, 30 principals, 15 curriculum developers, 200 teachers and 200 parents and the community making the total 475. Of the sent out 475 questionnaires an 80.6 percent response rate was achieved. 80 percent of the department heads, 83 percent of the principals 80 percent of the curriculum developers 76 percent of the teachers and 85 percent of the parents and the community responded. Government institutions included in the study are the Ministry of Education, the Addis Ababa, Amhara, Afar, Tigray and Somali Education Bureaus. 6 zones from the regions and 15 schools were under consideration of the study (for details see the appendix section).

1.6. 3. 2. The Interview Scheme

The interview like the questionnaire was administered to officials, “officials, teacher union leader’s”, experts and people from all walks of life. The interviews were conducted over three week's time. All respondents didn't allow the researcher to tape record the discussion and requested that their names should not appear in the text. Therefore the researcher had decided not to name the officials and experts interviewed.

1.6.3.3. Document Analysis

Primary data has been collected using questionnaires and interviews prepared for this purpose. In addition secondary sources mainly reports and documents minutes were used.

1.6.3.4. Method of data Analysis

Among the various statistical techniques developed by authorities to be applied in educational research, the findings of this study were analyzed using the percentage, mean and t-test. To be specific the data were coded into an SPSS computer program to be computed and the results are annexed.

1.7-Definition of Terms

Education: - The total processes developing human ability and behavior. A social Process in which one achieves social competence and individual growth on in a selected controlled setting which can be institutionalized as a school or college (Dictionary of Education Terry Page, 1979)

Politics: - A set of interaction that influences and shapes the authoritative allocation of values. It is an effort exerted by people to promote their beliefs or welfare. (Politics and Education: Thomas, 1983)

Political strategies:- Attempts of either persuasion or intimidation to ensure acceptance of Values. (Politics and Policy Making in Education: Chatman, 1990).

Groups: Individuals as agents to promote interests of a given section.(Shaping Educational Policy: Conant, 1964).

Politicization:- Extent to which groups outside the education system are able to direct or Control the conduct of education. (Politics and Policy Making in Education: Chatman, 1990).

Non politicized control: - Is the affairs of the professional inside the education system to be Effective in controlling the decision of governing educational issues. (Politics and Education: Thomas, 1983) Source: - Politics and Education by Thomas,(1983)

1.8 Organization of the Study

This study has four chapters. Chapter one deals with the problem and its approach. This part comprises; back ground of the problem, statement of then problem, purpose of the study, significance of the study, delimitation of the study, limitation of the study, research methodology and sampling procedure, definition of terms used and organization of the study. Chapter two, a chapter that focuses on reviews of the related literature follows this. The third chapter treats the presentation and analyses of the findings to be followed by the last chapter that deals with the summery, conclusion and recommendations of the study.

CHAPTER TWO

REVIEW OF THE RELATED LITERATURE

In this chapter different literature on models of policy making and country experience are reviewed to give background information about the study. Approaches and processes of policy making are widely discussed and issues like desirability, affordability and feasibility treated.

2.1- Policy Formulation and Implementation

Policy is normative and a guideline to action. It is the framework within which functionaries at all level operate and or make appropriate decision. Hogwood (1986:22) defines it as "purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern". Pressman (1973:200) on the other hand stated it as "a hypothesis containing initial conditions and predicted consequences incorporating a theory of cause and effect."

To Seamas (1985:311) a policy is "a position or stance" developed in response to a problem or issue directed towards a particular objective. It is explained as a course of action intended to accomplish an end. Leontiades (1982:1) refereed it as a "broad characterization mechanism" of the long and short aims and goals of organizations. Policies here are described as the general expressions of companies or institutions broad purpose and philosophy. Some authors consider policies as operational statements of value and prescriptive intents while others view them as authoritative allocations (Macney, 1985:20), (Stephen, 1993).

Policy formulation is making direction-giving statements. Policy-making is a process by which resources and needs are articulated through the expression of broad aims and laying down guidelines as to the means by which these aims are to be met (McCrae, 1974:9). Policy formulation that is an inherently political process (Ingemar, 1983:190) requires analyzing the historical development of issues, their present status and situations. The way how the universe is defined, strategies set and plans adopted are dictated by a given policy or set of policies.

Policy formulation has to be seen within the natural and societal realities of a period. The local, regional, countrywide and global perspectives need assessment and examination because there is not only one force that determines the shape of policy statement. In this case one cannot view an educational policy making which is the major focus of this research as isolated from the context of an overall social policy. Educational change or improvement requires an attack not only on education and its system but also the political and economic set ups of society as whole (Simons, 1986:24). Seeing all the corners and directions ensure policy success and viability. A policy that is adopted and framed to the possible extent to match to the social, economic and spiritual needs of individuals and society, and possibly suited to the environment lives longer. Anything tailor-made or for that matter superimposed sooner or later perishes.

Policy emanates from the socio-economic demands and events of the past and situations of the present. Looking back to the past and seeing the present helps the projection of the future but the key concept in policy making is norm. Norm is a standard. It is establishing standards and putting goals. When collective needs of individuals, society and situations are shaped and framed we say a policy is formulated. Policy making is surveying the past and analyzing the present and that so doing enables one to identify things to be dealt and problems to be

treated. An appropriate identification and categorization of issues will help the body with the knowledge and political legal capacity of making guide lines to have the clear vision and horizon of the future.

Policies describe goals and provide a guide to decision making. Policies give the general frameworks within which decisions are to be established. They also give the chance to see how far fragments of a policy are consistent, uniform and are easy to be implemented. Thus policies provide:-

- guidance to making decisions on problems at hand or in the years to come
- bring in together all decisions towards achieving presented standards or goals
- the means for assessing performance and
- realize the degree of consistency and uniformity in undertaking in any organization

(Agrawal, 1993:74)

Policy-making requires philosophy, and nexus because it is not an exercise of a simple fiat nor an arbitrarily announcement. It rather is the product of a perception of the values that interact with the moods and circumstances of a particular period. This is so when one particularly talks of an educational policy one is talking of a social artifact embodying aspirations of the good life of an individual and the best arrangements for a society at large (Macney.1985: 11).

Policy formulation which is technically simple but socially complex, calls for weighing organizational values, leadership qualities, and conceptual philosophical situational analysis's of events, argument, participation and value clarifications. An idea that comes out of this

interaction will be translated into a sort of plan, reduced persisting and communicable format or a written document. That is a policy. Then follows decision making, resource control, and political nexus to bring into effect what has been in the design which is termed as the implementation process, the process of putting an idea, program or set of activities and structures new to the people into practice with the attempt or expectation to make change (Michael 1991:65). The change may be imposed, explicitly sought and defined or incrementally developed.

2.1.1- The Context of Educational Policy

Educational policies as to Monhan and Hengest (1982:273) discussions are characterized by dynamity, flexibility. Interpretative ability and their applicability to on going programs. An educational policy is nothing but a statement intended to facilitate purpose goal or achievement in the areas of education and entails the materialization of goals and objectives by institutions, teachers, and all stakeholders.

An educational policy is said to be dynamic because it is subject to modifications, changes and adjustments in due course of a process. It should address the requirements of time. It is conditioned by the interpretation ability of the task doer. Moreover it is an intention that needs to be transformed to action. It is not something that starts from the scratch there are always an ongoing system. Education policy is meant there to either facilitate or change the course of action of that system. It is practiced at the grass root level where functionaries are operating.

Education is a public affair. This means it is made of the convergence of many contending and conflicting interests. There are supports and discontents. More over any adopted

education policy ranging from minor innovations to wholesale curricular reforms require resources (Craig: 199:10) which in many instances is under the control of the state. Thus the allocation of resources is at the hands and manipulations of those with the political power signifying the role and importance of the state in policy making.

Problems can be tackled only when there are available human, material and financial resources. Not only the availability of resources matter but also the stock of resources available should be the appropriate ones. These resources which are at constant race with other sectors, are at the hands of the state. When problems are treated genuinely stability can be maintained and frequent changes imply discontent and the need for the next policy cycle.

One other issue that needs scrutiny is public expectation (Mann 1976:3) because people always dare to and believe in that education is a solution to the many personal and social/ societal problems. Therefore the problems to be tackled by education and the policy that dictates action should focus on the type and level of the problems of society. This is to mean that one has to be realistic in outlying the limits and descriptive features of policy question. This is so because the global and macro-social problems may be the reflections of or the totality of minor but not treated difficulties, which then will lead to the accumulation of lesser problems without solutions or with ineffective or inappropriate solutions.

Educational policy issues can be seen as middle stratum, there are macro societal problems that need guide line of the top and problems at operational level, which are by their very nature routine and need immediate decision. The distinction between educational problems at macro level and at operation or routine level is at the macro level problems are multifaceted and multi- dimensional and are supported by all available techniques. Issues over here are

important and touching everybody in the system and the supra system. Problems at operation level are day today issues that need little attention and follow-up and are subject to the according treatment.

One very essential element that need worth consideration in education policy making is the need for clarity. Any thing defined clear can be clear to take action by the actors in the relationship. The clearer a policy is the clearer it will be in establishing the descriptive limits and making decisions at the level needed. One also needs to understand the ties between politics and administration. Policy determination is a political activity while policy implementation is a task of the administration. The political force determines the policy and the administrative staff executes it. Therefore knowing the connection of politics and administration is crucial in implementing policies.

2.1.2- Education Policy- A duty of the State?

To day's world governments everywhere consider the well being of their people as their concern and responsibility and value education as a means of achieving that end. Because of this education policy making is considered as one field of government activity and involvement (Hoogwood: 1986:14). Policy-making expresses the general purpose for a desired state of affairs and a policy is a decision of government. Legislation and authorization flows from a framed political structure, which in this case is the state.

In addition it is the government that make financial resources available for the support of education. In many cases the Ministry of Education plays role in the making of educational policies. The general activities, the appropriation of available financial resources, and the

overall operation of Ministries require policies or guidelines. The development of comprehensive and well-balanced education system specially depends upon framed policies that are guidance's.

Effective policy making is drawing of a series of objectives whose implementation leads to the direction of the general goal of the society in question. The objectives need to be stated in practical terms. The notion of education policy making implicitly suggests a well structured field of unambiguous issues, clearly defined objectives, mutually exclusive choices, undisputed causal relationships, predictable rationality's, and rational decision making (Hadad, 1995:17). Educational policy-making is series of episode in which a variety of people and organizations with diversified perspectives are actively involved technically as well as politically (Ibid: 18).

Putting policies in clear terms gives the chance of evaluating accurately the degree to which activities are in congruence with planed intentions at any point in time. One can even go to the extent of seeing their relevance to long term aims. This analysis necessitates not only ensuring effectiveness of action but also provides basis for establishing priorities.

2.1.3- The Machinery of Consultation in Designing Educational Policy

With the general acceptance by modern Governments of the view that the state has the duty of ensuring that an adequate education system is developed in its territory. The establishment of educational policies and the framing of legislation as stated earlier have come to be an important governmental function. Most governments claim to represent the will of the community, and try to establish policies that not only seem wise to them but also are likely to

be acceptable to their people. This involves the use of some sort machinery of consultation, where by the opinions of important sections of the community can be obtained and the special knowledge of educational experts tapped.

In the different states the machinery of consultation varies greatly in complexity and in the degree to which it is formally organized. There are countries where their governments draws up educational policies by consulting the different bodies, research institutes, the national community, and private associations. There are governments who establish national priorities after extensive consultations. In some countries the means for consultations is made as an integral part of the machinery for drafting laws and regulations. In some countries Ministries of Education are consulted in all matters of policy.

There are countries where important decisions affecting the aims of organization or the balance of educational development are subject to extensive preliminary discussion between the government and the administrative services, and an advisory committee on social and cultural affairs must approve new programs. There are other instances where participation is more extensive since every citizen individually and each political group has the right to ask for an examination of any particular project that concerns educational policy. In this way the procedure followed in the elaboration and approval of educational policy parallels the general processes of direct democracy.

2.2. - Approaches (models) to education policy making

Approaches to education policy making vary widely between countries depending on their history, their inherited patterns and the interaction between civil society and the state (DAE,

1995:1). Policy making like policy itself implies competing conceptions and assumptions and the very essential dimensions in the making is knowing who *does what and how?* **How** refers to the process and **who** shows who the actors are. The central theme in policy-making is understanding the support of the government, society and the participation of diverse parts of society that will be affected by the policies.

In viewing policy making systematically and analytically, the social science literature on policy formation shows two distinct views: the earlier more traditional literature tends to characterize the process as a set of stages which follow a logical order and the other one recent literature suggesting that policy making is a messy fluid process which cannot be reduced to a simple linearity (DAE, 1995:2).

The traditional descriptions of policy making contains some version of policy cycle with a set of stages beginning with problem identification and ending with an evaluation of implemented programs that can either lead to a revised set of issues leading again to a new policy cycle. On the other hand policy making is seen as a fluid process evidenced by the fact that elements of policy cycle do not take place a series of discrete stages but are continuously interactive processes. Policy-making is assumed as complex interactive processes without beginning or end (DAE. 1995:6).

There are different models that can be used in the process of education policy-making. One may refer to its own experiences or opt for borrowing. However many writers in the area consider the model as processes fluctuating between comprehensives and incremental approach. Some try to see the process as organizational or public *interest* and others

personalistic or *self interest*. Hadad (1995:19) in this regard explained the model as synoptic and incremental.

2.2.1. - The synoptic model

The synoptic model as to the said writer is a model where there shall be one central planning authority for the whole of society combining economic political, and social control into one integrated planning process that makes interaction necessary.

The assumption is that: -

1. The problem at hand does not go beyond mans cognitive capacities.
2. There is an agreed criteria rather than the social conflict on values by which solutions can be judged and
3. The problem solver has adequate incentives to stay with synoptic analyses until it is completed rather than regress to using incremental planning.

2.2.2- Incremental Policy Making Model

The second model is the Incremental Policymaking Model. Incremental policy making relies on interaction rather than on complete analysis of the situation to develop a blue print for solving problems. It further assumes that: -

1. Policy options are based on highly uncertain and fluid knowledge and are in response to a dynamic situation (ever-changing problems and ever changing contexts).
2. No correct solution can be found or technically derived from a diagnosis of he situation. Thus no sweeping or drastic reforms should be attempted.

3. Only incremental and limited policy adjustments can be made.
4. Policy adjustment can be expected to remedy an experienced dissatisfaction with past policies improving the existing situation by relieving an urgent problem.

The overall assumption here is that adjustment be tentative and at times temporary and policies need be revised as the dynamics of the situation evolve.

Seamas (1988:312) also showed the policymaking process by presenting the following two models. He says the issue of rationality is central to policy making process and elements should be seen in the extent to which the process is or should be governed by rationality, thoughtfulness. Then he divided the models into *three* main groups, the **rationalist model** the **incrementalist model** and the **mixture of the two**.

The first model is a model framing things with rational decision making, selecting alternatives and maximizing the decision-maker's values. This refers to the intention of satisfying the policy maker with the appropriate information and data. The rational/ comprehensive or synoptic model involves the analysis of goals, values. And objectives, examination of alternatives and weighing the consequences and finally predicting the matching of aims and the consequences (Ibid: 314).

The other model as to the same author is the **incrementalists** or **alternative behavior possibility model**. In this model quoting Lindblom he stated that "the test of a good policy is not whether it maximize values but whether it secures the agreement of the interests involved" (Ibid: 316). Incremental policy-making is nothing but promoting short step changes in policy. There can be disjointed incrementalism, partisan mutual adjustment or successive limited comparison.

The mixture model is a mixture of synoptic rational model and the alternative behavior possibilities or incremental model and is known as Dror's **Normative Operative Model** and **Etzionis Mixed scanning model** (Ibid.: 318). The basic variation and content of the models is in the assumption that "there is no such a things as complete synoptic and full incrementalism" therefore "any policy making process should fit between the extremes of rationality and incrementalism".

A policy process is a lengthy, complex and recurring series of political interactions between those with in and those without government. This is because as there is a decision making process by the one in the government there is the implementation process of that same policy by those who are out of government and the policy effect does have an impact on society at large. A policy process hence contains: -

1. *An issue emerging stage*, is the initial stage, where issues are put in agenda. The need for change at this stage is observed. The issue emerging stage also shows where the political power rests because it is that force that can either "keep on" or "keep off" an issue as an agenda. Putting an issue as an agenda is the manifestation of political interest. That group or personality with the political power can consciously or unconsciously create or reinforce barriers to the public airing of a policy conflict (Ibid: 315). At this stage the force either "organize issues in" as political agendas or "organize issues out".
2. *Policy formulation and authorization stage*:- This stage is a stage where resources and constraints are evaluated and where a decision is made from no decision stage. This policy stage or process is a stage where a choice is made and content fixed. Those to be involved in policy formulation can be fixed. They can be interest groups like teachers,

managers, and politicians, churches governmental bodies and so on. Commissions of inquiries, reports of published research and the non-legitimized interest groups can come up with significant inputs. Then comes authorization because education policies are purposeful actions pursued by governments in pursuit of desired ends usually including both substantive policy content and administrative procedural content (Ibid: 328).

3. *Implementation stage:* - This policy stage is a stage where one can examine the produced output and find out if the result is as designed.
4. *Policy termination or change stage:* - This stage is a stage when the impact of a policy over society is valued. The feedback can either lead to change, termination or continuation.

2.2.3- The Ideal, Descriptive and Prescriptive Models or Approaches

Hogwod and Lewis A. Gunn (1986:42-48) also tried to show models of policy-making using their own perspectives. Policy making as to them is a pattern and a repetitive event with bundles of assumptions and frame of references. They argued for the development of conceptual lenses by posing questions like: -

What happened?

Why did it happen?

What will happen next?

Based on these questions one can look for a model, which can assist in hypothesizing and experimentation. Raising questions about what ought to be rather than what is, is of paramount importance. By understanding and explaining real phenomenon one can then

formulate methodologies that will take one to the desired area. As to these writers there are three approaches. **The ideal, The Descriptive** and **The Prescriptive** Models of policy making.

