

**THE ROLE OF MULTILATERAL ASSISTANCE  
IN  
ETHIOPIAN EDUCATION**

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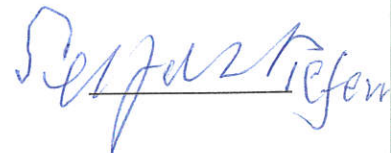
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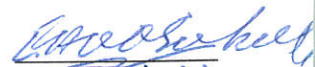
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## ABBREVIATIONS

The following acronyms are used in the study as stated hereunder.

AAU	Addis Ababa University
ACP	African, Caribbean and Pacific Countries
ADA	Amhara Development Association
ADF	African Development Fund
CERTWID	Center for Research Training and Information on Women in Development
CSD	Child Survival and Development
DTRC	Demographic Training and Research Center
EDF	European Development Fund.
EDGE	Education Discussion Group for Ethiopia
EEC	European Economic Commission
EFA	Education For All
EMA	Education Mass Media
EMPDA	Education Materials Production and Distribution Agency
ENOU	Ethiopian National Office for UNESCO
ERRP	Ethiopian Relief and Rehabilitation Programme
EU	European Union
GDA	Gurage Development Association
GOE	Government of Ethiopia
HRDU	Human Resource Development Utilization
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IEC	Information, Education and Communication
IMF	International Monetary Fund
MEEC	Ministry of External Economic Cooperation (now MOEDC)
MOE	Ministry of Education
MOEDC	Ministry of Economic Development and Cooperation (former MEEC)
MOF	Ministry of Finance
NGO	Non-Governmental Organizations
ODA	Oromia Development Association
PDRE	Peoples Democratic Republic of Ethiopia
REB	Region Education Bureau
REST	Relief Society of Tigray
SIDA	Swedish International Development Authority
SPDA	Southern Peoples Development Association
TDA	Tigray Development Association
TGE	Transitional Government of Ethiopia
UNDP	United Nations Development Programme
UNESCO	United Nations Education scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations children fund
UNRRA	United Nations Relief and Rehabilitation Administration
WFP	World Food Programme
WIBS	Wereda Integrated Basic services

## ABSTRACT

To investigate the role played by multilateral assistance to Ethiopian Education, explore its volume and the way it is administered and coordinated, the study was undertaken in 6 offices of multilateral agencies, 3 ministerial head offices, 10 region bureaux, 8 zone and 8 wereda education offices. The data were collected through questionnaire, interview and document analysis. Various statistical techniques such as percentages, t-test, chi-square, and correlation coefficients were used to analyses the data.

The results suggested that the volume of multilateral assistance has shown an increasing trend. This increased assistance has diversified sources that call for efficient coordination on both donors and recipient sides. For such purpose any capital inflow into the country is negotiated and coordinated by a single ministry-the MOEDC. The study, however, evidenced that the problem of coordination has been observed, even in the presence of such a ministry. The problem of coordination has been worse on the donors side of the assistance fence. Inter-agency cooperation and exchange of information among different donors has not been satisfactorily undertaken.

The study further indicated that efforts have been made to integrate assistance with national self-help efforts by enabling the government and the public to cover some percentage of the total project costs. More over, attempts have been observed to monitor and evaluate education projects assisted by multilateral agencies through project progress reports, field trips and tripartite meetings. Nevertheless, the study indicated that such attempts were not continuous. In addition the participation of local authorities (particularly those at the grass root level) and the public, though some initiations have been observed, were not as satisfactory as what they had to be.

# CHAPTER ONE

## 1. THE PROBLEM AND ITS APPROACH

### 1.1. Back ground of the study

Education is a part and also means of development. It has a primary role to play in establishing conditions suitable for development process by increasing the number of skilled workers and raising the human resources necessary for development. The world Bank policy paper (1980:12-13) notes that the development of human resources, in which education has a role, not only helps alleviate poverty, but also contributed significantly to growth in national productivity and income. The policy paper further identifies three roles of education:

1. Providing for the preparation and training of skilled human resources to manage capital, technology and services;
2. Facilitating, by means of trained personnel, the generation and advancement of knowledge in pure and applied fields; and
3. Performing a consciousness raising function with respect to the use of energy, population control and environmental protection.

In the developing countries, however, what education can do is constrained by, among other things, financial problems. The distribution, content and form of education is highly limited. The majority of rural population has no access to education. Participation rate is low. There are high drop-out and

repetition rates.

Poverty and drought, among other things, are the main factors for the low enrolment and participation. Plans for extending educational opportunities, improving the quality of education etc. are often hampered by the limited resources devoted to education. As suggested by Thorp (1971 : 40), so far as the poor countries are concerned, their poverty is the core in a number of overlapping vicious circles. Such income as there is must go for subsistence so that there can be little saving, little education, little improvement.

To alleviate this, numerous attempts have been (and are being) made to improve the quality and relevance of education and to improve the economic development. Such attempts involve various programmes and projects, many financed heavily by bilateral and multilateral organizations under the Umbrella of international cooperation.

The increased injection of foreign funds into development programmes of developing countries raise different questions regarding their operations and effects on development. Hence, looking into the current operations of foreign assistance agencies seems imperative.