1. Ideal type of rational policy making

This approach tries to describe the real world ideally. Having described the real world one can then ask how satisfactory that world seems and whether there is a cause for attempting to approximate at least to certain features because of the ideal is the highest and best conceivable (Ibid:44-45). The model tries to consider values as well as options. Objectives are set at the beginning and subsequently options are considered which are thought to be best ways to fulfill those objectives. There are five activities essential in the model: -

1. *Intelligence gathering.* Information should be gathered before taking action. One can scan the horizon and identify present and potential problems if information is gathered intelligently.
2. *Option identification:-* The policy response, the behavior alternatives should be worked out in detail.
3. *Assessing consequences of options:-* Here one could be in a position to know what would happen if the policy were to be adopted. Here reasoning is essential not only for the purpose of being rational but also for seeing events correctly.
4. *Relating consequences to values:-* Facts alone are useless unless and other wise they are related to set of criteria's, some sort of preference and ordering procedures.
5. *Choosing preferred option.* Giving full information, understanding of and information about all problems and opportunities, all possible policy responses all the consequences of each and every policy option and the criterion to be employed in valuing the consequences then and only then would the policy making be able to arrive at a fully rational policy.

2. The descriptive model of policy making

Here what is essential is being obvious and more straightforward than the ideal type. The model is a mental construct and artificial exercise of reasoning (Ibid: 49). There are however limitations in describing and explaining things. These are: -

- a) Psychological limitations, which include the power of cognition and calculation, lack of knowledge, skill and value consistently,
- b) Limitations arising from multiple values,
- c) Organizational limitations:- even if the individual policy maker is willing he may find obstacles on his way because of organizational limitations,
- d) Resource limitations and
- e) Situational limitations:- A policy maker doesn't write in a clean state, he doesn't decide in a vacuum. He is influenced by the past, by powerful vested interest in the present and people assumption and expectation.

The main characteristics of real life policy making is that policy makers often avoid thinking through or at least spelling out their objective when it is clear that existing policies are failing to cope, the remedial action taken by legislators and administrators will tend to be incremental that is making smaller adjustment and policy makers accept that few problems are ever solved once and for all denying that policy making is serial.

3. Prescriptive models of policy making

Here there are programmed decisions or repetitive and routine actions where there is a definite procedure worked out for handling them and non programmed decisions where situations are novel and unstructured.

2.3 Processes in policy making

There are two well-established processes in making policies. One is the **organizational process**, which entails that decisions *are made based on the output of several entities* (Ibid: 20). The entities function independently according to standard patterns of behavior but practically coordinated by government trade. The other is the **governmental politics** process. Here individuals are assigned to take part in the policy-making process and decisions are not made by a monolithic state based rational choice but are negotiated by various leaders. Each negotiator and interactor is forced by his own conception and understanding of the problem and is there with his own ways of solving a problem issue as per his personal or organizational interest. Here as stated above decisions are the results of negotiation among actors. One can say that decisions could be rational and purely technical. But there are instances where unsystematic political decisions can be loaded with these interests and finally distorting the whole issue. To end up this section the above models and processes of policymaking show that policy making process is a science that one has to learn and apply them as per situations.

2.4. Survey of Country experiences in Educational Policymaking

1. The United Kingdom

Aim and Policy

The United Kingdom is made up of England, Scotland, Wales and Northern Ireland having much in common in education policy, legislation and administration. The legal basis, political responsibility and administrative provision for each however is distinct. The relationship of the political culture and education for instance in England and Wales differ from that in other parts of the United Kingdom namely Northern Ireland and Scotland (Thomas: 1983:211-212). Each of the latter area exhibits educational characteristics of its own and there are elements derived from England and also from the unique histories of the two regions.

The aims of education in the United Kingdom is ensuring that every child of a school age receive education fitting to his age and ability. The Secretary of state for education and Science formulates educational policy in England and Wales and this office is accountable to United Kingdom parliament, a parliament with MP's of different view opinions and orientations.

In Scotland the Secretary of the state for Scotland accountable to the UK parliament is the one with the final authority to make educational policies. In Northern Ireland, it is the Ministry of Education responsible to the Ireland parliament with that responsibility. The role of the central government is that of promotion, supervision and advice and the day today actual exercise of education and administration is at the hands of local authorities each virtually sovereign with in its defined boundary.

2. United States of America

Aims and Policy

The philosophy of determining for oneself on how children should be thought is part of the democratic way of life in the US. With no mention of education in the Constitution, the people took for themselves the management and operation of educational systems in the several states (Thomas. 1983:105). The democratic way of life, the need of the people, their philosophy on the control and regulation of education does have an impact on education in the nation.

The aims of education in the US is the same as the political social and economic goals embodied in the constitution like establishing justice insuring domestic tranquillity, work for the same defense, promoting the general welfare & development, and insuring liberty. In specific terms the aims of education are transmission of knowledge, skills, techniques, and promoting and improving the well fare of all by recognizing and protecting the integrity of each individual as a human being.

The basic principles for policy making and approval are:-

- Control and regulation of education in general in the nation are decentralized
- Education is basic to freedom and progress in the nations democracy and
- Every one is entitled to equal opportunity for quality education (UNESCO:1971).

With this framework, policy-making is placed at the federal level or when delegated at the local level. Congress passes legislation for promoting education through financial and other

assistance's to education for the benefit of all those who can profit from the opportunity irrespective of sex, age, color, creed or national origin.

Policies in the US are always the products of many persons and many factors from both within and without government (Brademas, 1987:14). Policy making patterns are as follows: setting of agenda, shaping bills and resolutions, developing and implementing programs and reviewing and evaluating programs which are once established.

In England and the United States local governments assume a more prominent role by providing the great proportion of funding and at the same time enjoying considerable autonomy to develop distinctive local policies. Local boards of education are established to assume responsibility for most educational policies in the local area and school level discretion varies between localities (Deal Nelson and Cummings, 1997:11-2).

3. Japan

Aims and policy

The education system in Japan has its legal sources in the Constitution of the country promulgated in 1947. The Constitution ensures freedom of religion and of learning the honor of the individual and equality of the sexes. Article 26 reads,

All people shall have the right to receive an equal education corresponding to their ability, as approved by the law. The people shall be obliged to have all boys and girls under their protection receive ordinary education as provided by the law. Such compulsory education shall be free.

The aim of education hence rests on the concepts of this article in the constitution. That is, aiming at the full development of personality, soundness in mind and body, loving the truth and justice, esteem individual values, respect for labor, having a deep sense of responsibility and be imbued with an independent spirit as builders of a peaceful society and state (UNESCO, 1971).

Fundamental policies in education are enacted after full deliberation in the " National Diet". The Ministry of Education provides more concrete orders and regulations for executing these policies. Based on the principle of decentralization, prefectures and municipalities execute local policies through similar procedures to that of the national government. Both prefectures and municipalities have their own board of education for planning and executing educational policies with in their area.

4. Canada

There is no such a thing as ' the Canadian Educational Policy'. Education is by law a provincial responsibility. The long history of Canada shows that education is exclusively under the control of provinces as political accommodation between the church leaders and school administrators and the business elite's (Stoloff, 1985:240).

Aims and policy: -

Education is the responsibility of individual provinces each having its own aims. However the variation is in the manner of presentation and expression rather than total differentiation. Similarities exceed variations either explicitly set out or implies basically deriving from the

fundamental democratic nature of that society. The nature of the society in Canada being suffused with ideas of providing opportunities for self realization, security and happiness for every individual the policies made as well reflect these features, basic freedoms, upholding justice, achieving economic justice and affording every person the opportunity of participating in all decisions effecting his welfare.

The basic characteristics of this society is the respect for the individual, as a result the aims of education starts from the assumption that progress of society depends on the personal worth of each individual, Education in the Canadian system rests on two presumptions: -

- i. the democratic kind of society the child lives for which he is to be prepared and
- ii. the nature of the development of individual children.

To ensure individual participation over issues related to his well being much emphasis is placed upon fostering individual responsibility, appreciating the great humanistic culture of the past and fostering the sensitivity and adaptability to meet the changing demands of a changing society. Provincial governments have jurisdiction over education and educational policies are established by provincial legislation's. Officers in the department of education play important role and the schools and the community also participates in the process of policy making. If need be special study committees or commissions may be set to advise upon desirable policy changes. The experience from the developed world show that education policy making takes place in a situation where every one has say in designing issues of common interest and good.

2.3.3 Educational Policy formulation in Africa

Educational policy making in Africa depends on many factors. The colonial history, the pressures from outside, the unrest from inside does have impact on policy-making in general and educational policy setting in particular. The inherited pattern of interaction between the state and society does also matter. The internal political and economic conditions the external patterns of relations with funding agencies and international economic forces put pressure on policy-making here. There are instances where strong pressures from outside forced issues to be policy problems to which governments must respond (DAE, 1995:3).

Environmental characteristics influence policy process and affected stakeholders seeking changes to address their concerns. Powerful actors influence the translation of policies into regulations and actions. Middle level bureaucrats the school level educators influence the form which policies take into practice. Failure to involve these sections in the policy process at any stage therefore increases their resistance during implementation (DAE, 1995:5). Let us now see some African experiences in education policy making.

1. Kenya

Kenya is a unitary state formed after 60 or more years of colonial domination. The country is divided into seven administrative provinces and provinces are divided into districts and divisions headed by Commissioners and Division Officers. Divisions are subdivided to locations and sub-locations administered by Chiefs and Assistant Chiefs.

Aims and Policy: -

In 1980 the National Committee on Educational Objectives and Policies (NCEOP) outlined the goals of education in Kenya as follows: -

- Education should promote national unity
- Education should promote the full development of the talents and personality of individuals with in the context of mutual social responsibility
- Education should promote national development and equitable distribution of income
- Education should also be integrated with rural development.

There are two Ministries of Education the Ministry of basic education and the Ministry of Higher education. Each ministry carries responsibility for all political and policy matters of the area. There are parents associations of schools but their purpose is limited to plan and promote the development of schools.

2. Nigeria

Nigeria is a federation of 19 states and is a nation of many ethnic groups. There are more than 250 indigenous languages. All school children are encouraged to learn one of the indigenous official languages (Hausa, Igbo and Yoruba) other than their mother tongue. English is the language of instruction in the senior class of primary school and in secondary and tertiary institutions.

Aims and policy

Education in traditional Nigerian society had the objective of making people to live orderly, to be vocationally efficient, satisfied with their condition and their position in life and make

them submissive to the authorities (Uehendu, 1995:31). Until the advent of Military rule the role of education was seen in terms of personnel production.

The civil war that cost many lives of the Country forced the first national policy on Education that was enacted in 1977, to assign the role of political socialization to the school system. Nigeria's philosophy of education is "based on the integration of the individual to be an effective citizen of the nation at the primary, secondary and tertiary levels both inside and outside the formal school system. The over all aim of education in Nigeria can be summarized as: -

- inculcating national consciousness and unity among students
- inculcating the right type of values and attitudes for the survival of the individual and the Nigerian society
- training the minds in understanding the world around and
- acquisition of appropriate skills, competence both mental and physical as equipment for the individual to live in and contribute to the development of his or her society.

The policy making process is controlled by the federal and state government's through the Ministry of Education supported by professional educators and other staff. There is national council on Education (NCE) and Joint Consultative Committee on Education (JCC). The NCE is a council of a Minister and State Commissioners of Education. The JCC comprises professional educators, representatives of University Faculties of Education and the Nigerian board.

Even if the Federal Ministry of Education is responsible for policy formulation, each state operates under its own education law. Therefore it is impossible to have absolute uniformity in the structure of administration and control of education in all states. Nevertheless there is

considerable uniformity in the structure of the system, in the qualification of teachers the hierarchy of Ministry officials and the general objectives of education.

3. Benin

Benin emerged out of military Marxist regime in 1990, the regime that was not in a position to even pay the salaries of its civil servants in the last day of its collapse. The new government that came into power at this juncture realized that the education policy of the country that was made in 1975 did not succeed in solving the country's economic and social problems. This among other things triggered for initiating yet another policy.

The so doing activity demanded an extensive policy analysis with projects supported by U.N.E.S.C.O and U.N.D.P. The projects later came up with basic information and knowledge that enabled to design a sustainable policy. The practice showed that debates were there. The support of external agencies with their agenda likes " support for democracy" or "not" helped the framing of a plausible education policy. Information diffusion beyond the Ministry of Education down to the local levels of the education system and the participation of the community has been found crucial. The best thing one can learn from the experience of Benin in sector studies is nationals should play major role to bring about positive consequence (DAE: 1995:6).

4. Uganda

The current government of Uganda came to power in 1986. By that time Uganda was at a stage of complete economic collapse, political turmoil and social decline resulted from the long guerrilla war fare that took place in the country (DAE: 1995:8). When the fighters came

to take over the palace they were there with their own philosophy of fundamental change a philosophy containing ideas like participatory democracy, liberalization, modernization. unity and accelerated development.

Dating back to 1928, the education sector of Uganda has tradition of having reviewing commissions at regular bases of ten years. Following this tradition the new government tried to produce a policy by using the education policy review commission and forming a white paper committee which later undertook the work of policy formation in 1989.

The prominent aspect of the Ugandan case as presented by the DAE study of 1995 shows that “ the search for ever increasing legitimacy for education policies rests on deeper consultation and participation”. Therefore the commission held meetings and produced resource papers. However the consultation concentrated on the urban elite and marginalized the wider community. One peculiar feature of policy making in Africa as presented with particular reference to Uganda in the study reads,

Teachers, lower officials and others who participated in the process did so under the culture of fear of the dominant bureaucrats, politicians and the economic elite.

Policy making in Africa is triggered by crisis either from the education system or any thing external, as there are attempts of policy making to reinforce the legitimacy of new government. There are instances as well where the public is dissatisfied with the condition of education and that dissatisfaction reaches the level where it can no longer be ignored. For many governments education is a critical factor and institution for socializing the values and beliefs.

Policy making in Africa takes place in a situation of tension uncertainty and at times covert aims. Stable situations to discuss issues are lacking and policy making here lacks the expertise and representation. The social, political and historical context is not properly analyzed. Assessing the variety of suggested solutions if any is not the official practice. Strong and stable leadership along with institutional stability is very much in need. As the saying goes education policies here are like the electric fuse, when the system gets too hot the fuse is replaced. To end up policy formation here lacks a good knowledge base, a strong and stable leadership, consultation, and participation and continues interaction.

2.5. Development of Educational Policy in Ethiopia

2.5.1. 1943-1965

After the defeat of the Italian invasion Emperor Haileselassie, succeeded in regaining power and managed to construct a complete system of education with the objective of producing a much needed elite group who would have a strong loyalty to the monarch and counterbalance the traditionally educated elite (MOE, 1984:6). To ensure this stand the first known statement nearer to policy was made in January 1943 (proclamation order No.1) an order to define the powers and duties of Ministers, in which article 26-28 relate to the Minister of education and Fine arts (MOE, 1968).

These proclamations described the functions of the Ministry that is developing education and arts, defining the nature of a curriculum for schools, issuing certificates for higher standards, controlling private educational institutions, establishing an academy, libraries and museum. The same body was responsible for deciding on matters like structure of the school system.

language of instruction, and teacher training policies. This formation as to Girma Amare (1982:65) was the result of the culmination of changes and modification that took place in the nation and the wish to respond to changing conditions of the country.

Later in 1949, a ten year plan for the controlled expansion of Ethiopian Education, the first of its kind, was set out with the following objectives: -

- adaptation of educational programs to the needs of the country
- spread of educational opportunity
- selection and special training of a sufficient number of students to run the government service.

Implementations of these objectives were to be attained through a school structure of 1-4, 5-8 and 9-12. The primary schools were supposed to be replaced by a new system of community schools for basic education (MOE?) i.e. community schools teaching the first four years of schooling with the intention of making schools serve both children, young people and the community.

This attempt of policy making and planning didn't result in concrete action. Only part of the objective was followed through the community school concept. In due course, though little political social or economic change was evident in Ethiopia as said by Daniel (1970) one area in which much change was observed was the field of education. Number of students and number of schools increased and there was a relationship between the acquisition of education and employment. Education in those days was even in the speeches of the Emperor as a matter of some priority (Daniel, 1970:37).

The British's who were assisting in the fighting stayed in the manning and running of the education system in the 40's until they were replaced by the Americans. The Americans were at the front through the period 1950-55. The period following 1955 was the period of Ethiopianization of the education system because of growing number of Ethiopians possessed the training and experience to take over decision-making. Later among many policy makers both Ethiopian and foreign the feeling grew that educational policies should be based on the needs of society and not on what was appropriate for the educational systems of England or the US (Daniel, 1970:39). Between 1941-1974 Ethiopia experienced much drastic changes (Tekeste, 1996:78) including issues in education.

2.4.2. 1972- The Sector Review

The first major review of the education system of Ethiopia was the Education Sector Review of 1972 (Seyoum, 1996:13). The review underlining the economic and social objectives of the country identified objectives like:-

- strengthening national unity by promoting integration of the nations people and culture
- accelerating economic growth and development and there by provide an adequate standard of living for all citizens.
- developing a democratic society founded in freedom, equality and justice
- shaping a society which is appreciative of its heritage but imbued with a spirit of dynamism and innovation and
- building self reliant nation that participates constructively in both the African and world communities of nations.

Based on this a specific objective of education was set out as follows:-

- fostering national and scientific outlook on life cultivating objectivity, intellectual curiosity, tolerance and broad mindedness

- replacing the traditional negative attitude towards manual work by a positive one
- raising the earning capacity of individuals by providing relevant skills and knowledge to make people economically self reliant
- cultivate the desire for life long education when formal schooling has been completed
- meeting the needs of the Ethiopian society and economy for trained manpower, by providing scientific, technical and vocational education
- Ethiopianize the content of education, Amharicize the medium of instruction at the higher levels and to give practical orientation to instruction at all levels
- create an integrated society by drawing upon the diverse cultural and linguistic elements, and creating the conditions for the formation of truly national culture
- create national consciousness among all the peoples in the empire
- foster the full participation of all the peoples of Ethiopia in the life of the Nation
- reduce the generation gap between the educated young and the traditionally oriented old, to bridge the gap between school and society
- prepare the nation's youth in a world community
- equalize access to education among all parts of the empire
- provide universal access to education as rapidly as possible.

Although the Review didn't propose these as policy proposals, it described several alternative strategies or models for the development of the education system among which are the following;

- first level enrollment should be expanded as rapidly as possible to achieve mass education
- enrollment in second level and higher education should be related to need for trained manpower and the

- one function of first and second level education is to prepare limited number of students for the next higher level.

The sector Review as is said in one of the Ministry's publication (MOE?)

focused on a search for ways of achieving a larger degree of generalization of the education service, and of making them more "relevant" to the needs of Ethiopian society. It was clear that educational reform would have to be preceded by political, social and economic reforms.

Even if the Education Sector Review was borne out by dissatisfaction of the then existing educational system (Seyoum.1996) it went to the grave before it was born.

2.3.3. 1974-1991

The 1974 popular revolution brought the military to power and demonstrated the end of the era of monarchism. Since 1974 in line with the policies of the military government, i.e. "intensifying the struggle against feudalism, imperialism and bureaucratic capitalism" to decide the nature and tasks to be undertaken by the education sector, several policy arrangements were made by the Ministry. The then education system was defined as a system deficient of producing an appropriate personnel, because of the irrelevant curricula and the whole system made for the purpose of being instrument of the deposed feudo capitalism regime (MOE, 1977:?). There fore the prime task given to the Ministry as of 1974 was to change the characteristics of the education system and its administration so that it can move to effectively serve the purposes of transition toward a new society.

To do so new draft curricula for the formal and non formal education was made and the control of the system by the people instated as per proclamation No. 103 of 1976. The writer thinks that is appropriate here under to discuss two policy documents entitled " New

Educational Objectives and Directives for Ethiopia" and " Educational policy Study for people's Democratic Republic of Ethiopia" for the purpose of this study.

New Education Objectives and Directives for Ethiopia (1980)

The Educational Objectives and Directives for Ethiopia was a study designed in line with the teachings of Marxism- Leninism with goals, objectives and directives summarized as "education for socialist consciousness", " education for production" and "education for science and research".

The overall attempt of the designers is converting the school from an instrument of the rule of the feudalists and imperialists into an instrument for completely abolishing that rule and building of a new society (Legesse, 1983:?). The Workers party Organizing Commission (COPWE) also declared in 1979, that Marxism Leninism among the Ethiopian people and the educational system was inevitably expected to play a key role in realizing this aim.

The structure of education proposed was based on a program of mass education bringing literacy and post literacy activities to all citizens in the shortest possible time. Much emphasis was given to raise the level of political consciousness of the students by mandatorily giving political education and Marxism-Leninism courses at all levels of the education system. More over a unified system of general polytechnic education form grade 1 to grade 10 was envisaged. The system of general polytechnic education was intended to be universalized to grade 8 in the first phase and it was to continue to grade 10 when manpower demand justifies it.

Education above grade 8, was designed to be more specific and related to manpower development requirements in two levels 1- Higher General Polytechnic Education (grades 9 and 10) and 2- Extended polytechnic Education (grade 11 and 12). Besides special importance was given to the creation of a system of extended technical education responsible for the formation of middle level technical manpower for Agriculture and Industry.

Parallel to this there was a system of continuing education for those not engaged in full-time studies. It was envisaged again that the systems of general polytechnic education should be available to handicapped students in programs of special education. Below grade 1 a system of pre-school education for children aged 4-6 was to be developed in response to community demand and above grade 12. Third level studies were to be provided under the Commission for Higher Education established as per proclamation NO 109 of 1977 in courses leading to Diploma, Degree and PostGraduate qualification.

Appropriate strategies and mechanisms for curriculum development and preparation for the production and distribution of educational materials, for the recruitment training and employment of teachers, for the evaluation of student attainment at school and national levels and for the use of nationality languages were defined in the proposal. To put it in a nutshell these proposals were framed in the content of general principles and objectives, which require movement towards: -

- preparation of the community in the education process
- initiation of programs offering opportunities for lifelong education
- definition of priorities which will create universal access to general education for the masses in response to basic human rights, and the definition of socialist procedures

which will ensure that educational programs related to specific education and training for nationals needs by giving priority to the sons and daughters of workers and peasants.

- decentralization of the management of all educational operations, employing the process of democratic centralism and maintaining effective control over the education system.
- development of links between education institutions and the communities and introducing initiatives like labor education.

What ever the description may be, however one should take note that the end objectives of education of that period was producing socialist attitude and full preparedness for the building of socialism. Therefor all attempt was being done to wrest the education of the youth from "imperialist domination" and tie it closely to the "socialist world". One study in this regard showed that at one time out of 252 expatriates teaching in institutions of Ethiopia the share of those coming from the socialist world counted 112 and of 819 students who were sent abroad for further studies 792 which is 97% were sent to the socialist countries (Legeesse: 1983) null before the eruption of the revolution.

On the other hand the development of creative scientific and technical abilities was emphasized so that the masses can play role in the production and construction of a socialist way of life. Due attention was paid to the selection and orientation of the teachers, particularly of the newly introduced political education Marxism Leninism courses and before attempting to employ the general polytechnic education at national level a pilot project involving 75 schools scattered all over the country had been carried out for 8 years. However due to many reasons and constraints its implementation at national level was halted.

Due to changes and the need for adjustment there was no experience where the various congress of COPWE, and later the Workers Party of Ethiopia (WPE) and their plenary meetings of the Central Committee ignored passing numerous resolutions aiming at restructuring of the educational system to contribute to the establishment of a socialist society.

Education Policy Study of the PDRE, 1989

Education policy study of the people democratic republic of Ethiopia was prepared as the Ministry of Education was instructed by the government to review the educational policy once again. The government resolution noted that "the national educational policy should be designed in line with the country's manpower demand".

In light of the above-mentioned directive the educational policy of the PDRE was worked out. However, the document doesn't have as such qualitative differences from the previous one (New educational Objectives and Directives for Ethiopia). The educational policy study of the PRDE putted its central objectives as follows: -

- the principal priorities are universalization of primary education and the eradication of illiteracy
- special consideration will be given to backward areas and women
- practical education based on the society need should be developed for different age groups for the betterment of the citizens as well as lay the foundation of socialism
- prepares the ground work to develop an educational system which is based on democratic centralism and that could be strengthened by the participation of the working people and

- produce the high and middle level manpower in line with the quality and quantity demands of the country. In addition research should focus on societal problems as well as enhance the people's culture.

To realize the aforementioned objectives the Ministry's duties indicated in the document are to: -

- extend polytechnic education which promotes education integrating with labor
- offer high quality education
- establish compulsory education and protect neo-literates from relapse into illiteracy in order to fulfill the purpose in the party's program and the constitution
- use Amharic to the extent of higher education as medium of instruction
- design the high and middle level man power training in line with the country's demand
- promote governmental and non governmental organizations participation in the education sector.

Owing to the internal economic and political problems and the global crisis encountered by the socialist camp, the previous government in 1990 declared a new mixed economy policy. Consequently, at that time the new education policy of the PDRE had become out dated before the top policy makers looked it into and as usual the Ministry of education received again an instruction to design an educational policy which suits the new mixed economy policy.

2.5.4. 1991-To date

The Military Government was deposed in May 1991 after decades of civil war. The forces that toppled the administration formed a transitional government with a transitional charter, a

charter that brought about dramatic changes on the fate of the country and its people. The transitional period charter in its preamble says: -

- the fall of the military government presented a new opportunity to rebuild the country and restructure the state democratically and
- freedom, equal rights and self-determination shall be the governing principle. Moreover in article two of the charter (Negarit Gazeta No. 1 July 1991), it is said that:-
- The right of nations, nationalities and peoples to self-determination is affirmed. To this end each nation, nationality and peoples is guaranteed the right to:-
 - a) preserve its identity and have it respected, promote its culture and history and use and develop its language
 - b) administer its own affairs within its own defined territory and effectively participate in the central government on the bases of freedom and fair and proper representation
 - c) exercise its right to self-determination of independence when the concerned nation / nationality and people is convinced that the above rights are denied, abridged or abrogated.

These same elements were later pronounced in the constitution. Article 5 of the constitution speaks of languages while article 39 stipulates rights of nations nationalities to self-determination to the extent of secession. Because of this fact the education system sharing from the change was forced to make the necessary adjustment and produce a new education policy that copes up the governing orders of the day.

The change of government brought about changes in ideology, which has implication on the policy to be produced. On top of that as discussed earlier the curriculum of the education

system of the 80's had become questionable. 42 individuals were drawn from the Ministry of Education, Addis Ababa University, Ministry of Culture, Ministry of Agriculture Ministry of Health, Science and Technology Commission and The Institute of Agricultural Research form task groups. study key educational issues and come up with policy recommendations. There were other representatives from other government organization as well.

This group also defined the previous education system as a system in a deep crisis in relevance, quality and distribution. The curriculum and the teaching learning process were found to be inadequate with inadequate facilities, insufficient training of teachers overcrowded classes, shortage of books and other teaching materials.

The task force comprising individuals from various institutions formed themselves in-groups to study the issues. The issues to be assessed by the task force were: -

1. Curriculum and research
2. Language in Education
3. Educational materials and support inputs
4. Educational organization, management and finance
5. Educational measurement and evaluation
6. Teacher training, teaching methods including professional development and working condition of teachers and
7. Interaction between education, training, research and development.

The level and types of education included in the study were kindergarten, primary, secondary, technical & vocational training, and special education, higher education and non- formal education. The task force was coordinated by the Prime Minister's Office.

The draft education and training policy was discussed with representatives although limited in scope. As Seyoum (1996) stated unlike the Imperial regimes education sector review and policy studies of the socialist Regime the Transitional Government Education policy was not shrouded in mystery. Seyoum explained that,

Copies of the draft policy were circulated freely and for everyone interested they were available at the main office of the Ministry in this respect, the Transitional government seems to have made a radical departure in raising the veil of secrecy in education policy making.

This process of policy making showed dramatic changes from the past in not being done secretly. The policy focused on expanding equitable access, decentralized management of the system, the use of local languages as a medium of instruction and the development of teachers career structure. The reforms in the policy include increasing primary education to 8 years.

As a result of the policy measure of decentralization the Ministry's role was down scaled and Regional Bureaus established to assume educational responsibilities. Construction of schools, recruiting and training teachers, production of textbooks, developing curriculum suitable to local conditions all ended up to be activities of regions. Moreover the bureaus are accountable to their respective regional councils changing the form of relationship. They also have their own lower levels like zones and woredas (for details of duties and responsibilities see annex xiv).

Regions are more empowered than they were before 1991 and a language policy though very controversial in many countries is "*defacto*" of "*dejure*" exercised in Ethiopian education system. Some teach up to grade 4 in their respective languages while others practice it up to grade 5 or 8 no uniformity is observed in this regard. Students however are expected to attend

classes in English when they reach grade 9 because the policy (1994:24) states that English will be the medium of instruction for secondary and higher education. To cite few practices, English is a medium of instruction as of grade 5 in Gambella, as of grade 7 in Addis Ababa, Benishangul Gumuz, Diredawa, Harari And the Southern Nations and Nationalities and as of grade 9 in Amhara. One should bear in mind that the secondary school curriculum is national and all students are expected to sit for national examination at grade 10, which is to be administered in English, and ensuring students cope equally in the examination is an issue that needs urgent intellectual and academic investigation.

2.6. Policy Making in Ethiopia Since 1974, Commonalties and Variations in a Comparative Perspectives

2.6.1. Curriculum reform

Effectiveness of any educational system rests on two essential features, the structure and the philosophy of education. Program designing, context setting, curriculum making, underlining ways of teaching and determining the language to be used rest on the philosophy of education and the designed structure.

Curriculum development, which is the planning of learning opportunities intended to bring about changes in the learner, refers to identifying aims and contents of learning for a given level. Curriculum is a philosophy that governs educational activity. Bearing this in mind, after the 20th April 1976 declaration of the National Democratic Revolution (NDR) educational policies of the country were set out to "accelerate the economic development of the country in order to raise the standard of living of the broad masses".

Accordingly the curriculum was revised to match the goals of education of the era, "education for production", "education for scientific consciousness" and "education for socialist consciousness". Education for production was meant inculcating the dignity of labor in the minds of students, maximizing production based on the government's central planning and making schools models of development for the community.

The ideas in education for scientific consciousness rests on the philosophy that the world is knowable and education should gear the student to research and instilling attitudes of critical thinking and creativeness. Education for socialist consciousness was aimed at adoption of the new political ideology i.e. Marxism-Leninism in the minds of the child. The purpose of these objectives was to gear the education system to the political realities of the country then.

Contrary to this, curriculum reform that took place as of 1991, and as is said in the policy document is the wish to develop the problem solving capacity of the individual. The policy document (1994:12-13) states: -

- curriculum preparation will be based on the seated objectives of education
- a mechanism by which teachers, professionals and beneficiaries will take part in the preparation, implementation and evaluation and
- due attention be given to concrete local conditions and gender issues.

One common thing to note is both systems criticized the system they replaced as a system lacking relevance, clearly defined objectives and having much concentration on theoretical knowledge with little connection to everyday life. Their plans and efforts however produced no better than what was ought to be before.

2.6.2. Teacher Training

The Provisional Military Government of Ethiopia (PMAC, 1974:2) issued a declaration by the 20th of December 1974 showing the policy guidelines of the then state. The guideline indicated that citizens shall have the right to free education under the banner "education for all". This was later pronounced in the National Democratic Revolution program giving education a prominent place.

Priorities and goals were outlined after the Ministry of Education identified major educational problems of the country. The Ministry's priorities were promoting universal primary education, reducing inequalities in access and increasing the participation of girls and women.

Because of this primary education expanded rapidly without having the required number of trained teachers. As one study showed (Seyoum, 1996:10) within a ten-year period a backlog of 5500 untrained teachers had to be hired mostly for primary schools. Moreover student teacher ratio at all levels, except in non government senior secondary schools by far had exceeded the limits set by the Ministry (ERGES.1986) and the percentage of qualified teachers in the system had gone down to 31.4% in the primary 6.4% in the secondary and 17.9% in the senior secondary. Under qualification that does have direct bearing on quality manifested the experience of the day.

Conversely enough now to cater the massive increase in enrollment primary teachers training institutes expanded.. Education is available to the many particularly in rural areas in comparative terms and not less than 20 languages are being used as medium of instruction in schools. The writer is afraid to witness and justify the competence of the teachers in these

languages by the mere fact that the training establishments by themselves including the academic personnel are not up to training teachers.

2.6.3. Medium of Instruction

Mother tongue education has been promoted through out the world for pedagogic and political advantages and Ethiopia had been trying to accommodate and handle this issue systematically so far.

The Military Government in its days attempted to accommodate the issue by promoting the use of many languages in the literacy campaign i.e. in the non-formal education. Different languages were designated for use in the campaign but due emphases and consideration was given to ensuring the country's integration by not enabling the language issue to be a means of contention.

The government that replaced it however contrary to that practice made major changes because of its political stand. The made changes in this regard include (Hoben 1999? 189),

1. Nationality language use switched from non-formal program to be part of formal education
2. Cushitic languages to be written in Latin and not the Geez script
3. Complete reorganization of administrative units to reflect the distribution of the various ethnicities and
4. Decision concerning language use given to respective region nations and nationalities.

Practical tasks undertaken like preparing teaching materials training or retraining teachers standardizing spellings for common words however did not support this major shift. The practice took place in a situation where "text writers were mere translators" (Ibid.190).

As a result of language change teaching staff reshuffling and also giving local assignments to native speakers of the language came to be the order of the day. As Hoben (199-193) observed:-

Even among speakers of the language to be taught, most could not read it adequately. And in some schools and headmasters talked with were not sure who had chosen the teaching language for their school clearly neither they nor the parents of their students had a say in education.

Language issue in a country with many ethnic groups and languages is a serious issue and a delicate matter to manage. As a language has a communicative function so does it can be an instrument of political manipulation. Language issues cannot be defined slots because they touch an individual life and a country's destiny. To sum up this portion language issue here as far as the writer knows be it imposition or empowerment has never been openly and genuinely debated.

One can learn a lot from the experience of countries disused above. One of the messages is that sector studies where nationals play major role have positive consequences. Strong leadership can be effective in reform but solid knowledge, and consulting actors during the preparation stage seems decisive. The relationship must be strong, collegial and continuous. Policy documents should allow flexibility at all time.

On the other hand continuity and stability of those involved in policy making and implementation process is unquestionable. Moreover bottom up consensus building process is

essential. Ownership or appropriation through consultation and participation are necessary conditions for successful policy implementation, stakeholders should be part of the policy making process. With out data and technical analysis policy remains vague and will only reflect interests of the status quo and with out active social and political participation in the policy process out comes can be policies which are not implemented (DAE, 199519).

CHAPTER THREE

PRESENTATION AND ANALYSIS OF DATA

Various theories of education policy making and countries experience were discussed in chapter two of this paper. The discussion there centered on situation analysis, policy desirability, affordability and feasibility so that implementation could be possible. The validity of the theories and experiences discussed in the earlier chapter would be tested here using both primary and secondary data.

3.1. General Characteristics of the Respondents

The major characteristic of the individuals in the sample is summarized in Table 1. A striking feature is the dominance of males, accounting the larger share in education activities. Of the total 383 respondents only 44 were women and not one women was found as a department head, principal, or curriculum developer. This shows the gender disparity and gap in holding key government positions.

In terms of age 50 percent of the respondents among department heads and 64 percent of the principals are in their 30's. This age distribution exhibits a fact that younger employees are holding higher level positions. Among the teachers responded 33.3 percent were in their 20's and 30.52 percent in their 30's. Only eight of the total 152 teachers were found to be in their 50's, showing a fact that mature people are away from schools.

Table 1. Description of Respondents by Sex and Age

Item	Respondents									
	Dep't heads		Principals		Curriculum developers		Teachers		Parent and the Community	
SEX	No	%	No	%	No	%	No	%	No	%
Male	24	100	25	100	12	100	136	89	142	83.53
Female	-	-	-	-	-	-	16	11	28	16.47
Total	24	100	25	100	12	100	152	100	170	100
AGE										
<-20 year	-	-	-	-	-	-	12	7	8	5.71
21-25 year	-	-	-	-	-	-	4	2.63	16	11.42
26-30 year	-	-	-	-	-	-	36	23.68	26	18.57
31-35 year	4	16	5	13	-	-	12	7	32	15.71
36-40 year	8	34	15	64	6	50	32	23.52	20	14.28
41-45 year	12	50	5	13	-	-	16	10.52	26	11.42
46-50 year	-	-	-	-	6	50	32	23.52	34	17.14
51-55 year	-	-	-	-	-	-	8	5.26	4	2.85
>55 year	-	-	-	6	-	-	--	-	4	2.85
Total	24	100	25	100	15	100	152	100	170	100

Table II describes respondents by qualification and service years. The share of professional (those with BA/B.Sc. degrees and above) is high. Of the total respondents 49.9 percent or 191 individuals were professionals, 27.11 percent semi professionals (with diplomas) and the remaining 23.11 percent either graduates of TTIs or 12 grade completes.