## 1.2. Statement of the problems

In addition to drought and poverty, which it shares with other African countries, Ethiopia is just emerging from a long period of civil war. The protracted war affected the economy of the country mainly in two aspects. First, many social service institutions including schools were heavily damaged and many others were closed. Second, a lion's share of the country's national budget was being allocated to the Ministry of defence, thus leaving very little resource for education and other sectors.

As a result of these and other factors, the quality and equity of the education system has been declining. The participation rate is very low in both primary and secondary schools. The gross enrolment rate in primary education, for instance, in 1991 was reportedly 31 percent, representing one of the lowest participation rate in Africa, not even matching with the growth rate of 3.2 percent per annum (TGE and UNICEF 1993:159). Moreover, documents in the Ministry of Education (1991:18) show that primary school enrolment that was 2,797,100 in 1984 decreased to 2,063,636 in the year 1991.

Thus, the education system and its societal environment has to be restored to a basic level of normality and to an acceptable standard of operation before large and new developments are undertaken. Capitalizing the need for rehabilitation of the education system, a technical study team appointed for the

restructuring of the current IDA credit programmes for education reported that:

... in the mean time the most need is to ensure that very basic conditions are met through out all levels of the existing system and that the sector in all its aspects building, equipment, text books, and teaching materials, teaching and administrative staff is fully functional. This means achieving possible standards, which will not necessarily be desirable standards (MOE 1992:197)

To ensure this basic conditions of functionality needs the allocation of a large amount of resource to the education system. And, the costs of construction and education materials and equipments are increasing from time to time. This makes recovery and reconstruction of the education system hard, particularly for a country which is among the worlds poorest, having a very low GNP, unless assisted by foreign aid. For this reason, Ethiopia has raised its hands for external support and, it seems, is getting a quick and favourable responses from international cooperation.

Different bilateral and multilateral agencies are participating in financing different education programmes and projects to meet the pressing educational needs of the country. To facilitate the recovery and reconstruction, the flow of assistance seems to grow both inscale and effectiveness. The multiplicity of foreign agencies calls for efficient coordination of their activities and utilization of funds. Thus, the trends of foreign funds, the efforts made to coordinate, integrate and timely utilize funds from different sources seems worth studying.

Though multilateral assistance to education is a small fraction of the total aid Ethiopia receives, a debate arises concerning its volume, coordination and the role it plays in the education system. And, to the researcher's knowledge, no research has so far been conducted in response to this problem.

Therefore, the purpose of this study was to examine the role multilateral assistance plays in the Ethiopian education system, its volume and the way it is administered and coordinated. In due course, the study attempts to provide answers for the following basic questions.

1. What is the status of multilateral assistance to Ethiopian education?
2. Who takes the responsibility of deciding on priorities of education projects to be assisted by multilateral agencies?
3. What efforts are made to coordinate assistance in order to minimize the risk of duplication of efforts and bring about useful joint support of education programmes and projects, and valuable sharing of information?
4. Is there a continuous monitoring and evaluation of education projects financed by multilateral assistance?
5. What efforts are made to integrate multilateral assistance with national self-help efforts?
6. Do local authorities and the public participate in the planning and implementation of such assisted projects?

### **1.3. Significance of the study**

The volume, distribution, coordination and effect of foreign assistance is a growing concern on the part of both donors and recipient countries. Hence, these study is felt to be important for the following reasons.

1. It intends to examine the trends of multilateral assistance to Ethiopian Education and suggest ways in which the positive effects of foreign assistance can be maximized.
2. It analyzes the differences and similarities in the aspirations of the current operations of assistance by those who are employees of multilateral agencies and government employees who work at different hierarchical levels (at ministerial head offices, region bureaux and zone and wereda offices).
3. By assessing the limitations in administering and coordinating assistance and suggesting corrective measures, the study is felt to minimize the constraints observed in the operations of multilateral assistance to education.
4. The study initiates, and is felt to serve as a spring board for further studies, not only in the area of multilateral assistance, but also, in areas of bilateral and private aids to Ethiopia.

#### **1.4.Delimitation of the study**

Development aid includes both soft loans and grants. And its source can be multilateral, bilateral or private agencies. To

make it more manageable, the scope of the study is limited to the grants assisted by multilateral agencies to the education system, namely, the United Nations agencies (UNDP, UNICEF, UNESCO, UNFPA and WFP) and the European Union (EU).

Even though multilateral agencies such as UNESCO and EU started their assistance to the education system of Ethiopia as early as late 1960s and early 1970s, most of the other agencies started to give their assistance in the 1980s (for example, UNICEF in 1980, UNFPA in 1981 UNDP in 1983 and WFP in 1983). For this reason, the scope of this study is further delimited to cover the activities of these agencies starting 1985 and onwards.

Currently, Ethiopia is divided into ten administrative regions (Addis Ababa as a Federal City is an administrative tenth). The study was conducted by randomly selecting five regions from the five geographical zones of the country, namely Tigray region (from the north), Afar region (from the east), Amhara region (from the West), Southern peoples region (from the south) and Addis Ababa (from Central Ethiopia).

### 1.5. Limitations of the study

Assistance to education has two forms financial assistance and technical assistance. And technical assistance is provided through channels, the bringing in of technical personnel, financial

sending students and trainees abroad. Data on the amount of assistance rendered through technical personnel who worked (and are working) in different levels of the education sector are not available. Moreover, the costs incurred for fellowships and materials and equipments that directly come from multilateral agencies head quarters are not available. Thus, though the researcher tried to organise costs provided for such forms of assistance, the study still suffers from the limitation of inclusive data that unfold the volume of costs of technical and material assistance.

In addition, due to the absence of reference materials related to the study in Ethiopia, the researcher has been forced to mainly rely on foreign sources.

Shortage of time and money were also other limitations encountered by the researcher during the study.

Because of these basic shortcomings, therefore, the study by no means claims to be conclusive. It would rather serve as a stepping stone for further detailed and comprehensive studies on the problem.

#### **1.6. Research methodology and procedure of the study**

For the purpose of this study, a descriptive method of research was employed on the assumption that it could help to reveal the current situations of the operations of multilateral

agencies. Comparisons were made to establish similarities or differences between the two study groups (employees working in multilateral and government offices) in their perception of the elements of the problem under study.

#### **1.6.1. Sampling technique and sample population.**

Information on the current operations of multilateral agencies that assist the education sector was solicited from two groups of respondents. The first group consisted of employees working for multilateral agencies - both at agency.

Representative offices in Addis Ababa and field officers at regional level (when available). The second group involved government employees at ministerial head offices (MOE, MOEDC and MOF) Region bureaux (education and plan bureaux) and zone and wereda education offices.

Hence, in addition to multilateral agency offices and ministerial head offices, as indicated earlier, the study was conducted at randomly selected five regions. This was done to ensure fair representation of different geographical zones of the country.

In addition to the region bureaux of the selected regions, a total of ten zones - two from each of the five regions were selected for the study. In doing so:

1. In order to ensure the representation of UNICEF - the major source of multilateral assistance to education - one zone ( a zone in which a wereda selected for the UNICEF's 1994/95 Wereda integrated Basic services (WIBS) is located was selected from each region using purposive sampling technique.
2. A second zone was selected from each region using random sampling technique.
3. In sampling the zones considerations were also given to include weredas (in the selected zones of Tigray, Afar and Amhara) where schools selected by World Food programme for "school feeding programme" are found.

Then, in addition to the zones offices, one wereda was selected from each zone using purposive sampling to include weredas in which multilateral agencies operate.

The regions, zones and weredas subject to the study were.

<u>Region</u>	<u>Zone</u>	<u>Wereda</u>
1. Tigray	Eastern zone	Subha saesie
2. "	Southern Zone	Samre
3. Afar	Zone 3	Afdera
4. "	Zone 1	Dupty

5. Amahra	North Wollo	Bugna
6. "	Western Gojam	Bahirdar
7. Southern people	Kembata	Angach
8. " "	Gurage	Wolkite
9. Addis Ababa	Zone 2	Woreda 24
10. " "	Zone 4	Wereda 19

In order to ensure fair representation of the different hierarchical levels of respective offices, a stratified sampling technique was employed. Thus, in addition to grouping respondents into employees in multilateral and government offices, in the sampling process, government offices were stratified according to their hierarchical levels as ministerial head offices, region bureaux, and zone and Wereda offices.

Then respondents from each group were selected by purposive sampling to include individuals with related work experiences.

The respondents subject to this study, therefore, include:

1. Employees of multilaterals working in the education sections of National offices of multilateral agencies and field officers working at regional level.
2. Government employees working in the multilateral desk of MOEDC, Planing and project department of MOE, and capital budget preparation section of the MOF.

3. Bureau heads, planning and project department heads and experts and educational programme department heads of region education bureaux, and education section heads and experts in region plan bureaux.
4. Office heads and planning and project unit heads in zone and wereda education offices.

A total of 147 respondents 27 from offices of multilateral agencies and 120 government employees (22 at ministerial head office 34 at region bureaux and 64 from zone and wereda education office) filled and returned the questionnaire prepared for the study. In addition to this 4 employees of multilateral and 17 government employees were interviewed.

#### **1.6.2. Instrument and procedures of data collection**

In the process of data collection, three basic mechanisms were used.

**1.6.2.1. Questionnaire** - A set of survey questionnaire was prepared, based on the literature review, originally in English and translated into Amharic. The draft questionnaire was pretested in two randomly selected weredas from the sample regions (Awassa Zuria Wereda from Sidama zone of southern peoples region and wereda 5 from Addis Ababa). Then, based on lessons gained in the tryout, the questionnaire was modified.

Respondents from employees of multilateral agencies and government employees at ministerial head offices and region bureaux were made to fill questionnaire prepared in English. But government employees at zone and wereda level (to minimize communication barriers caused by lack of understanding the English language) filled the translated questionnaire.

The questionnaire administered to employees of multilateral agencies and government employees at Ministerial head offices and region bureaux involved a total of 28 items all of which were close ended except 3, which require free responses for more information. On the other hand questionnaire filled by government employees at zone and wereda offices involved a total of 19 items. This is because items concerning coordination of assistance were not included in the Amharic translation for the assumption that the multiplicity of donors is not observed at zone and wereda levels.