As is shown in the table, 16 percent among the department heads, 40 percent of principals, 42 percent of the teachers and 32.9 percent of the community responded have a service year of 1-10 years. Curriculum developers subject to this study were found to have longer service years than the other subjects of the study.

Table 2. Description of Respondents by Qualification and Service years

Item	Dep't heads and above		Principals		Curriculum developers		Teachers		Parents and the community	
	No	%	No	%	No	%	No	%	No	%
12 complete	-	-	-	-	-	-	-	-	30	17.6
TII	-	-	-	-	-	-	44	28.9	14	8.2
Diploma	4	16.7	5	20	-	-	32	21.05	63	37.8
BA/B.Sc.	12	50	20	80	9	75	72	47.36	56	33.3
Ma/MSc	8	33.3			3	25	4	2.63	4	1.9
Ph.D.	-	-	-	-	-	-	-	-	3	1.8
Others	-	-	-	-	-	-	-	-	-	-
Total	24	100	25	100	12	100	152	100	170	100
1-10 year	4	16.7	10	40	-	-	64	42.1	56	32.9
11-20 year	8	33.3	10	40	6	50	36	23.68	28	16.5
>20	12	50	5	-	6	50	52	34.21	-	-
total	24	100	25	100	12	100	152	100	170	100

Table three shows nations and nationalities distribution of respondents. Of all respondents 25 or 6.53 percent identified themselves, as Ethiopians while all others were specific.

Table 3. Description of Respondents by Nation and Nationalities

Item	Respondents									
	Dep't heads		Principals		Curriculum developers		Teachers		Parents and the community	
	No	%	No	%	No	%	No	%	No	%
Amhara	14	58.3	5	20			96	63.2	92	54.1
Oromo	4	16.7	10	50	6	50	4	2.6	30	17.6
Tigri	2	8.3	2	8	3	25	12	7.9	10	5.9
Gurage							8	5.3	12	7.0
Sidama							4	2.6		
Wolita									2	1.2
Berta							4	2.6		
Somali	1	4.2	1	4			4	2.6	2	1.2
Kafa							4	2.6	4	2.4
Afar							16	10.5	6	3.5
Ethiopian									12	7.1
Unspecified	3	12.5	7	28	3	25				
Total	24	100	25	100	12	100	152	100	170	100

3.2. Problems and prospects in Education Policy Making and Implementation in

Ethiopia

This part of the paper presents the results of the analyses of the data mainly obtained from the questionnaire and interview schemes. Beginning with the results of the analyses detailed discussion of the results shall be made step by step. In the discussion a number of anecdotes obtained through the informal conversation and the formal administration of the questionnaire and the interview schemes are listed here and there. Key and relevant issues will be addressed here with as much precision as possible.

To begin with, a strategy for the development of human resources to run and man a country's economy depend on the production of skilled man power through a process of education and training (teaching and learning). The human element is the out come of a system of education where the structure and content reflects prevailing socio-economic conditions of society, social relations and the level of development of the economy. Education therefore which is a result of a policy given interacts with values moods and circumstances of that particular period. Being a social artifact embodying aspirations about the good life for an individual and the best arrangements of the whole of society and is always prone to change as social and economic circumstances change.

Change demands idea investigation, weighing and computation with the purpose of rationally defining preparing and implementing decisions. Here issues worth considering include analyses of the policy making process, adequate use of information's and parameters and availability of the expertise needed. On top of that making a look to uses of power in policy

setting, use of intuitions, and the existence of a feed back system at work to correct earlier decisions and the implementations is essential.

Policy failure, which is policy not implemented or a policy unsuccessfully, implemented call for change and adjustment. A policy not implemented can be defined, as a policy not put into effect as intended, because of many reasons. Those in the execution maybe uncooperative, inefficient or their efforts could not overcome obstacles. Unsuccessful implementation on the other hand is a policy failing to produce intended results.

A policy is at risk when it is ineffectively implemented or is supported by inadequate information. Added to that defective reasoning, unrealistic assumptions and external circumstances may contribute to the failure. If implementation influences actual policy outcome so does policy design. Education due to the role it plays in national integration or at least people's aspiration for playing that role its study must encompass wider areas. This is so because education is a social institution serving many functions, though it perpetuates existing pattern of domination in society, it creates new social meanings, new categories of knowledge and new social roles all of which challenges the legitimacy of an existing order.

Educational activities are manipulated by policies and policy development is a series of overlapping episode in which people of different kind and organizations of many nature are involved in generating options and the production of implementation strategies. A very important issue comes here, i.e. issue of participation, the "who does what" and "doesn't".

Participation is the active involvement of stakeholders in the making and implementation of policies. It is a political will and the effective instrument of emancipation of those at the

bottom of the political pyramid. Participation guarantees awareness and is through it that a systems base is strengthened.

Table four shows sample results concerning participation in education policy making in Ethiopia. Questions were made to inquire whether people participate in policy making and also verify the claims of policy makers as having popular support. Answering question number one 83.3 percent of department heads (20 out of 24) and 75 percent of curriculum developers (9 out of 12) said yes. Of this same category 4 individuals or 16.7 percent were unable to either agree or disagree. This may be attributed to their being new to the profession.

On the other hand actual front line actors (principals and teachers and end users (parents and the community) said no. 80 percent of the principals (20 out of 25), 55.3 percent of teachers (84 of the 152) and 69.4 percent of parents and the community (18 of the 170) said no. This data can show that policy making here was not preceded by participation. Experience teaches that no type of educational policy making succeed with out participation of actors because mere promulgation cannot insure implementation.

The education and training policy of April 1994 on page .12 state that “a mechanism shall be created by which teachers, professionals from major organizations of development and beneficiaries participate in the preparation implementation and evaluation of curriculum”. On top of that decentralization of the system of education has given chance to curriculum planning and implementation done at grass root level. A question was put to check if shareholders do participate in the design, implementation and evaluation of curriculum. (Q.no.2).

TABLE .4. Sample results concerning participation of actors in education

Policy-making

n o	Item	Respondents									
		Dep't heads and above		Principals		Curriculu m Developer s		Teachers		Parents and the community	
		N O	%	N O	%	N O	%	N O	%	N O	%
1	Do you believe that the new education and training policy was preceded by public participation										
	a- Yes	20	83.3	5	20	9	75	26	17.1	18	10.46
	b-unable to judge	4	16.7	-	-	3	25	42	27.6	30	17.44
	c-No			20	80			84	55.3	118	69.4
2	The policy that of (1985)requires stakeholders participation in curriculum design implementation and evaluation. Do you believe that this is being done properly?										
	a- Yes it is being done quite properly	12	50.0			6	50	30	19.7	4	2.35
	b- Yes it is being done some what properly	4	16.7			6	50	22	14.5	54	31.76
	c-It has never been done	8	33.3					96	63.1	112	65.85
3	DO you share the claim that of policy makers that their policies have popular support										
	a- Yes I strongly agree	12	50	5	20	3	25	8	5.2	4	2.3
	b- Yes I do	4	16.7			6	50			10	5.8
	c- I cant be sure			10	40	3	25	20	13.2	10	5.8
	d-No I don't	4	16.7	5	20			72	47.4	72	41.9
	e-No I will never do	4	16.7	5	20			52	34.2	50	29.06
	Total	24	100	25	100	12	100	152	100	170	100

Answering the question 2, 66 percent of Department heads and 100 percent of curriculum developers said that clients are taking part in the design implementation and evaluation of curriculum as is said in the policy document. On the other hand 63.1 percent of teachers and 65.8 percent of parents and the community responded the opposite. This again shows variation officials say people are taking part while people say no we are not.

Item 3 of this same table was a question made to verify if respondents share the claim of policy makers having popular support. 40 percent of principals, 81.6 percent of teachers and 79 percent of parents and the community were for strong Nos ensuring that the strong power wielders in the school environment are against the claim.

These responses were feed to an SPSS computer program and computed. The two tailed test percentile between two categories of respondents of the groups (t-test at 0.05 level of significance) revealed that statistically there are significant differences and the evidence obtained ascertained that there is an appreciable difference between the two officials and front line actors...(for details see Annex 2 a, b, c, and d).

To end this section education is the fundamental axis for a country's economic stabilization and political liberalization. Any negative attitude towards policymaking process or policy nature by society means affecting the overall development. For an educational policy to succeed there is no other way than making those to be affected, participate in the making and implementation. Doing things with simple fiat never pays because affected groups have strong stands to block change .The more a policy generates opposition the more difficult the implementation.

Table five is about policy options. A advantages and disadvantages of self contained classrooms, use and abuse of automatic promotion and measures employed to provide education in more than one language are to be discussed. Before going to the discussion let's make a distinction. There are people who preferred to name self-contained classroom as a "learner centered classroom" and automatic promotion as "continuous assessment". In a self contained classroom one teacher is responsible for the total instruction of one class for the entire school day (Dictionary of Education: 1987) Automatic promotion is letting students pass without having examination.

Since we have nothing to do with a name for the purpose of this study a "self contained classroom" is a "learner centered class room" and "automatic promotion" tantamount to "continuous assessment". In a learner centered methodology students are actively involved in the teaching learning process by articulating ideas and opinions. The method is dynamic because it emphasizes interaction and participation. Doing this task require a manageable class size and the availability of teachers emotionally, professionally, attitudinally and academically prepared for it. The training and preparation of teachers must focus on the roles and responsibilities that teachers are to play and shoulder.

Automatic promotion is a remedy for grade retention i.e. requiring pupil to spend additional academic year in same grade doing the same task as the previous year. The probable effect of repeating grades will be discouragement and withdrawal. With this in mind respondents were asked to specify their instances if they agree or disagree with the view that self-contained educational provision is beneficial to educational development.

Table. 5. Sample Results concerning policy options

No.	Item	Respondents									
		Dep't heads and above		principals		curriculum d evelopers		teachers		parents & the community	
		no	%	no	%	no	%	no	%	no	%
1	do you agree with the view that self contained educational provision are beneficial to educational development?										
	a-I strongly agree	4	16.6					8	53		
	b-I agree	12	50					4	2.6		
	c-I am not sure	4	16.6					12	7.9	12	6.9
	d-I don't agree	4	16.6					64	42.1	60	34.9
	e-I disagree							64	42.1	44	25.6
	Total	24						152	100	158.	91.8
2	Do you agree with the view that automatic promotion is a useful policy option?										
	a-I strongly agree	12	50	5	20			9	5.9	4	2.3
	b-I agree	8	33.3	5	20			4	2.6	34	19.7
	c-I am not sure							20	13.2	24	13.9
	d-I don't agree			15	60			44	28.9	36	20.9
	e-I disagree	4	16.6					75	49.4	38	22.9
	total	24	100	25	100			152	100	136	79
3	What is your opinion on the measure to provide education in more than one language										
	a- it is a useful measure	24	100	20	80	12	100	120	78.9		
	b-it is not a useful measure							32	21.1		
	Total	24	100	20	80	12	100	152	100		

Respondents on the department heads side were 16.6 percent for strong agreement and 50 percent for agreement. 16 of the 24 heads questioned considered the option to be beneficial to educational development. On the other hand 84.2 percent of teachers or 128 of the responded 152 and 60.5 percent of parents and the community 104 among 172 do consider self-contained classes as not beneficial. This position of teachers and parents to the option by implication means actors will withhold energy and determination in effectuating the option.

Respondents were given open-ended questions to substantiate or justify their reasons. The higher ups say that it is economical and must be applied with full determination. Implementers and beneficiaries say that such policy option should not be applied here in a situation where we have large number of poorly trained and un-motivated teachers. They also question what is to happen if a teacher is not as good as one should be in a subject or two?

Automatic promotion is rejected by teachers and beneficiaries but applauded by officials. 83.3 percent of them say it increases efficiency and could be a solution to the major educational problem in Ethiopia, grade repetition. Moreover they say that forcing a child to repeat a grade because of failure is taking him out of a friendship group of which he has grown up and labeling his failure as a means to be rejected by his former peers. They say that children rated repeating a grade are shameful and the probable effect of this will be discouragement and withdrawal.

On the other hand teachers say automatic promotion has minimized the teaching efforts of schools and teachers, because pupils simply pass from grade to grade with out mastering skills. They argue that children promoted to the next grade without mastering critical prerequisites are not likely to succeed and will not have a chance to excel others and

emphasized that we are on the verge of producing children who won't be able read and write their names. 78.5 percent of the teachers are against this policy option and argue that if the child knows in advance that he will be promoted regardless of his performance he will not bring forth the necessary effort of studying subjects. Negating the claims of officials they say that the achievement of educational goals should ultimately measure not only quantity but also quality of out puts.

The third issue treated here was the measure of providing education in more than one language. As known language is a component of culture and that any quest for the preservation of cultural identity of a group of people should of necessity include the quest for the use, enrichment, promotion and continuity of its language. This unavoidable linkage of language to cultural identity has been at the root of recognizing the right of any language speaker.

Teaching content of a subject in a language other than mother tongue over load a child. On top of educational values, use of mother tongue plays an important role in social political and economic life of people particularly in creating awareness of the cultural identity. To date several nationality languages are serving as mediums of instruction in schools. But an issue that needs to be underscored is the fact that not all languages can be used as medium of instruction at the same time and pace of development.

The undertaking and implementation of language issue in Ethiopia seems painful because the moves demand pulling in and putting all resources together. The question of shortage of trained man power, lack of precedence and experience (it was only in the literacy program

done before) question of finance, and overcoming question of hard boiled attitudes of some elements.

To refer to table five only little number of teachers opposed the usefulness of providing education in mother tongue. The concern expressed by the majority is on quality, availability of reading materials and levels (where to stop). Moreover the use of mother tongue varies from region to region and English is a medium of instruction at grades 5, 7 and 9 depending on the region. The secondary school curriculum being national requires students sit for national examination at grade 10 an examination to be administered in English. Coping up the next level i.e. tertiary education seems problematic as a result of English language deficiency and respondents consider this to be unfair.

To weigh advantages and disadvantages of language use in education, one can say that most children understand the nationality language best when they enter school. The school then can build on and use what the children have learnt in their family and their society. By so doing they can actively participate in the lessons and are not hindered by lack of language for this will allow for a healthy cognitive development. On the other hand learning alone a nationality language can restrict its speakers to an isolated area and the speaker may not have access to a wider world.

Table six shows the perception of policy makers appraiser's and appraises about the adequacy and appropriateness of appraisal criteria. Teachers in Ethiopian education are essential elements and main sources of knowledge. They not only are sources of knowledge but also role models for attitude and values. It won't be an overestimate to state teachers as backbones of our education and they constitute with rough estimate 95 % of the entire personnel in education.

Table 6 Summary table on the perception of policy makers, appraises and appraisers about the adequacy and appropriateness of appraisal criteria

No.	Item	Respondents					
		Department Heads		Principals		Curriculum Developers	
		No.	%	No.	%	No.	%
1.	Do you agree with the view that appraisal criteria for teacher focus primarily duties and responsibilities of teachers						
	a. I strongly agree						
	b. I agree	20	83.3				
	c. I am not sure	2	8.3	5	20	28	18.4
	d. I don not agree	2	8.3	20	80	120	78.9
	e. I disagree					4	2.6
	Total	24	100	25	100	152	100
2.	Do you agree with the view that the new career structure has made the teaching profession look more attractive?						
	a. I strongly agree	12	50			4	2.6
	b. I agree	4	16.6				
	c. I am not sure			5	20	4	2.6
	d. I don not agree	8	33.3	15	60	80	52.6
	e. I disagree			5	20	64	42.2
	Total	24	100	25	100	152	100

Each year schools are built children enrolled teachers trained and deployed indicating quantitative growth. On the other hand there are concerns about inefficiencies attributed by unsatisfactory and poor performance of teachers retaining qualified and experienced teachers has come to be a difficulty but why?

Prior to the making of the new education and Training Policy in 1994 remuneration for teacher was considered as a major contributor to lowering the status of the profession as well as the quality of education. Good entrants were not attracted to the profession and the immediate action taken to subvert this was improving the status of teachers by improving salary as well as setting a merit based promotion structure.

The assumption was unsatisfactory conditions such as poor salary leads to low morale and drop of the profession. Pay was seen as an instrument to pulling those from out and not pushing those from the inside. According to the guidelines of the Ministry of Education teachers were to undergo performance appraisal to be promoted and get pay rise. Appraising performance was mandatory requirement to identify the legible for promotion. There are wide spread complaints about appropriateness of criteria's made here to evaluate teachers' performance.

If appraisal is carried out adequately appraisers and appraises benefit but here teachers are appraised by students and their parents, by people outside the profession. Using table six we will be discussing the appropriateness of this scheme

As is seen in the table six significance perception difference exists between policy makers and implementers about the adequacy and appropriateness of the criteria made to evaluate

performance appraisal. 83.3 percent of department heads argue that the criteria focus on teacher duties and responsibilities while 80 percent of principals and 78.9 percent of teachers strongly reject the idea. This indicates incompatibility of appraiser and the appraiser's expectation in the criteria. It also seems that teachers who are the front line actors in national educational strategies were not consulted during the development of the scheme.

Item number 2 of the same table substantiates this by showing that the career structure has made no contribution to make the profession look more attractive. Officials in this regard say that the profession is attractive (66.6 percent of department heads) while 69.3 percent of teachers are saying the opposite.

With regard to the appraisal scheme teachers prefer to be appraised by one who knows the profession and are hesitant in accepting students and parents as designated appraisers. They say these elements lack the knowledge, skill and experience to do the task. As a result of this teachers had developed negative attitude towards the scheme. Therefore revising the components of the scheme seems essential to ultimately make the system effective.

To sum up a good policy design can be an instrument for a particular end, but unrealistically designed and un-welcome policies are subject to fail. Changes introduced at times may not be appropriate and may bring about undesired effects and larger negative consequences. Moreover implementing bad or incorrect policies cost much and bad policies undermine the legitimacy of the policy maker.