**1.6.2.2. Interview** - In addition to the questionnaire, information was obtained from interviews with respondents of each of the two groups working at different hierarchical levels. Unstructured interview questions were prepared and made with some respondents to elicit information on the general operations of multilateral assistance and issues

**1.6.2.3. Document analysis** - Data regarding the volume, distribution and disbursement rates of multilateral assistance to education were gathered from documents found in representative

offices of multilateral agencies, MOEDC, MOE and MOF.

### 1.6.3. Methods of data analysis

In analysing the findings of the study

1. Data collected were organised in tabular forms and in terms of frequency and percentage of respondents selecting each response option appeared in each item of the questionnaire.
2. In order to know the trends in the share of total assistance in general and multilateral assistance in particular in the annual education budgets, percentages were used.
3. Chi-square test (which is a statistical method useful to determine the difference between two sets of categorical data) was employed to determine perceptual relationship between employees of multilateral and government employees in different issues regarding current operations of multilateral agencies.
4. In some cases T-test at 0.05 level of significance was used to test such relationship between the two group of respondents.
5. Spearman's Rank order correlation coefficient was computed to see the agreement in the judgement of the two groups of respondents on the factors that negatively affect the current operations of multilateral assistance to education.

Spearman's Rank order correlation coefficient is a measure of correlation for ranked data.

### 1.7. Definition of Terms

The following are key terms with their respective meanings as used in the study.

Bilateral assistance - assistance which is based on direct arrangement between two countries. (pearce 1992:29).

Foreign aid - any capital inflow given to a country which would not generally have been provided by natural market forces (pearce 1992:160).

Foreign assistance - that part of development aid that need no interest and no repayment. (Hurst 1983:430).

Multilateral assistance - assistance in money or in kind given by one group of countries collectively or through an international agency to another group of countries. (pearce 1992:292).

Programme - a series of planned activities with a broader scope than a project (Magnen 1991:15).

Project - a set of investments and of other planned activities aimed at achieving timeframe and budget (magnen 1991:14).

Soft loans - that part of development aid which have extended

repayment periods and little or no interest. (Hurst 1983:430).

### 1.8. Organization of the study

The study is composed of four chapters. The first chapter deals with the problem and its approach which embodies; background of the study, statement of the problem, significance of the study delimitation of the study, limitation of the study, research methodology and procedure of the study, and definition of terms.

While the whole of the second chapter deals with the review of the related literature, the third chapter is meant for presentation and analysis of the findings. Finally, summary, conclusion and recommendations are presented in chapter four.

## CHAPTER TWO

### 2. REVIEW OF THE RELATED LITERATURE

In this chapter, a review of available and relevant books, journals and other publications related to the study is made. The literature is, of course, focused on the different aspects of international cooperation, management of projects financed by external donors, local participation in the planning and implementation of education projects and the trends in the role of multilateral assistance in Ethiopian Education.

#### 2.1. INTERNATIONAL COOPERATION

##### 2.1.1. Concept and definition

Mikesell (1968:194) defines foreign aid as a transfer of real resources or immediate claims on resources (for example, foreign exchange) from one country to another which would not have been taken place as a consequence of the operation of market forces or in the absence of specific official action designed to promote the transfer by the donor. Thus, aid has the effect of transfer of real resources from developed countries to developing countries.

Development aid, as noted by different authorities including Pearson et al (1969:136) Meier (1974:18), White (1974:34), Hurst (1983:430), Todaro (1989:482) and Cassen (1994:3) includes both grants (no interest, no repayment) and soft loans (concessional loans which have extended repayment periods and little or no interest). And its sources can be multilateral agencies (international institutions like the UN-family of agencies,)

bilateral agencies (national institutions on a direct country to country basis) or private firms.

In matters of education, international cooperation, in view of Thorp (1971:7), Phillips (1976:3) and Hurst (1983:429), is of two types: capital assistance and technical assistance (sometimes called technical cooperation). Capital aid means building and equipment or the cash for their finance. There are two main channels for technical assistance (Thorp 1971:76 and Hurst 1983:429). One channel sends advisers, trainers, and demonstrators to the developing countries (the supply of know-how in the form of expatriate experts); the other channel takes students and trainees from the developing countries to some more advanced countries (the transfer of know-how in the form of fellowship training). Several authorities including the World Bank (1980:74), Coombs (1985:291) and Orivel and Sergent (1988:463) point out that about 80 percent of the aid to education from both multilateral and bilateral sources goes for technical assistance whereas the development banks have been the main providers of capital aid.

Almost all countries in the world are involved in foreign aid, either as donors or recipients. Many governments of developed countries channel their aid to developing countries through different institutions. As a result, a significant sum of capital inflows into the developing countries under the umbrella of international cooperation.

The literature (for example, Phillips (1976:3), World Bank (1980:73), Spaulding (1981:422), Coombs (1985:287) and Mosley (1987:119-120) shows that external aid to education in developing

countries expanded gradually during the 1960s and 1970s. The intercountry education cooperation which initially focussed mainly on cooperation among the developed nations that had borne the battle in World War II expanded in the 1960s to include cooperation between the developed and developing nations. Hundreds of governmental, intergovernmental and non-governmental organizations in the world became involved in cooperative educational activities especially in connection with material and technical assistance to developing countries to spur educational and other forms of development.

This expansion of external aid and its role in the development of the developing countries attracted the attention of different scholars. As it is to be expected, they differ in their point of view.

One view holds that foreign aid is not necessary and beneficial to developing countries. It sees foreign aid as harmful to the interest of the majority of the population of the developing countries. This view, as depicted by Hancock (1995:190), Magnen (1991:89), Todaro (1989:491), and Hurst (1983:431), derives from the dependency theory of international economic relations, according to which the developed economies find it in their interest to perpetuate or even create the underdevelopment of the poor nations.

Hancock (1991:190) states that the ugly reality is that most poor people in most poor countries most of the time never receive or even make contact with aid in any tangible shape or form: Whether it is present or absent; increased or decreased, are thus issues that are simply irrelevant to the ways, in which they conduct their daily lives. The multi-billion dollar 'financial

flows' involved, he further argues, have been shaken up through the sieve of over priced and irrelevant goods that must be bought in the donor countries, filtered again in the deep pockets of hundreds of thousands of foreign experts and aid agency staff, skimmed of by dishonest commission agents, and stolen by corrupt ministers and presidents, there is really very little left to go around. This little, further, is then used thoughtlessly, or maliciously, or irresponsibly by those in power. Small, wonder, then, that the effect of aid are so often vicious and destructive for the most vulnerable member of human society.

Hancock (1991:192) finally concludes as follows:

It would seem, then, that official development assistance is neither necessary nor sufficient for development: the poor thrive without it in some countries; in others, where it is plentifully available, they suffer the most object miseries. Such suffering, furthermore, often occurs not inspite of aid but because of it.

Similarly, in commenting on the role of foreign aid in the education systems of developing countries, Orival and Sergent (1988:460) indicate that foreign aid doesnot make a strong enough impact to bring about any perceptible improvement to solve the problems of the education systems of developing countries, it sometimes even aggravates difficulties or creates new ones.

Another criticism on foreign assistance bases itself on the economic motivation and self-interest of donors. In view of Todaro (1989:489), the increased tendency toward providing loans instead of outright grants (interest bearing loans now constitute over 80 percent of all aid compared to less than 40 percent in earlier periods) and towards tying aid to the exports of donor

countries has saddled many less developed countries with substantial debt repayment burdens. It has also increased their import costs because aid tied to donor country exports limits the receiving nations freedom to shop around for low cost and suitable capital and intermediate goods. Thus, according to Hancock (199:70) foreign aid programmes constitute the following three major distinct benefits to developed countries.

1. Foreign aid provides a substantial and immediate market for donor country goods and services.
2. It stimulates the development of new overseas market for donor countries companies.
3. It orients national economies towards free enterprise system in which developed countries firms can prosper.

In line with this, one former U.S. aid official, as quoted by Todaro (1989:48), candidly noted as the following:

The biggest single misconception about the foreign aid programme is that we send money abroad. We don't. Foreign aid consists of American equipment, raw materials, experts services, and food - all provided for a specific development projects which we ourselves review and approve... ninety-three percent of AID funds are spent directly in the United states to pay for these things.

The second view holds that foreign aid is necessary and essential ingredient in the development process. According to Hurst (1983:431), Mosley (1987:119-12) and Todaro (1989:490), the principal arguments advanced in support of foreign aid are:

1. External finance can play a critical role in supplementing domestic resources in order to relieve savings or foreign exchange bottlenecks.
2. Foreign aid helps to transform the economy structurally. Injection of aid releases equivalent value of resources in the public sector which can be used into developmental forms.
3. It contributes to the achievement of less developing countries take offs into self-sustaining economic growth.

But, though they believe that the inflow of capital and technical assistance helps the developing countries, several authorities, including Maheu (1968:30), Mikesell (1968:159), Meier (1974:28), Phillips (1975:225), Ahmed (1981:26), Reiff (1983:450) and Magnen (1991:91), begin with the caveat that no amount of external capital will guarantee successful development unless it forms an integral part of the national effort. Foreign assistance can add an important margin of resources and skills to the self help efforts of other countries. But it cannot spare others the need to make the major effort themselves. It cannot be a substitute for national effort, national ingenuity, initiative and national decision. Its role, as Maheu (1968:30) put it, is always simply auxiliary and stimulating. Ahmed (1981:26) strengthens this by stating that:

The fundamental point remains that

national development has to be concerned and carried out by the nationals themselves; external assistance can be helpful, it may be necessary. (it may also be counter productive), but it is never a sufficient condition.

Moreover, assistance, in view of Reiff (1983:450) and David (1993:55), is not an end in itself, it is a means to enable people to do without assistance, so that they can solve their problems themselves. Thus, foreign assistance has to be a means of helping countries achieve good economic performance through appropriate self help by mobilizing their resources.