Table seven is a summary of results concerning language issues. Language is important because it through it that a content of a subjects is delivered to a student and that the correct reception of the information is checked. On top of that different languages have different functions for different occasions and purposes. In a multilingual environment like that of ours it is not possible to use only one language for all interactions in life

Dated back to the emergence of modern education in Ethiopia a century ago, several languages were used in schools (French, English, Arabic, Geez etc.) but it is after 1991 that abrupt changes have taken place in the country. The change of government had brought about major changes in language use and the country has entered into an era where multi linguism has become a right in education.

Language education in a multilingual environment is a thorny issue with many challenges. The development of alphabets, standardization of languages, expansion of vocabulary for use etc. require long term financial investment and commitment.

Questions were posed to respondents on issues related to language use. Out of the total number of respondents 38.15 percent or 132 individuals said that the measure to use nationality languages as mediums of instruction in schools has taken the country's situation into proper account. 28.9 percent of the respondents partially support the idea and 16.18 percent are against this.

Inquiry was made to know (question no 2) the benefits of the policy measure that allows nation nationalities provide education in their mother tongue. The result show that 67.7 percent of department heads 76.4 percent of teachers and 71.3 percent of parents & the community consider the measure to be beneficial and this bit information entails that use of nationality languages in schools is considered virtue and not vice.

Table 4 Sample Results concerning language issues

No	Item	Respondents											
		Dep't heads		Principals		Curic. developers		Teachers		Parents		Total	
1	The New Education & Training Policy gave rise to the uses of nationality languages as medium of instruction in schools. Do you think that such a measure has taken the country's situation in to proper account?												
	a. Yes	8	33.3					82	53.9	42	24.7	132	38.15
	b. Partially Yes	12	50					8	5.3	80	47.1	100	28.9
	c. I am not sure							36	23.7	6	3.5	42	12.14
	d. No it has not	4	16.7					26	17.1	26	15.3	56	16.18
	No Response									16	9.4	16	4.62
	Total	24	100					152	100	170	100	346	100
2	What is the benifit of the policy measure that allows nations/nationalities to provide education in their mother toungue?												
	a. it is highly benificial	12	50					60	39.5	48	28.2	120	35.08
	b. It is benificial	4	16.7					56	36.9	80	47.1	140	40.93
	c. It is slightly benificial							16	10.5	40	23.5	56	16.32
	d. It is not benificial	4	16.7					20	13.1	2	1.2	26	7.60
	e. I cant be sure	4	16.7										
	No respoonse												
Total	24	100					152	100	170	100	342	100	
3.	What is your opinion on the measure to provide education in more than one language?												
	a. It is a useful measure	24	100	20	80	12	100	120	78.9			176	82.62
	B. It is not a useful measure							32	21.1			32	15.02
	no response			5	20							5	2.36
total	24	100	25	100	12	100	132	100			213	100	
4	Teaching nationality languages is												
	a. very useful	8	33.3	15	60			28	18.4			51	25.5
	b. useful	12	50	10	40			60	39.5			82	40.8
	c. partily useful	4	16.7					40	26.3			44	21.9
	d. of no use							20	13.2			20	9.9
	no response							4	2.6			4	1.9
Total	24	100	25	100			152	100			201	100	
5	A child is expected to learn three languages namely his mother toungue, amharic and english during his primary schooling. what would be the												

No	Item	Respondents											
		Dep't heads		Principals		Curic. developers		Teachers		Parents		Total	
	consequences of such a measure/												
	a.It is highly problematic	1	4.2					44	28.9			45	23.9
	b.it is slightly problematic					3	25	24	15.8			27	14.4
	c.it will have no problem	12	50			3	25	20	13.2			35	18.6
	d.it will never have any problem	4	16.7			6	50	44	28.9			54	28.7
	no response	7	29.2					20	13.2			27	14.4
	Total	24	100			12	100	152	100			188	100
6	What is the impact on a countries economy of teaching all nationality languages in each respective region?												
	a. It has a highly negative impact			25	100							25	51
	b.it has a slightly negative impact	8	33.6									8	16.3
	c.it has no negative impact at all	12	50									12	24.5
	d.It may have a positive impact												
	No response	4	16.7									4	8.2
	Total	24	100	25	100							49	100
7	Do you agree with the view taht teaching through nationality languages has an adverse effect on national unity?												
	a.i strongly agree							20	13.2			20	11.4
	b.I agree							32	21			32	18.2
	c.I cant be sure	4	16.7					20	13.2			24	13.6
	d.i dont agree	12	50					24	15.8			36	20.5
	e. I dis agree	8	33.3					56	36.8			64	36.4
	No response												
	Total	24	100					152	100			176	100
8.	What is the efeect of the difference among the regions in the period required for completion of mother tounge school attendance/												
	a. It has strong negative effects	4	16.7	20	80			100	65.9			124	61.8
	b.It has negative effects	8	33.3	5	20			24	15.8			37	18.4
	c.It has weak negative effects							16	10.5			16	7.9
	d.It has no negative effects	12	50					12	7.9			24	11.9
	No response												
	total	24	100	25	100			152	100			201	100

The provision of education in more than one language is supported by 82.62 percent of the total respondents (item 3) and teaching nationality languages is considered useful by 88.3 percent of subjects of the study.(Item 4). What is said more here is that implementing this program demanded the preparation of new teacher education programs, instructional materials in many languages, though there was determination to effect the change the path has not been easy.

Teaching a child three languages namely his mother tongue Amharic and English at a time is considered to be problematic (item 5) and respondents consider teaching all nationality languages in each respective region as having negative impact on the economy (item 6).

If all regions are to teach all their languages, the development of the writing systems textbooks and having the appropriate expertise to do that cost much. More over for a population like that of ours who has been living in mix for centuries, finding teachers for all languages and producing required literature can not be shouldered now. The many languages may even complicate educational management.

The majority of respondents 100 out of 176 do not agree with the view that teaching through nationality languages has adverse effects on national unity. It seems that for a public where the generation's imagination of language issue's equated it to the evils of national disintegration has faded away.

Respondents are concerned about the effects of the difference among the regions in the period required for completion of mother tongue school attendance (item 8). 50 percent of department heads 100 percent of principals 81.1 percent of teachers and 81.2 percent of

parents & the community say that this has negative effect on the progress of a child because as said earlier the secondary school curriculum being national requires students to sit for national examination at grade 10 an examination to be administered in English.

Table eight is about equity or expanding and equalizing educational opportunities. Expanding and equalizing education opportunities imply access to prospective participants and equal or nearly equal ratios of resource allocations. By setting goals one can identify inadequacies in education provision and rationalize plans for the distribution of services to the extent limited resources will permit. Those disadvantaged by reason of gender, ethnic origin, poverty and location are treated through equity and equity is a means of reaching those who weren't reached.

The Ethiopian public education system focuses on educating every child with the purpose of benefiting society and the individual. Society and the individual benefit from education in many ways. If productivity is increased it means an increase in income which in turn means changing the standard of living of the individual. Education again changes behavior of individuals to the better and is the sole means to escape from poverty.

Regardless of moral and philosophical issues equity is adequate financing of the education sector and doing that fairly. Gender and regional disparity here is high and most of the rural communities have no educational opportunity and urban schools are overcrowded. In general the formal education and training system is narrow and limited in scope along this, non-formal education is not well thought off.

Table 8 Sample Results concerning equity issues

No	Item	Respondents											
		Dep't heads		Principals		Curic. developers		Teachers		Parents		Total	
1	The 1985 Education and training policy is aimed at alleviating the problems of educational access and quality. Do you think that these problems are being properly adressed?												
	a. Yes	24	100	25	100	6	50	12	7.9	6	3.53		
	b. Partly yes					6	50	32	21.1	32	18.8		
	c. nO							104	68.4	112	65.9		
	d. I have no idea							4	2.6	18	10.6		
	No response									2	1.18		
	Total	24	100	25	100	12	100	152	100	170	100		
2	The policy is believed to help in producing hard working and researching citizens. Do you agree with this belief?												
	a. I strongly agree			5	20	6	50	12	7.9	8	4.7		
	b. I agree	16	66.7	15	60	6	50	12	7.9	20	11.8		
	c. I cat be sure			5	20			44	28.9	24	14.1		
	d. I dont agree	4	16.7					64	42.1	70	41.2		
	e. I disagree							20	13.2	18	10.6		
	No response									30	17.6		
	Total	24	100	25	100	12	100	152	100	170	100		
3	The new education and training policy has positive contributions to make in the countrys ovrall development. Do youu agree with this view?												
	a. I strongly agree			5	20	3	25			10	5.9		
	b. I agree	20	83.3	15	60	9	75			16	9.4		
	c. I cat be sure									32	18.8		
	d. I dont agree	4	16.7	5	20					92	54.1		
	e. I disagree									16	9.4		
	No response									4	2.4		
	Total	24	100	25	100	12	100			170	100		

Public spending here favors the poor here on papers but public spending on education as a whole favors the affluent. Upper secondary and higher education levels are subsidized and few students fill in this tier from the poor families. Subjects of the study rate problems of educational access and equity as being poorly and consider the performance level of Ethiopian education as rapidly falling. For details see the table.

Table nine is about curriculum, the most central aspect of an education system. This is said so because it comprises all the opportunities for learning to be provided. School curriculum in Ethiopia begins when modern secular education was first started a century ago. The then curriculum was western type and alien to the Ethiopian situation up until the Italian invasion. The invasion though short lived did a lot harm to the infant education system of Ethiopia. Then come liberation and the period of reconstruction aiming at addressing immediate needs of the nation.

The first drastic change made in curriculum was after 1974. The change brought major changes in orientation by directing education to serve the state machinery with Marxist-Leninist ideology. After the fall of the 'Derg' a new curriculum was developed and is implemented. This short survey is made to show that curriculum changes and reform have been common and ignited by outside factors out of the education sector.

According to curriculum experts, curriculum design refers to the way in which the time of the school is divided up so as to provide series of periods for learning. It is done so that accumulation of information is acquired in a time frame. Questions were made to examine if change in curriculum (1991) has considered retention speed and pace of students.

Table . Sample Results concerning Curriculum

No	Item	Respondents									
		Dep't heads		Principals		Curic. developers		Teachers		Total	
1	Do you think that the new primary/secondary school curriculum can be covered with in the time allotted to it?										
	a. Yes it can be covered entirely	16	66.7			9	75			25	11.7
	b. Yes it can be covered only partly			5	20	3	25	52	34.2	60	28.2
	c. No it can't be covered at all	8	33.3	20	80			96	63.2	124	58.2
	No response							4	2.6	4	1.9
	Total		24	100	25	100	12	100	152	100	213
2	Do you think that the new primary school curriculum has taken the retention speed and pace of students into account?										
	a. Yes it has	12	50			6	50	8	5.3	26	12.2
	b. Yes it has but in a limited way	8	33.3	5	20	6	50	44	28.9	63	29.6
	c. No it has not at all	4	16.7	20	80			100	65.8	124	58.2
	No response										
Total		24	100	25	100	12	100	152	100	213	100

In answering questions 66.7 percent of department heads and 75 percent of curriculum developers admitted that the new primary/ secondary school curriculum can be covered with the time allotted to it. On the other hand 60 percent of principals and 63.2 percent of teachers said the opposite. Further more the same respondents department heads (50%) and curriculum developers (50%) said that the new curriculum has taken the retention speed and pace of students into account while 65.8 percent of teachers say no (Table 8 item 2). This shows that the teacher who is expected to bring the greatest insight into the ramifications of the situations faced by the learner was not invited to exchange the necessary information in the making and not encouraged to actively participate in the design.

For curriculum development to be effective valuable participation of actors is very decisive. The involvement of representatives of various groups and concerned individuals who are directly or indirectly affected by curriculum decision and its results is of critical importance. Not inviting stakeholders to share their opinions, experience and beliefs in the making will later create difficulties in operation.

On the other hand there is widespread consensus that improving the performance of educational institution can advance economic development, enhance competitiveness and bring about progress. However things do not go as desired mostly for political reasons and hurdles. Political obstacles distort and paralyze educational activities.

A policies success is dependent on willingness and ability of dominant groups or coalitions of groups. A policy may be carefully planned but if it takes insufficient account of the realities of power like abilities of groups opposed to a policy then that the policy is likely not to succeed.

Teaching goals have been placed at the control of politicians, politicians who allocate values, establish structures, alter things, appoint personnel, issue directives and provide finance. But the allocation is not done through interactions between official power holders and interest groups.

Table ten shows summary of results concerning a multifaceted process of change that occurred here in the past ten years i.e. decentralization. Decentralization meant a change from centralized bureaucratic system to a federal system where people are sovereign. From theoretical point of view decentralization requires two things 1) change of attitude and 2) appropriate capacity building to cater the needs of the people.

Decentralized education management implies participation, pluralistic communication, and decision making with the necessary competence. Necessary knowledge know-how and professional inputs are essential. Ethiopia is a decentralized country where nations nationalities are making decisions in their own regions but the transition from the old to the new had been complex.

One may design change as an end selected with maximum care or change for political reasons. In a politically instigated change perspectives used and solutions offered are controlled by one frame of reference. Decentralization is not a one shot affair, it needs time and persistent effort to take root into the fabrics of society to bring about profound change for the better.

Table 4. Sample Results concerning Decentralization

No	Item	Respondents							
		Dep't heads		Principals		Curic. developers		Total	
		No.	%	No.	%	No.	%	No.	%
1	Do you agree with the view that regions are properly executing their duties and responsibilities now that educational services have devolved to regions								
	a. I strongly agree					6	50	6	9.8
	b. I agree	16	66.7	10	40	3	25	29	47.
	c. I can't be sure	4	16.7	5	20	3	25	12	19.8
	d. I don't agree	4	16.7	10	40			14	22.9
	e. I disagree								
	No response								
	Total	24	100	25	100	12	100	61	100
2	Do the regions possess the required trained man power to adequately execute their responsibilities?								
	a. Yes they entirely do								
	b. Yes they partly do	20	83.3	20	80	12	100	52	85.2
	c. No they don't	4	16.7	5	20			9	14.8
	No response								
	Total	24	100	25	100	12	100	61	100
3	What is the effect on improving educational access of the decentralization scheme?								
	a. Strongly positive	8	33.3	5	20			13	26.5
	b. Moderately positive	12	50	15	60			27	55.1
	c. Slightly positive	4	16.7					4	8.2
	d. Negative			5	20			5	10.2
	No response								
	Total	24	100	25	100			49	100

Due to decentralization the Ministry of Education, the only responsible organ to plan, executes and monitors educational activities was down sized both in terms of manpower and activity. Power, authority and responsibility were devolved to regions with the aim of enhancing responsiveness to local needs and demands. Questions were posed to department heads principals and curriculum developers to know if regions are properly executing their duties and responsibilities, have there required man power, and justify the effect of the scheme in promoting educational access.

Out of the total number of respondents 9.8 percent rated the execution of duties by regions as strongly satisfactory while the other 47.5 percent rated it as satisfactory. 22.9 percent of the total respondents consider the activities of regions as weak. In relation to the human element 85.2 percent of the total respondents said that regions partially possess the required-trained manpower to adequately execute their responsibilities. Another group or 14.8 percent said no they are not.

26.5 percent of the overall respondents assume that the decentralization scheme has strongly and positively affected educational access while 55.11 percent consider the effect as moderately positive. 8.2 consider the scheme as having slight effects while the remaining 10.2 percent consider the effect as negative.

This data shows that the majority of respondents do have positive attitude towards decentralization. However there are expressed concerns of effectiveness of regional governments. It is said that in regions like Afar and Somali ineffective men and fragile functionaries not hospitable to academic operations are housed in education for political reasons.

To use the words of Urwick (1983,324): political leaders through management of educational system distribute benefits both material and symbolic to selected local groups of potential supporters. These benefits appointments and contracts, prestige, hope of personal advancement are exchanged for short-term gains in political influence. These attractions cause outright distortions of educational policy in which professional advises and issues are willfully ignored.

To end up when people un-well come policies, policies fail and when policy makers are charged with implementing unwelcome policies the cost is much. Any oppositions to a policy now unless and other wise solved may latter be organized resistance because education here is the means to escape from inherited social positions and the only way for upward mobility.

Respondents were asked to identify why policies fall here and 59% of the total respondents said policies fall because of the absence of long-term commitment of the leaders. To 23% changes are poorly coordinated and are with poor conceptualization and unclear demonstration. The rest stated changes to be too broad and ambitious.

Such idea leads us to conclude that for a policy change to be implemented it must be fully resourced, and committed to. Stake holders should not be kept at a distance from it and changes must not be too fast or too slow.

CHAPTER FOUR

4. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

4.1. SUMMARY

The purpose of this study was to look in to problems of education policy making and implementation coming either from inadequate capacity of implementation or problems within the policy itself. The study was carried out on 15 schools in five regions.

The study has assessed policy making which is a continuous cycle of putting inputs and weighing effects from the standpoint of desirability, affordability, and feasibility of policies. It also looked changes in education policies from consensus and acceptability point of views. More over countries experience, and stakeholders participation were items included in the study. This part summarizes major findings and draw conclusion and recommendations based on the findings.

The method employed in the study was the descriptive survey method. To collect required data questionnaire, interview and document analysis were used as instruments of the study. The subjects for this study were chosen using a purposive as well as availability sampling procedure. Five categories of sample population were involved namely department heads and above, principals, curriculum developers, teachers and parents and the community. Their geographic location ranges from the Federal Ministry of Education to grass root levels like, schools in Somali, Afar, Amhara, Addis Ababa and Tigray. The study was carried out in 6 zones of the regions. Depending on the results made, the following findings were obtained:

1. According to the findings of the study education policies so far change when new governments come to power with little regard to how things have fared. Abrupt changes have been frequent and changes were ignited by factors outside the education sector. Life span of policies equals life span of a regime in power and government change means policy change. New regimes decide to go to policies to simply insure legitimacy and no condition of continuity is attained. It is due to this fact that education decrees and their corresponding structure could not survive the persistent political change in the country.
2. Parents and the community's response don't vary as a result of occupational variation or location.
3. The study revealed that policy dialogue, client participation and policy analysis is non-existent and the findings indicate that the rationale of policy makers in making educational policy is political. Actual practitioners are compelled to believe in state ideologies and work for that.
4. Regarding language use in schools respondents do not oppose or have any fear of national disintegration as a result of that. Their expressed concern is on quality of education provision and the commitment entered by the public where language use was wrongly equated with national disintegration seems attested
5. The findings reveal that decentralization of the system of education has given the chance to make decisions at grass root levels but there are still concerns expressed about efficiency and effectiveness.
6. Policy options like self-contained classrooms and automatic promotion has minimized the teaching efforts of schools and teachers other than bringing intended results.
7. According to the findings of the study the relationship between those who make policies and those who implement them is adverse and they don't communicate.

8. The study revealed appraises and appraisers variation on the adequacy and appropriateness of appraisal system currently in place. The criteria according to teachers are not meant to measure performance objectively. The finding show that teachers have developed negatives attitude towards the scheme and even the profession.
9. The findings indicate that students do not learn according to expectation of curriculum expectation because teachers are unable to cover the curriculum.

4.2. CONCLUSION

Based on the analysis of the findings, one can say that education policy making and implementation is still in crisis. Policies are short of attaining intended results. The finding proved that front line actors (teachers and principals) and beneficiaries (parents and the community) do not have access to the policy making process.

Teacher performance appraisal, curriculum coverage and the rapid fall in the quality of education are issues that need immediate attention. Policy makers and implementers differ over many issues both in terms of goals and implementing mechanisms. Actors to make educational policies are not listening to public voice or are not devising ways to find solutions of their own initiatives. Rather they go on implementing unwelcome and un accepted policies. Added to that educational policies in Ethiopia are used, as political instrument of ruling elite's with prime aims of cultivating alien ideologies designed for short lived goals. Policymaking has not incorporated stakeholders in the policy making structure so far.

4.3. RECOMMENDATIONS

On the basis of the findings and the conclusion drawn, the following recommendations were put forward:

1. Educational activities and operations here show discrepancies between intentions of policy makers and actual thing on the ground. The absence of policy dialogue and policy analyses has made implementation difficult and unsuccessful. This calls for a policy review and the introduction of appropriate mechanisms for policy design. Therefore for policy making and implementation to have a chance of success new methods and designs of policy making must be introduced here.

First of all, top-level decision makers, must believe in the need for the introduction of a new and broader policy-making process. That process has to establish professional education policy planning and policy analysis units in the education structure. The units must comprise professionals both from government establishments and the private sector and must render professional services to decision-making bodies by applying modern policy sciences and must be stationed nearer to policy makers.

2. On the other hand the findings of this study showed that changes in educational policies are results of external factors out of the education sector. For this not to continue a think tank organ for in-depth work must be set in the education structure. That organ must detach itself from politics and must invest all of its time in making studies. It must be free from pressures and its disciplinary composition must be diversified.

3. Writing policies are quite common but the issue is letting them work at their own pace or at a forced pace under greater uncertainty. Therefore to see how educational policies are working effectively here one has to organize an independent state of the nation of policy audit. That body must collect data, survey areas and evaluate policy results. Listing areas of success and failure can then approach any problem and this can prove how far policies have been carried out exactly and without variation, by meeting the general public interest and by satisfying the expectations aroused by policies. Stake holders must participate in policy making to insure implementation and channel activities towards desired ends. Grass root activities should be encouraged, for the reason that their activities are not only desirable but also essential in handling delicate social realities.

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ANNEX 1

Sample of Schools, Regions, Zones , Woredas and levels of the study

No	Name of Schools	Region	Zone	Woreda	Level
1	Entoto Yekelem	Addis Ababa	Four	Eleven	9-12
2	Dagmawi Menilik Primary	Addis Ababa	Four	Thirteen	1-8
3	Dagmawi Menilik secondary	Addis Ababa	Four	Twelve	9-12
4	Kefitegna 12	Addis Ababa	Four	Twelve	9-12
5	Hibret Firie	Addis Ababa	Four	Eleven	1-8
6	Hizbawe Serawit	Addis Ababa	Four	Eleven	1-8
7	Atse Neakutoleab	Addis Ababa	Four	Eleven	1-8
8	Entoto Amba	Addis Ababa	Four	Eleven	1-8
9	Mohammed Hanfere	Afar	One	Aysaita	1-12
10	Dekie	Amhara	Mirab Gojam	Bahirdar zuria	1-8
11	Tana Hayk	Amhara	Bahirdar zuria	Bahirda Ketema	9-12
12	Jijiga Secondary School	Somali	Jijiga	Jijiga	9-12
13	Hintset	Tigray	Mekelle	Mekelle	1-8
14	Mai-Weyn	Tigray	Mekelle	Mekelle	1-8
15	Atse Yohannes	Tigray	Mekelle	Mekelle	9-12

TEACHERS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0	2	1.3	1.3	1.3
	1	130	85.5	85.5	86.8
	2	12	7.9	7.9	94.7
	3	8	5.3	5.3	100.0
	Total	152	100.0	100.0	
Total		152	100.0		

CUDEVELO

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	3	2.0	25.0	25.0
	3	9	5.9	75.0	100.0
	Total	12	7.9	100.0	
Missing	System Missing	140	92.1		
	Total	140	92.1		
Total		152	100.0		

Key:

Strongly agree	5
Agree	4
I can't be sure	3
I don't agree	2
I disagree	1

Paired Samples Test

	Paired Differences					t	df	Sig. (2-tailed)
	Mean	Std. Deviation	Std. Error Mean	95% Confidence Interval of the Difference				
				Lower	Upper			
Pair 1 CUDEVELO - TEACHERS	8.33E-02	.29	8.33E-02	-.10	.27	1.000	11	.339

Paired Samples Statistics

		Mean	N	Std. Deviation	Std. Error Mean
Pair 1	DEPTHEAD	3.83	24	.92	.19
	PARENTS	4.33	24	.48	9.83E-02

Paired Samples Test

		Paired Differences					t	df	Sig. (2-tailed)
		Mean	Std. Deviation	Std. Error Mean	95% Confidence Interval of the Difference				
					Lower	Upper			
Pair 1	DEPTHEAD - PARENTS	-.50	.78	.16	-.83	-.17	-3.140	23	.005

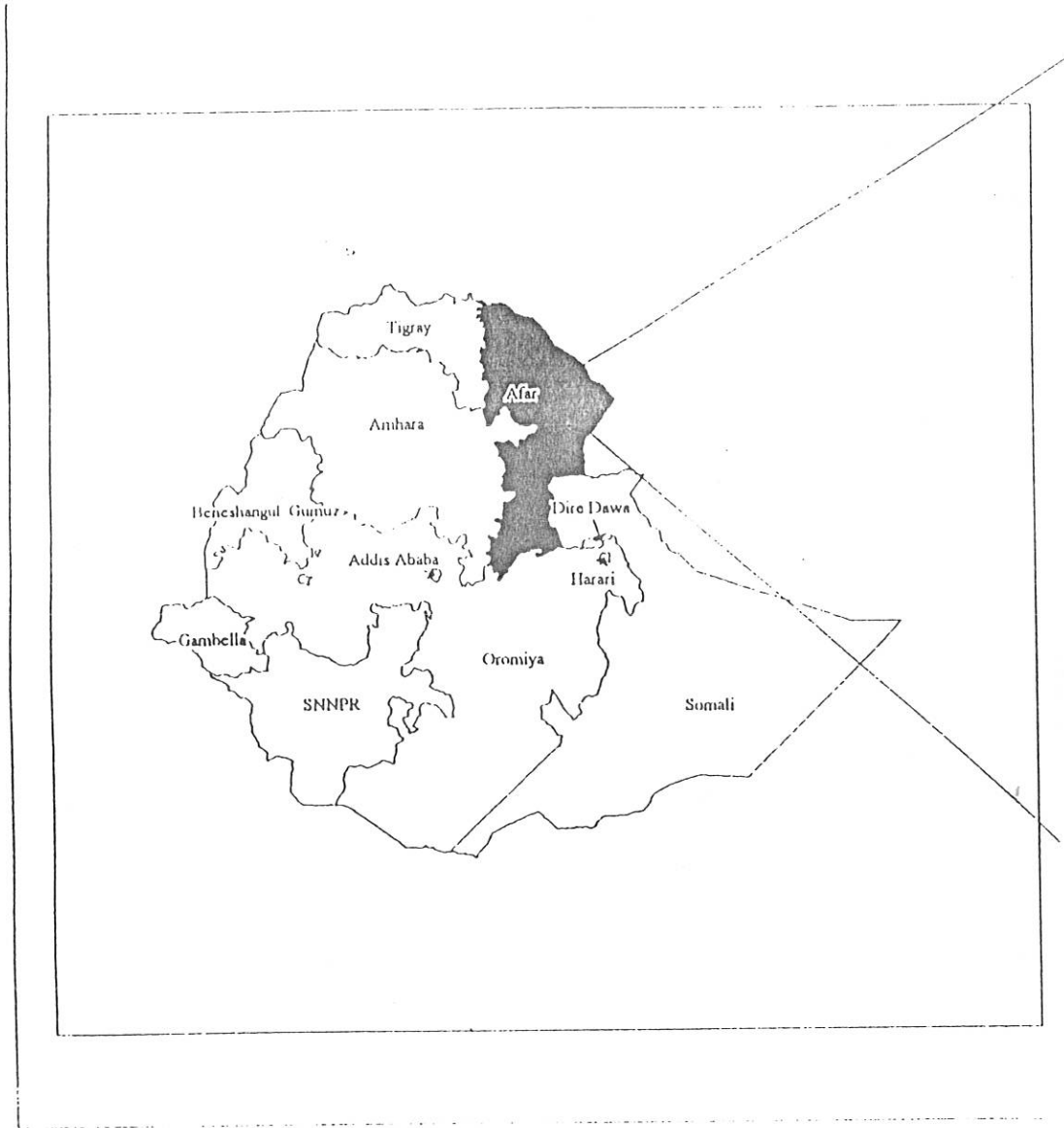
One-Sample Statistics

	N	Mean	Std. Deviation	Std. Error Mean
DEPTHEAD	24	3.83	.92	.19
PARENTS	170	2.40	1.20	9.23E-02

One-Sample Test

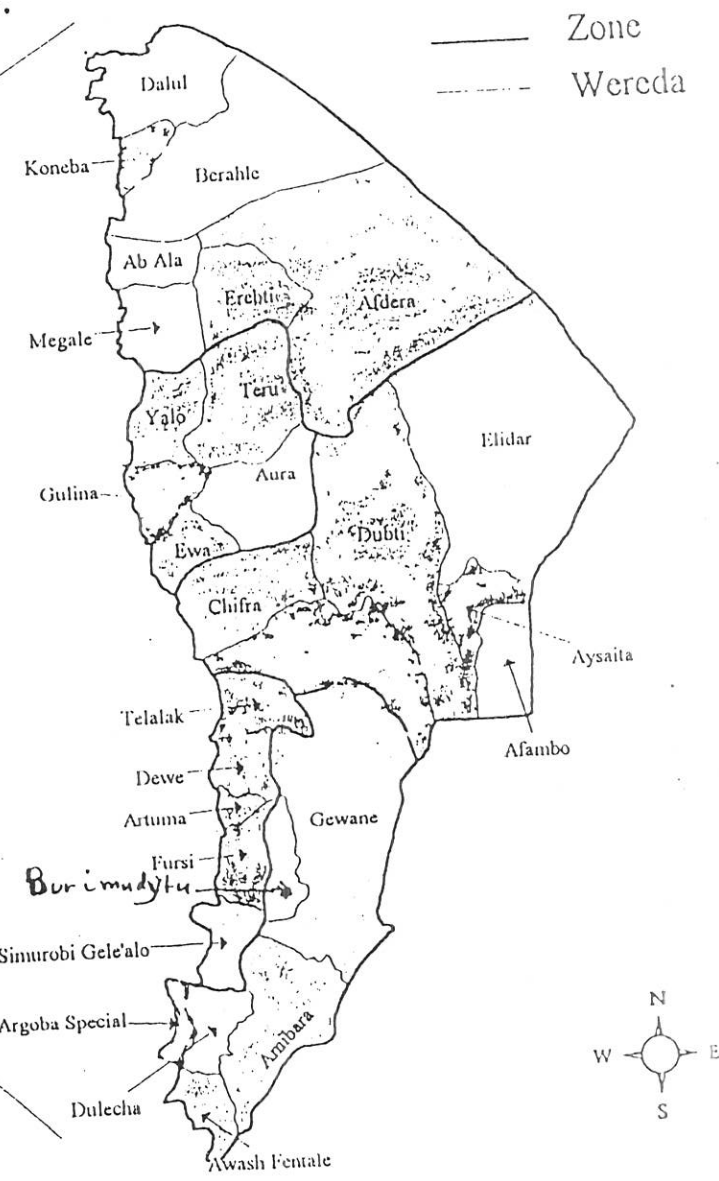
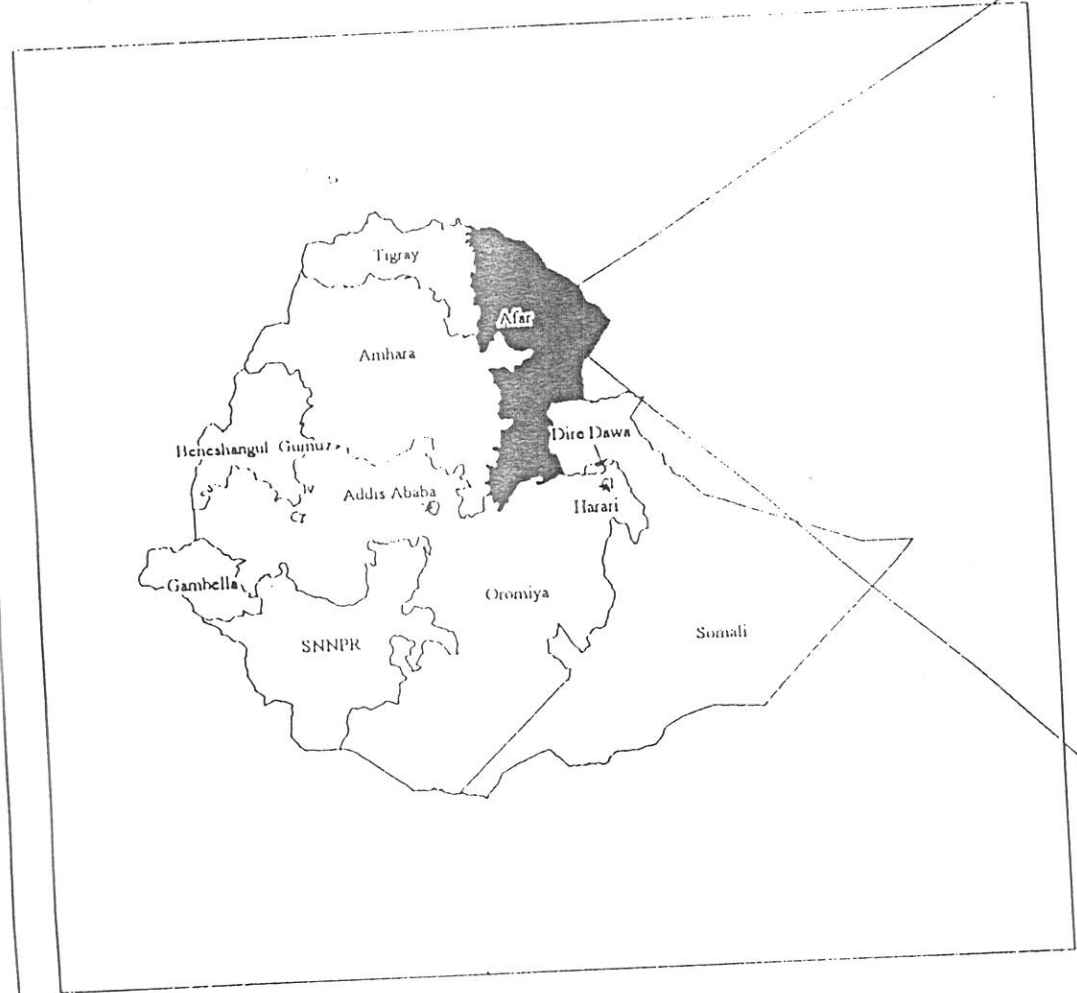
	Test Value = 0					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
DEPTHEAD	20.483	23	.000	3.83	3.45	4.22
PARENTS	26.000	169	.000	2.40	2.22	2.58

MAP OF ETHIOPIA



Afar National Regional State Wereda Level Map: 1991 E.C.

dmex IV



All Administrative borders shown are unofficial and approximate.

Addis Ababa University
School of Graduate Studies
Faculty of Education
Department of Educational Planning & Management

A Questionnaire for Heads of Departments and Above

This Questionnaire is administered with the aim of gathering first hand information on problems surrounding education policy making since 1974, well recognizing the fact that educational policy making is a turbulent policy aspect of any country's political life having inter generational repercussions.

Expressing his heart-felt gratitude in advance for your cooperation in providing genuine responses, this researcher brings to your attention the fact that, as your names don't have to appear on the questionnaire, secrecy as to your identity is guaranteed and your responses are to be reported anonymously

Thank you
The Graduate Student

Instructions

- a. Put an x mark in the box provided next to your choice
- b. Please try to make your responses as brief and precise as possible

Part-I

- 1.1 Sex M _____ F _____
- 1.2 Age _____ Years
- 1.3 Academic Qualification (level)
- a. 12th grade complete
 - b. TTI
 - c. Diploma
 - d. B.A or B.Sc.
 - e. MA or M.sc
 - f. Ph.D.
 - g. Other, please specify-----
- 1.4 Nation/ Nationality-----
- 1.5 Area of Study-----
- 1.6 Number of years of experience
- In education _____ Years In other areas _____ Years
- 1.7 Region _____ Zone _____ Woreda
- 1.8 Occupation-----
- 1.9 Job title ,if any _____

Part II

1. The 1994 Education and Training policy is aimed at alleviating the problems of educational access and quality . Do you think that these problems are being properly addressed?
 - a. yes
 - b. No
 - c. partly, yes
 - d. Don't know

2. The policy is believed to help in producing hard- working and researching citizens. Do you agree with this belief
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I can't be sure
 - e. I disagree

3. It is known that the teacher in on the fore front of policy implementation . Do you agree with the view that many teachers have a knowledge of the new policy?
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I disagree

4. The new Education and Training Policy has positive contributions to make in the country's overall development. Do you agree with this view?
 - a. I strongly agree
 - b. I agree
 - c. I can't be sure
 - d. I don't agree
 - e. I disagree

5. These are people who rate the performance level of Ethiopian education as rapidly falling. Do you agree with this view?
 - a. I strongly agree
 - d. I agree
 - c. I agree
 - d. I disagree

6. How do you Judge the role of the new Education and Training Policy on issues surrounding the quality of education in the country?