#### 2.1.2. Foreign assistance and development polices of developing countries

The recipient countries in the cooperation process are in principle in complete control of educational needs and policies, since all aid projects have to be requested by them. As noted by Phillips (1976:38), the educational component of the United Nations International Development strategy adopted by the UN General Assembly in October 1970 states that developing countries have to formulate and implement education programmes taking into account their development needs. Capitalizing on this, Coombs (1985:307) notes that the responsibility for shaping the decision on priorities and allocation must reside primarily with the developing countries themselves, not the external agencies.

Nevertheless, different authorities such as Mikesell (1968:152), Thorp (1971:71), Maheu (1973:56), Carnoy (1980:282),

Spaulding (1981:421), Hawes and Coombe (1986:53), Mosley (1987:31), Hancock (1991:74), Rowe (1993:4), English (1994:106) and coombs (1986:106), argue that donor agencies influence development programmes and policies of aid recipient countries. Assistance organizations, they argue, have been and are influencing the direction of expansion of educational opportunities, both interms of the kind of educational programme receiving priority and interms of how these programmes are implemented once adopted. This is done, in the view of spaulding (1981:421), through the various policies adopted by the various assistance organizations which guide the financing and assistance priorities and through the ways such agencies manage technical assistance activities, capital loans and other grants once they agree to assist to governments.

This affects the developing countries' choices of priorities among sectors and within the education sector. And, to make things complex, donor agencies differ in their policies and conditionalities they attach to their aid. Stressing such foreign influence, Steven, in an interview by Rowe (1993:4) notes that:

any sort of conditionality is obviously unpalatable to recipient governments, who, like any other government, like to be sovereign and not to have their arms twisted. In some cases the arm twisting being engaged in by donors may be misplaced and the recipient government may be well advised to be reluctant to accept it.

Although their policies, as depicted by White (1974:266) and

Brown (1991:286), are influenced by the developed countries that provide the larger part of the resources (for voting strength is based on financial contributions), this influence tends to be minimal where assistance is provided by multilateral agencies. These agencies obtain their funds either from governments or from private sources. Nevertheless, they are part of the growing structure of economic assistance to poor countries.

Maheu (1968:22) depicts that the process of multilateral assistance is not a relationship between nations but the relationship between a nation or a group of nations on the one hand and the community of nations considered as a whole on the other. Thus, the stance of an international organization in its relationship with a developing country, as put by Ahmed (1981:21), should not be seen as an imposition by an external agency but the expression of a collective international view in the formulation of which the particular developing country is a participant.

Therefore, the reason why multilateral agencies are preferred by developing countries, according to Thorp (1971:155), White (1974:46) and Parkinson (1976:64-65) are that:

1. they are non-political in character, although they do have the political necessity of satisfying their members. They can concentrate on development objective rather than having various national interests in mind.
2. they have a wide choice of sources for supplies and personnel and a larger staff of experts than most of

bilateral donors.

3. they are in a favoured position to advise less developed countries on sensitive matters of policy, since they are not suspect of representing special interests.
4. they can be particularly useful to the smaller suppliers who often find it difficult to develop a bilateral aid programme and feel more assured when they can rely on the greater expertness of the multilateral agencies.

Multilateral organizations, however, also have their own problems and limitations. Chief criticisms identified by different authorities including Meier (1974:79), White (1974:55 and 62), Coombs (1985:287), Hawes and Coombe (1986:57) and Magnen (1991:91) can be summarized as follows.

1. They are slow and are not making the best use of their resources. Operations are slower in relation to the urgency of development needs.
2. They are increasingly bureaucratized, to the growing frustration of both their own staffs and the countries and people they were created to serve.
3. They fail to recognize the need for a comprehensive approach to development problems. Their administrative and project procedures tend to grow increasingly elaborate and rigid, impairing their innovative capacity and their ability to respond promptly to changing needs and conditions.
4. Since the case for multilateral agencies has to be a general one, their implicit prescriptions, also are likely

to be general. Thus, the peculiar difficulties of the context in which multilateral agencies operate impart a bias infavour of global programmes, based on generalizations about developing countries as a class, and away from more discriminating perception of particular problems requiring particular solutions.

## **2.2 Management of projects financed by external donors**

### **2.2.1 The Project Cycle**

There is no universally accepted definition of the word project. Magnen (1991:14) defines a project as a set of investments and of other planned activities aimed at achieving specific objectives within a pre-determined time frame and budget. Baum and Tolbert (1985:331) note that a project is likely to comprise several or all of these five elements.

1. Capital investment in civil works, equipments, or both- the so-called "bricks and mortar" of the project.
2. Provisions of services for design and engineering, supervision of construction and improvement of operations and maintenance.
3. Strengthening local institutions concerned with implementing and operating the project, including the training of local managers and staff.
4. Improvements in policies that affect project performance and the relationship of the project both

to the sector in which it falls and to broader national development objectives.