- a. It has contributed much to quality education
- b. It has made some contribution to quality Education
- c. It has contributed none to quality Education
- d. I can't be sure

7. Compared to previous education policies (1966-1983) , do you think that the new policy has more positive than negative sides?

- a. Yes
- b. No
- c. unable to Judge

8. If your response is yes, please cite some of these positive sides?

9. What reasons do you think are often behind the failure of most education policies?

- a. Insufficient knowledge of the polices on the past of implementing agents
- b. Rejection of the policies on the part of implements agents
- c. Failure of the policies to form a link to other development activities
- d. Failure to monitor and follow-up implementation of the politics
- e. Other, please specify

10. Do you agree with the view that centralized educational provision is beneficial to educational development?

- a. I strongly agree
- b. I agree
- c. I'm not sure
- d. I don't agree
- e. I disagree

11. Please state the reasons for your response.

12. Do you agree with the view that automatic promotion is a useful policy option?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

13. Please state the reasons for your response

14. Many believe that education in Ethiopia has become a political instrument. Do you agree with this belief?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

15. What is the benefit of the policy measure that allows nations/ nationalities to provide education in their mother tongue?

- a. It is highly beneficial
- b. It is beneficial
- c. It is slightly beneficial
- d. It is not beneficial
- e. I can't be sure

16. What is your opinion on the measure to provide education in more than one language?

- a. It is a useful measure
- b. It is not a useful measure

17. If you feel that it is beneficial, please cite the benefits?

18. If you think that it is not beneficial at all, please cite your reasons

19. Learning all local languages is
- a. Highly Useful b. Useful
 c. Not as such d. Not useful
20. A child is expected to learn three languages, mainly, his mother tongue, Amharic and English, during his primary schooling. What would be the consequences of such a measure?
- a. It is highly problematic
 b. It is slightly problematic
 c. It will have No problems
 d. It will never have any problems
21. What is the impact on country's economy of teaching all nationality languages in each respective region?
- a. It has a highly negative impact
 b. It has a slightly " " "
 c. It has no negative impacts at all
 d. It may have a positive impact
22. Do you agree with the view that teaching through nationality languages has an adverse effect on national unity?
- a. I strongly agree d. I can't be sure
 b. I agree e. I disagree
 c. I don't
23. What do you think would be the fate of a student who dropped out having taken courses only through nationality languages?
- a. _____
 b. _____
 c. _____
 d. _____

24. What is the effect of the difference among the regions in the period required for completion of mother tongue school attendance?
- a. It has strong negative effects b. It has negative effects
c. It has weak negative effects d. It has no negative effects
25. What is the effect of the difference among the regions in the period required for completion of mother tongue school attendance?
- a. It has strong negative effects b. It has negative effects
c. It has weak negative effects d. It has no negative effects
26. The new Education and Training Policy has brought about a change in education organization. Do you believe that such a measure has taken the prevailing situations in the country in to proper account?
- a. Yes, it has b. Yes, it has but partly
c. I can't be sure d. No it hasn't
27. Do you agree that with the view that regions are properly executing their duties and responsibilities how that Educational services have devolved to the regions.
- a. I strongly agree b. I agree
c. I don't agree d. I disagree
e. I can't be sure
28. Do the regions possess the required trained manpower to adequately execute their responsibilities?
- a. Yes, They entirely do b. Yes, they partly do c. No, they don't
29. What, is your opinion, should be the job specification for a post in Educational administration?
- a. _____ c. _____
d. _____ e. _____
30. What is the effect on improving education access of the decentralization scheme?
- a. strongly positive c. slightly positive
b. moderately positive d. negative

39. If you disagree or don't, please state your reasons.-----

40. It is envisaged that students who complete grade ten will be provided with technical vocational training. Do you agree with the view that such a measure would solve some of the country's economic problems?
- a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I disagree
 - e. I can't be sure
41. Some Education policies(like the former 4-8-10 system) failed before they are implemented. What reasons do you think are behind such a state of affairs?
- a. because policies are not popularized
 - b. because of unclear policy objectives
 - c" lack of stakeholder participation in policy making
 - d. because of insufficient inputs for policy implementation
 - e. Others, please specify
42. Do you believe that the new Education and training policy was preceded by public participation?
- a. yes
 - b. no
 - c. unable to judge
43. The policy requires stakeholder participation in curriculum design and implementation. Do you believe that this is being done properly?
- a. yes, it is being done quite properly
 - b yes but some what
 - c. It has never been done
44. Do you share the claim of policy makers that their politics have popular support?
- a. yes, I strongly do
 - b. No I don't
 - c. yes, I do
 - d. No, I will never do
 - e. I can't be sure

45. Please give your reasons for your response.-----

46. The policy states that there must be teacher participation in curriculum design, implementation and evaluation. Do you think that this is being done properly?

- a. yes, it is being done quite properly
- b. yes, it is " but slightly properly
- c. No, it is not done at all
- d. No, it is never done
- e. I can't be sure

47. Do you think that the new primary school curriculum can be covered with in the time allotted to it?

- a. yes, it can be covered entirely
- b. yes, it can be covered only partly
- c. no, it can't be covered at all

48. Do you think that the new primary school curriculum has takes the reiteration speed and pace of students into account?

- a. yes, it has
- b. yes, it has but in a limited way
- c. no, it has not at all

49. What do you suggest to be done towards improving educational policy formulation in our country?

- a. _____
- b. _____
- c. _____
- d. _____

50. What do you think should be done to fully and properly implement educational policies in general?

- a. _____
- b. _____
- c. _____
- d. _____

Thank you

A QUESTIONNAIRE TO BE FILLED IN BY PRINCIPALS

1. The 1994 Education and Training policy is aimed at alleviating the problems of educational access and quality . Do you think that these problems are being properly addressed?
 - a. yes
 - b. No
 - c. partly, yes
 - d. Don't know

2. The policy is believed to help in producing hard- working and researching citizens. Do you agree with this belief
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I can't be sure
 - e. I disagree

3. Its known that the teacher in on the fore front of policy implementation . Do you agree with the view that many teachers have a knowledge of the new policy ?
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I disagree

4. The new Education and Training Policy has positive contributions to make in the country's overall development. Do you agree with this view ?
 - a. I strongly agree
 - b. I agree
 - c. I can't be sure
 - d. I don't agree
 - e. I disagree

5. These are people who rate the performance level of Ethiopian education as rapidly falling. Do you agree with this view?
 - a. I strongly agree
 - b. I agree
 - c. I agree
 - d. I disagree

6. How do you Judge the role of the New Education and Training Policy on issues surrounding the quality of education in the country?

- a. It has contributed much to quality education
- b. It has made some contribution to quality Education
- c. It has contributed none to quality Education
- d. I can't be sure

7. Compared to previous education policies (1966-1983) , do you think that the new policy has more positive than negative sides?

- a. Yes
- b. No
- c. unable to judge

8. If your response is yes, please cite some of these positive sides?-----

9. What is your view to self contained classrooms here?

- a -is a very useful practice
- b -a useful practice
- c- I have no idea
- d- is very destructive
- e- is destructive

10. Would you please cite your reasons?-----

11. Do you agree with the view that automatic promotion is a useful policy option?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

12. Please state the reasons for your response?-----

13. Many believe that education in Ethiopia has become a political Instrument. Do you agree with this belief ?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

14. Please state the reasons for your response-----

15. What is the benefit of the policy measure that allows nations/ nationalities to provide education in their mother tongue?

- a. It is highly beneficial
- b. It is beneficial
- c. It is slightly beneficial
- d. It is not beneficial
- e. I can't be sure

16. What is your opinion on the measure to provide educational in more than one language?

- a. It is a useful measure
- b. It is not a useful measure

17. If you feel that it is beneficial, please cite the benefits-----

18. If you there that it is not beneficial at all, please cite your reasons-----

19. What is the impact on country's economy of teaching all nationality languages in each respective region?

- a. If has a highly negative impact
- c. It has no negative impacts at all
- b. It has a slightly " "
- d. It may have a positive impact

20. What is the effect of the difference among the regions in the period required for completion of mother tongue school attendance?

- a. It has strong negative effects
- c. It has weak negative effects
- b. It has negative effects
- d. It has no negative effects

21. The new Education and Training Policy has brought about a change in Education organization. Do you believe that such a measure has taken the prevailing situations in the country in to proper account?
- a. Yes, it has b. Yes, it has but partly
c. I can't be sure d. No it hasn't
22. Do you agree that with the view that regions are properly executing their duties and responsibilities how that Educational services have devolved to the regions.
- a. I strongly agree b. I agree
c. I don't agree d. I disagree
e. I can't be sure
23. Do the regions possess the required trained manpower to adequately execute their responsibilities?
- a. Yes, They entirely do b. Yes, they partly do
c. No, they don't
24. What, is your opinion, should be the job specification for a post in Educational administration?
- a. _____ c. _____
b. _____ d. _____
25. What is the effect on improving education access of the decentralization scheme?
- a. strongly positive c. slightly positive
b. moderately positive d. negative
26. What it the effect of having the education system led by non- professionals?
- a. strongly negative c. negative
b. slightly negative d. not at all

27. What is the state of text book distribution in your area?
 a. very good b. good c. bad
- 28.. It is known that textbooks and other reference materials on nationality languages are not available except for teaching materials. What do you think would be its effect on educational quality?
 a. strongly negative c. slightly negative
 b. negative d. not at all
- 29.. What does the supply of teachers on nationality languages look like in your area?
 a. very good b. good c. bad
30. Do you agree with the view that the new career structure has made the teaching profession look more attractive?
 a. I strongly agree d. I can't be sure
 b. I agree e. I disagree
 c. I don't agree
31. If you disagree or don't agree, please state the reasons -----

32. Do you agree with the view that the appraisal criteria for teacher focus primarily on the duties and responsibilities of teachers?
 a. I strongly agree c. I don't agree
 b. I agree d. I disagree
 e. I can't be sure
33. If you disagree or don't, please state your reasons.-----

- 34.. Do you believe that the new Education and training policy was preceded by public participation?
 a. yes c. unable to judge
 b. no

35. Do you share the claim of policy makers that their politics have popular support?
- a. yes, I strongly do c. yes, I do e. I can't be sure
b. No I don't d. No, I will never do
36. Do you think that the new primary school curriculum can be covered with in the time allotted to it?
- a. yes, it can be covered entirely b. yes, it can be covered only partly
c. no, it can't be covered at all
37. Do you think that the new primary school curriculum has takes the retention speed and pace of students into account ?
- a. yes, it has b. yes, it has but in a limited way c. no, it has not at all
38. What do you suggest to be done towards improving educational policy formulation in our country ?
- a. _____ c. _____
b. _____ d. _____
39. What do you think should be done to fully and properly implement educational policies in general?
- a. _____ b. _____
c. _____ d. _____

Thank you

A Questionnaire to be filled in by Curriculum Developers

1. The 1994 Education and Training policy is aimed at alleviating the problems of educational access and quality . Do you think that these problems are being properly addressed?
 - a. yes
 - b. No
 - c. partly, yes
 - d. Don't know

2. The policy is believed to help in producing hard- working and researching citizens. Do you agree with this belief
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I can't be sure
 - e. I disagree

3. The new Education and Training Policy has positive contributions to make in the country's overall development. Do you agree with this view?
 - a. I strongly agree
 - b. I agree
 - c. I can't be sure
 - d. I don't agree
 - e. I disagree

4. These are People who rate the performance level of Ethiopian education as rapidly falling. Do you agree with this view?
 - a. I strongly agree
 - d. I agree
 - c. I agree
 - d. I disagree

5. Many believe that education in Ethiopia has become a political Instrument. Do you agree with this belief ?
 - a. I strongly agree
 - b. I agree
 - c. I am not sure
 - d. I don't agree
 - e. I disagree

6. Please state the reasons for your response-----

7. Education policy making is

- a-free from political pressures b-not free from political pressures
- c- I have no idea

8. what is your opinion on the measure to provide educational in more than one language?

- a. It is a useful measure b. It is not a useful measure

9. If you feel that it is beneficial, please cite the benefits?-----

10. If you there that it is not beneficial at all, please cite your reasons-----

11. A child is expected to learn three languages, manly, his mother tongue, Amharic and English, during his primary schooling. What would be the consequences of such a measure?

- a. It is highly problematic b. It is slightly problematic
- c. It will have No problems d. It will never have any problems

12. What do you think would be the rate of a student who dropped out having taken courses only through nationality languages?

- a. _____ b. _____
- c. _____ d. _____

13. The new Education and Training Policy has brought about a change in Education organization. Do you believe that such a measure has taken the prevailing situations in the country in to proper account?

- a. Yes, it has b. Yes, it has but partly
- c. I can't be sure d. No it hasn't

14. Do the regions possess the required trained manpower to adequately execute their responsibilities?

- a. Yes, They entirely do b. Yes, they partly do
- c. No, they don't

22. Do you share the claim of policy makers that their policies have popular support?
- a. yes, I strongly do c. yes, I do e. I can't be sure
 b. No I don't d. No, I will never do
23. Please give your reasons for your response.-----

24. The policy states that there must be teacher participation in curriculum design, implementation and evaluation. Do you think that this is being done properly?
- a. yes, it is being done quite properly b. yes, but slightly properly
 c. No, it is not done at all d. No, it is never done e. I can't be sure
25. Do you think that the new primary / secondary school curriculum can be covered with in the time allotted to it?
- a. yes, it can be covered entirely b. yes, it can be covered only partly
 c. no, it can't be covered at all
26. Do you think that the new primary school curriculum has takes the reiteration speed and pace of students into account?
- a. yes, it has b. yes, it has but in a limited way c. no, it has not at all
27. What do you suggest to be done towards improving educational policy formulation in our country?
- a _____ c. _____
 b. _____ d. _____
28. What do you think should be done to fully and properly implement educational policies in general?
- a _____ b _____
 c. _____ d. _____

Thank you

A Questionnaire to be filled in by Teachers

1. The 1994 Education and Training policy is aimed at alleviating the problems of educational access and quality . Do you think that these problems are being properly addressed?
 - a. yes
 - b. No
 - c. partly, yes
 - d. Don't know

2. The policy is believed to help in producing hard- working and researching citizens. Do you agree with this belief
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I can't be sure
 - e. I disagree

3. Do you believe that the new Education and training policy was preceded by public participation?
 - a. yes
 - b. no
 - c. unable to judge

4. It is known that the teacher in on the fore front of policy implementation . Do you agree with the view that many teachers have a knowledge of the new policy?
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I disagree

5. These are people who rate the performance level of Ethiopian education as rapidly falling. Do you agree with this view?
 - a. I strongly agree
 - d. I agree
 - c. I agree
 - d. I disagree

6. How do you Judge the role of the new Education and Training Policy on issues surrounding the quality of education in the country?
 - a. It has contributed much to quality education
 - b. It has made some contribution to quality Education
 - c. It has contributed none to quality Education
 - d. I can't be sure

7. What is your view to self contained classrooms here?

- a- is a very useful practice
- b - a useful practice
- c- I have no idea
- d- is very destructive
- e- is destructive

8.. Would you please cite your reasons-----

9. .o you agree with the view that automatic promotion is a useful policy option?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

10. Please state the reasons for your response-----

11. Many believe that education in Ethiopia has become a political Instrument. Do you agree with this belief ?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

12. Please state the reasons for your response-----

13. What is the benefit of the policy measure that allows nations/ nationalities to provide education is their mother tongue?

- a. It is highly beneficial
- b. It is beneficial
- c. It is slightly beneficial
- d. It is not beneficial
- e. I can't be sure

14. what is your opinion on the measure to provide education in more than one language?

- a. It is a useful measure b. It is not a useful measure

15. If you feel that it is beneficial, please cite the benefits?-----

16. If you there that it is not beneficial at all, please cite your reasons-----

17. A child is expected to learn three languages, manly, his mother tongue, Amharic and English, during his primary schooling. What would be the consequences of such a measure?

- a. It is highly problematic
b. It is slightly problematic
c. It will have No problems
d. It will never have any problems

18. Do you agree with the view that teaching through nationality languages has an adverse effect on national unity?

- a. I strongly agree d. I can't be sure
b. I agree e. I disagree
c. I don't

19. What is the effect of the difference among the regions in the period required for completion of mother tongue school attendance?

- a. It has sarong negative effects
b. It has negative effects
c. It has weak negative effects
d. It has no negative effects

20. What it the effect of having the education system be led by non- professionals?

- a. strongly negative c. negative
b. slightly negative d. not at all

21. What is the state of text book distribution in your area?
 a. very good b. good c. bad
- 22.. It is known that textbooks and other reference materials on nationality languages are not available except for teaching materials. What do you think would be its effect on educational quality?
 a. strongly negative c. slightly negative
 b. negative d. not at all
- 23.. What does the supply of teachers on nationality languages look like in your area?
 a. very good b. good c. bad
24. Do you agree with the view that the new career structure has made the teaching profession look more attractive?
 a. I strongly agree d. I can't be sure
 b. I agree e. I disagree
 c. I don't agree
- 25 If you disagree or don't agree, please state the reasons -----

- 26.. Do you agree with the view that the appraisal criteria for teacher focus primarily on the duties and responsibilities of teachers?
 a. I strongly agree c. I don't agree
 b. I agree d. I disagree
 e. I can't be sure
27. If you disagree or don't, please state your reasons.-----

28. Some education policies (like the former 4-8-10 system) failed before they are implemented. What reasons do you think are behind such a state of affairs?
 a. no popularization
 b. because of unclear policy objectives

- c. lack of stakeholders participation in policy making
- d. because of insufficient inputs for policy implementation

29. Others, please specify-----

30. Do you believe that the new Education and training policy was preceded by public participation?

- a. yes
- b. no
- c. unable to judge

31. Do you share the claim of policy makers that their politics have popular support?

- a. yes, I strongly do
- b. No I don't
- c. yes, I do
- d. No, I will never do
- e. I can't be sure

32.. Please give your reasons for your response-----

33. The policy states that there must be teacher participation in curriculum design, implementation and evaluation. Do you think that this is being done properly?