5. A plan for implementing the above activities to achieve the project's objectives within a given time.

It is convenient to think of a project work as taking place in several distinct stages. These stages are commonly referred to as the project cycle because, in view of Baum and Tolbert (1985:334) and Magnen (1991:26), each stage is the logical successor of the preceding, while the last stage prepares the first of the next cycle. Different terms can be used to describe the various stages of the project cycle. Magnen (1971:26) divides them into six stages as (1) identification, (2) preparation, (3) appraisal, (4) negotiation, (5) implementation, and (6) retrospective evaluation. Baum and Tolbert (1985:334-335), quoting the world bank include the fourth stage-negotiation -as part of appraisal and reduce the stages into five. These different stages of a project cycle noted by the above authorities can be summarized as follows.

1. **Identification** The first phase of the cycle is concerned with identifying ideas that appear to represent a high priority use of the country's resources to achieve an important development objectives. Such project ideas should meet an initial test of feasibility; that is, there should be some assurance that technical and institutional solutions will be found and suitable policies adopted. The responsibility for identifying educational projects, as

stated by Magnen 1991:28), falls on the Ministry of Education, and in particular the unit entrusted with planning.

2. **Preparation** Once a project idea has passed the identification test it must be advanced to the point of which all the aspects of the project are studied in detail, and its execution is planned. Contrary to identification, project preparation is a long and costly operation. It studies all the aspects (technical, institutional, socio-political economic and financial) that have a bearing on the project's success. It details the necessary investment items, quantifying their costs, as well as the additional recurrent expenditure generated by the project.

As in the case of identification, responsibility for the preparation of education projects generally falls on the Ministry of Education concerned (Magnen 1991:29)

3. **Appraisal** is the more or less in depth study of the project by the government department organizations that are to arrange financing before approval is given. Before approving aid, external agencies normally require a formal process of appraisal to assess the overall soundness of the project and its readiness for implementation.
4. **Negotiation-** The appraisal stage usually closes with negotiations between representatives of the Ministry of

Education and the financial decision makers. The negotiation results in an agreement as to the project objectives, design, content and mode of financing. Thus, as phillips (1976: 24) depicts, the practices used in the negotiations between donor and recipient as to project identification and preparation are at the heart of the problem of improving educational aid.

5. **Implementation or Management-** The implementation stage covers the actual development or construction of the project, up to the point at which it becomes fully operational. It includes the implementation of all the investments and other actions provided for by the project: construction of buildings, purchases of equipment, training of staff, technical assistance, miscellaneous services, project monitoring and evaluation.

Project implementation is the stage where the earlier preparations and designs, plans and analyses are tested in the harsh light of reality (Baum and Tolbert, 1985:357). It is self evident that project development objectives are realized only when it is successfully implemented. In a sense, most of the work done in the earlier stage of the project cycle-identification, preparation, appraisal and negotiation-is directed toward ensuring successful implementation.

Projects encounter difficulties in the course of their

implementation. Such problems are detected and analysed by means of monitoring and evaluation, which provide project officers with periodic information regarding a number of indicators. Evaluation during implementation, as stated by Cracknell (1985:316) and Magnen (1991:31), is an ongoing activity, as distinct from retrospective (ex-post) evaluation which is undertaken when implementation has been completed. The purpose of on going evaluation is to help ensure effective project execution by identifying and dealing with problems and issues that arise while the project is being implemented. It goes hand in hand with project monitoring (which is a continuous process involving a flowing information from the field), drawing on the information supplied through monitoring.

6. **Retrospective (ex- post) evaluation** - involves studying of the project's results after its completion and seeks to determine the objectives that have been achieved and to draw lessons from experience with the project that can be applied to similar projects in the future. It compares actual outlays and results achieved with the project's original estimates. Its main purposes is to identify the reasons for apparent success or failures, so as to inform the concerned authorities and to draw lessons for future projects. It has both learning and accountability function (Baum and Tolbert 1985:381).

Retrospective (ex-post) evaluation is carried out by the Ministry responsible for execution of the project, or by another

governmental organizations. In addition, external aid sources often carry out retrospective (ex-post) evaluation of projects they have financed (Magnen 1991:22).

The participation of operational staff in evaluation causes the absorption and application of lessons of experience. Their involvement will also help to achieve accountability to management. However, as depicted by Baum and Tolbert (1985:3820), a wholly self-evaluation process is open to the suspicion-justified or not-that difficulties are being ignored or minimized or benefits exaggerated. Objectivity can be achieved by, they further note, carrying out the evaluation process in two stages: first, an evaluation by the operational staff using in so far as possible the same people who were responsible for the projects design and implementation, and second, review by evaluators who are independent from the operational managers and report to a higher level.

To sum up, as noted by White (1994:167) and Magnen (1991:19), breaking down an investment budget into distinct projects makes it possible to rationalize the implementation of development policies. The main advantage consists in the logical structuring of problems, of development objectives, of proposed solutions and of projected investments. This logical frame work makes it possible to ensure that the initial objectives are not lost sight of, and that the allocated resources are used in a rational manner. Moreover, the concrete nature of projects gives them good visibility, which is highly appreciated by external aid

sources. Fragmentation of actions and clarification of their objectives also makes it easier to assess results and to learn lessons for the future.

On the other hand, project utilization has its limitations. Different authorities including Mikesell (1968:21), Meier (1974:30), White (1974:166-167) and Magnen (1991:19) Note the following two major limitations.