- a. yes, it is being done quite properly
- b. yes, it is " " slightly properly
- c. No, it is not done at all
- d. No, it is never done
- e. I can't be sure

34. Do you think that the new primary school curriculum can be covered with in the time allotted to it?

- a. yes, it can be covered entirely
- b. yes, it can be covered only partly
- c. no, it can't be covered at all

35. Do you think that the new primary school curriculum has takes the reiteration speed and pace of students into account?

- a. yes, it has
- b. yes, it has but in a limited way
- c. no, it has not at all

36. What do you suggest to be done towards improving educational policy formulation in our country?

- a. _____
- b. _____
- c. _____
- d. _____

37. What do you think should be done to fully and properly implement educational policies in general?

- a. _____
- b. _____
- c. _____
- d. _____

Thank You

A Questionnaire to be filled in by Parents and the Community

1. The 1994 Education and Training politic is aimed at alleviating the problems of educational access and quality . Do you think that these problems are being properly addressed?
 - a. yes
 - b. No
 - c. partly, yes
 - d. Don't know

2. The policy is believed to help in producing hard- working and researching citizens. Do you agree with this belief
 - a. I strongly agree
 - b. I agree
 - c. I don't agree
 - d. I can't be sure
 - e. I disagree

4. The new Education and Training Policy has positive contributions to make in the country's overall development. Do you agree with this view?
 - a. I strongly agree
 - b. I agree
 - c. I can't be sure
 - d. I don't agree
 - e. I disagree

5. There are people who rate the performance level of Ethiopian education as rapidly falling. Do you agree with this view?
 - a. I strongly agree
 - d. I agree
 - c. I agree
 - d. I disagree

6. How do you Judge the role of the new Education and Training Policy on issues surrounding the quality of education in the country?
 - a. It has contributed much to quality education
 - b. It has made some contribution to quality Education
 - c. It has contributed none to quality Education
 - d. I can't be sure

7. Do you agree with the view that self contained educational provision is beneficial to educational development?

- a. I strongly agree
- b. I agree
- c. I'm not sure
- d. I don't agree
- e. I disagree

8. Please state the reasons for your response.-----

9. Do you agree with the view that automatic promotion is a useful policy option?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

10. Please state the reasons for your response-----

11. Many believe that education in Ethiopia has become a political Instrument. Do you agree with this belief?

- a. I strongly agree
- b. I agree
- c. I am not sure
- d. I don't agree
- e. I disagree

12. Please state the reasons for your responses-----

13. Do you agree with the view that teaching through nationality languages has an adverse effect on national unity?

- a. I strongly agree
- b. I agree
- c. I don't
- d. I can't be sure
- e. I disagree

14. What do you think would be the rate of a student who dropped out having taken courses only through nationality languages?

a. _____

b. _____

c. _____

d. _____

15. What, in your opinion, should be the job specification for a post in educational administration?

a. _____

b. _____

c. _____

d. _____

16. Do the regions possess the required trained manpower to adequately execute their responsibilities?

a. Yes, They entirely do b. Yes, they partly do c. No, they don't

17. It is known that textbooks and other reference materials on nationality languages are not available except for teaching materials. What do you think would be its effect on educational quality?

a. strongly negative c. slightly negative

b. negative d. not at all

18. What does the supply of teachers on nationality languages look like in your area?

a. very good b. good c. bad

19. It is envisaged that students who complete grade ten will be provided with technical vocational training. Do you agree with the view that such a measure would solve some of the country's economic problems?

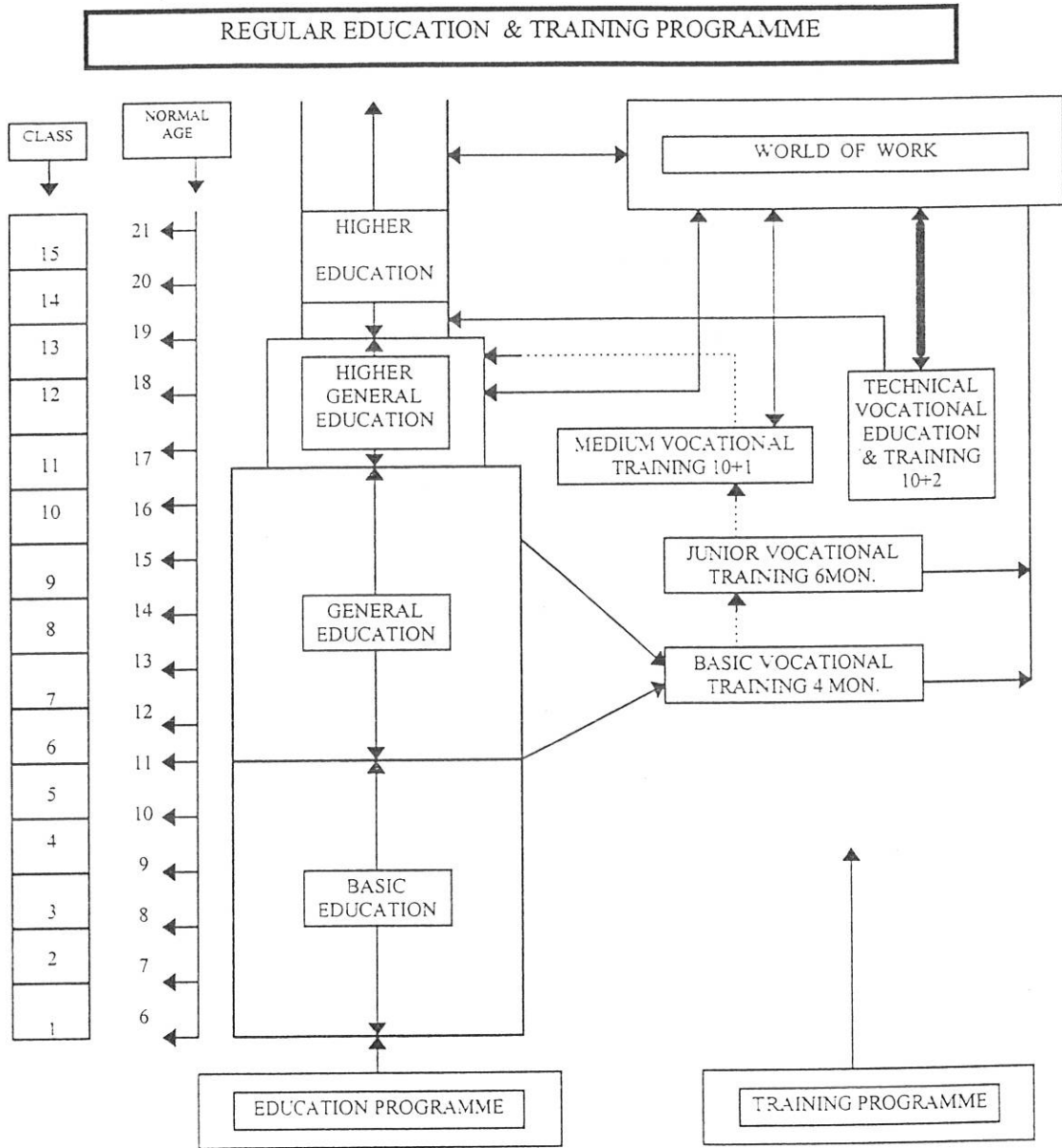
a. I strongly agree d. I disagree

b. I agree e. I can't be sure

c. I don't agree

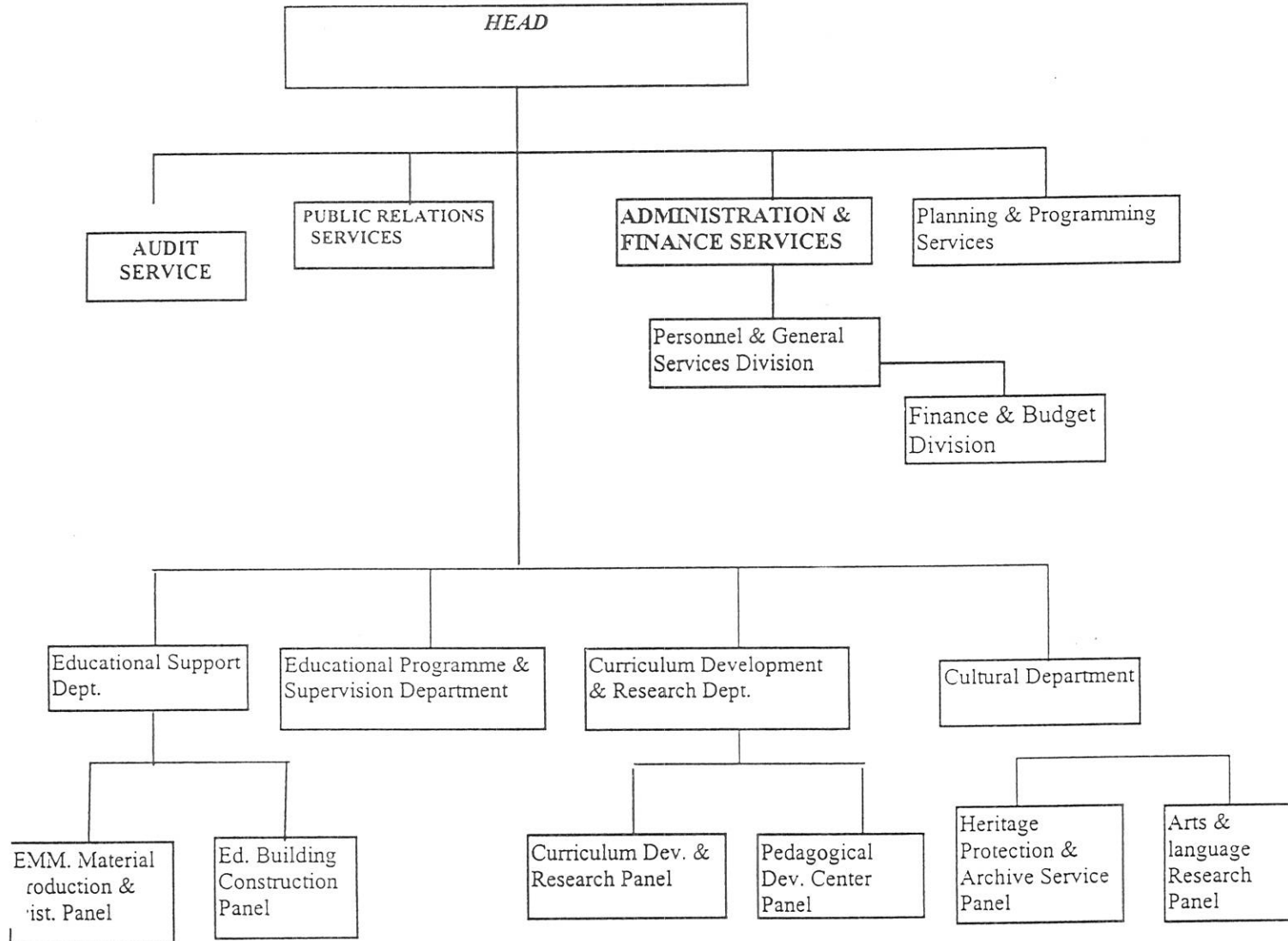
Annex XI

STRUCTURE AND ORGANIZATION OF THE EDUCATION SYSTEM



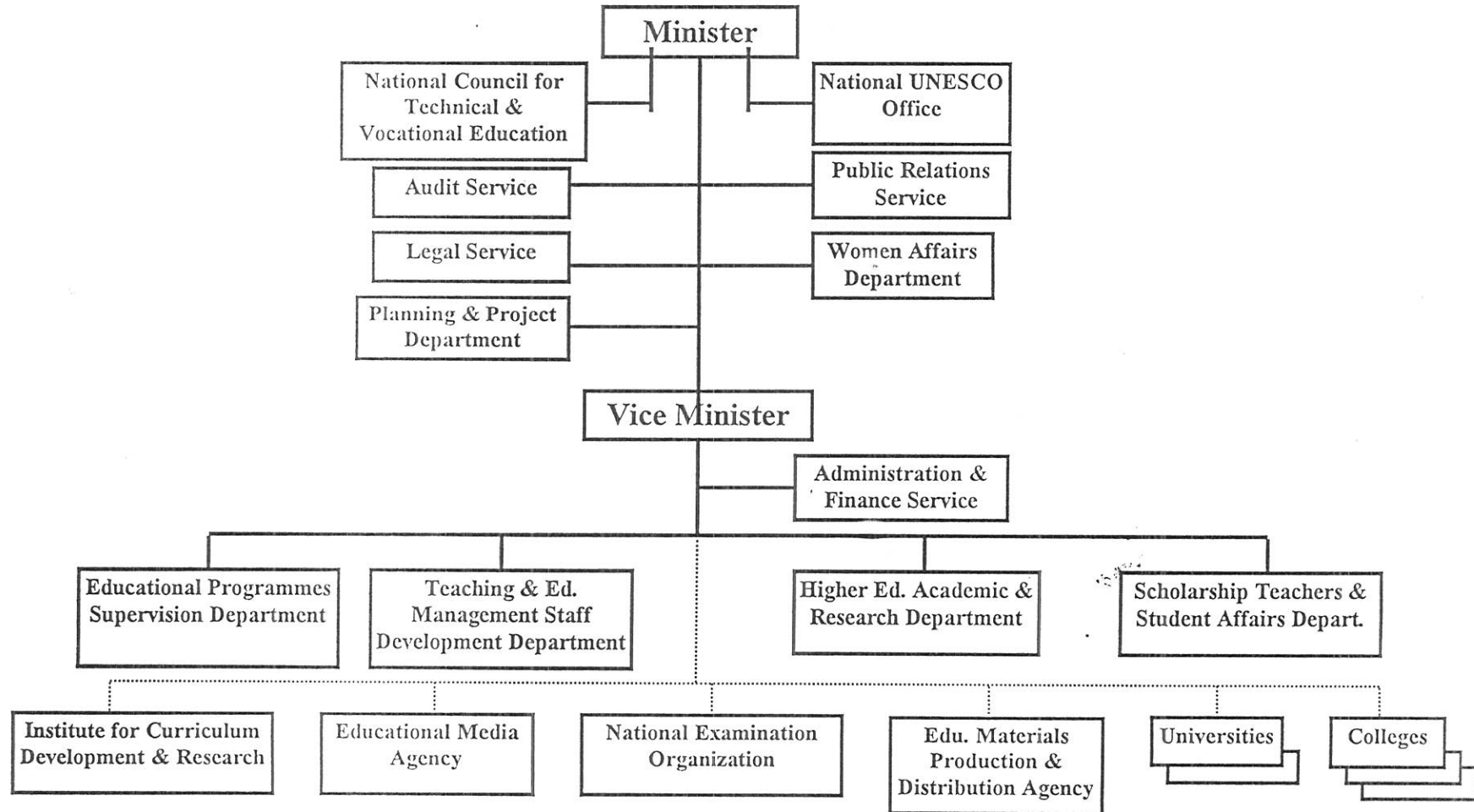
AFAR AND SOMALI REGION

EDUCATIONAL & CULTURAL BUREAU EXISTING
STRUCTURAL ORGANIZATION



Annex XII

CURRENTLY OPERATIONAL EDUCATION ORGANIZATION
STRUCTURE OF MOE



Annex XII

Major Responsibilities of the Education Sector by administrative level

MOE	REB	ZED	WEO
<ul style="list-style-type: none"> Formulate the country's education policy 	Prepares plan programmes based on national policy	Facilitates implementation of plans and programs	Implements plans programs at school level.
<ul style="list-style-type: none"> Determine and supervise the country's educational standards 	Supervise and maintain the educational standards	Supervise and maintain the educational standard	Supervise school and work with teachers to maintain the education standard.
<ul style="list-style-type: none"> Determine curriculum of secondary and higher institutions and assist regions in curriculum development for primary education 	Develop and implement primary education curriculum	Follow-up the implementation of the curriculum	Supervise the implementation of curriculum at school level and recommend for improvement.
<ul style="list-style-type: none"> Determine qualifications of teachers, train teachers and education personnel and assist training programmes of Regions 	Recruit qualified teachers , identify training needs, train teachers and education personnel	Ensure that in-service training is given to teachers and education personnel	Facilitate in-service training for teachers and other professionals.
<ul style="list-style-type: none"> Make available education materials in adequate quality and quantity . 	Ensure the provision of textbooks and educational materials.	Facilitate the distribution of textbooks and educational materials on time.	Distribute textbook and educational materials to schools on time.
<ul style="list-style-type: none"> Prepare national examinations 	Follow-up execution of national exams, ascertain adequacy of exams and certificates	See that students are properly prepared for national exams, see that the exams are conducted as scheduled	Check the preparation of students for exam, administer the exams.
<ul style="list-style-type: none"> Facilitate expansion of the country's education 	Plan for provision of education to school age children, provide adult and non-formal education	Plan for step by step provision of education for school age children in the zone	Follow-up implementation of plan at community and school level.

MOE	REB	ZED	WEO
<ul style="list-style-type: none"> Administer and establish higher education institutions 	Administer and establish primary, secondary schools TTIs and Junior Colleges.	Mobilize the people for realization of plan, establish schools and vocational Training Centres as per the policy guideline.	Administer and supervise established primary schools.
<ul style="list-style-type: none"> Assist Regions to establish education media 	Ensure that the education program is supported by media	Facilitate the provision of media supported education .	Provide facilities and supervise programs in media supported education at school level.
<ul style="list-style-type: none"> Collect, compile and disseminate information on education of the country. 	Collect, compile and disseminate statistical data on education of the region.	Compile statistical data and report to the region.	Collect information and data on education and complete and submit to ZED.

Source: Ethio- Education Consultants (1994) Organization and Management of Regional Education Bureaus under the policies of Regionalization and Education Decentralization. Report submitted to USAID Ethiopia

DECLARATION

I declare that this is my original work. All sources of materials used in the thesis have been duly acknowledged.

Name: Selashi Legesse

Signature: 

Date: June 11, 2001

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

Name: Professor Seyoum Teferra

Signature: 

Date: 11/06/2001