1. It would seem to be poorly suited to sub-sectors that require many small investments in the field such as primary education.
2. Projects eliminate any coherence the plan might have, because of the fragmentation they introduce into its implementation.

It seems to avoid such limitations that most donors now take their aid allocation decision against the back ground of the overall development situations of the aid recipients rather than purely on an individual project bases. They undertake to finance a portion of development programme by means of programme aids or prepare a package of project aids. Currently, different donor agencies are assisting country programmes to Ethiopia than individual projects Fragmentedly. UNDP, to cite an example, is on its fifth country programme, and UNFPA on its third country programme.

According to Meier (1974:30), a country programme usually

incorporates the following essential elements.

1. It is based on an assessment of the development situation, priorities and prospects of the recipient country as a whole.
2. It is drawn up for the whole or at least the essential part, of the aid activities of the donor in a given country.
3. It includes some quantitative indications of the overall level of aid to be given and its broad sectoral composition.
4. It places the aid activities of the donor in a longer perspective than one year.

#### 2.2.2. The Coordination of aid

The multiplicity of foreign assistance agencies providing assistance to the same developing country increases the risk of duplication of effort (Mikesell (1968:277), World Bank (1980:77) World Bank (1981:130) and Baum and Tolbert( 1985:359). Thus, organization and management are key elements in foreign aid operations because the flows of assistance to developing countries comprise such a variety of resources and services, come from different sources and end up in so many different places. As a result, as depicted by Rowe (1993:3), David (1994:62) and English (1994:109), Current approaches tend to be haphazard and uncoordinated.

In support of this lack of coordination of aid, even among the UN-family of agencies themselves, Hancock (1991:104-105)

notes that the sectoral approach favoured by UN agencies and the tendency of each to defend its own path has complicated the task of the developing countries instead of simplifying it. This is because programmes are not integrated into coherent system of analysis.

To minimize duplication of efforts, the most urgent need is for coordination of foreign assistance activities, though it is by no means a simple task. Thorp (1971:223) notes that the coordination of development efforts within a less developed country is in many ways more difficult task, for it involves not only the programming of foreign economic assistance but also the optimum allocation of domestic resources. In emphasizing the need for the exchange of information and sharing of views and policies to harmonize the efforts of different aid agencies, Howes and Coombe (1986:61) propose that:

1. Donors working in the same sector in the same country should do all they can to harmonize their data requirements, show willingness to use sector reviews prepared for or by other donors, or preferably collaborate with each other and the government in deciding the coverage and frequency of such reviews.
2. Donors should as far as possible standardize formal project documentation and reporting procedures and
3. Donors should seek the recipient government's approval, which should not unreasonably be withheld, to publish and widely disseminate all useful reports which they had commissioned on aspects of the recipient's education system.

Thus, some coordinating mechanisms have to be established among the assisting agencies. Baum and Tolbert (1985-359) identify three possibilities of coordinating mechanisms.

1. One solution to the need for coordination is to establish a special project unit through which funds are channelled from the central budget to the implementing agencies.
2. Another is for one implementing agency to take the leading role to coordinate the activities of other participating entities and some times to allocate funds.
3. A third alternative is to appoint some type of coordinating committee. Such committees must be given the requisite authority, and the participants should be as close as possible to actual operations. Committees composed of ministers or high level officials with many other responsibilities have seldom performed well.

Moreover, the current burden on developing countries of servicing the information needs of the many donors in education could be significantly reduced through coordinated reports and technical cooperation reviews. As depicted by King in Hawes and Coombe (1986:119), instead of the spate of individual agency reviews, appraisals, and sector reports which tie up hard worked technical officers in Ministries of education for a good part of the year, the aid donors might consider funding a single major country review, for which the inviting country prepares in advance a major data set on its education system. The resulting documents, which examines the education environment as assisted

, kings in Hawes and Coombe (1986:119), further notes, would form the basis for individual assistance negotiation.

The coordination of educational financing can be enhanced through more participation and collaboration of ministries of education, finance and planning and donors. This, in view of English (1994:109), could be accomplished by:

1. Providing seminars to Ministries of Education and Finance to prepare Ministry staff for active and enhanced participation.
2. Establishing guidelines on the content of expenditure reviews for education in order to ensure that relevant information is collected on which to base policy choices. These guidelines would improve the quality of public expenditure reviews (PER) and enhance donor collaboration.

### 2.3. Local participation in the planning and implementation of education projects

Development projects engage people in a variety of roles - as beneficiaries, producers, consumers, and even, on occasion and unintentionally, as victims. (Baum and Tolbert 1995:310). Active participation of the intended beneficiaries may improve the projects' implementation sustainability.

Kolawole (1982:122) defines participation as a total commitment of both the initiators and beneficiaries in carrying

out mutually planned projects to its completion through the involvement of participating agencies and recipients using a multi- sectoral approach in which the rural people take part in decision- making. He further states that the concept has three requirements. First, consultation with the masses who are supposed to be the beneficiaries of development to ascertain their needs and priorities. Second, it requires their having access to and taking part in the decision making process of those programmes which affect their lives. and last, it means sharing the costs and benefits of development equitably.

Therefore, participation is the active involvement of beneficiaries in the identification of their needs, the mobilization of local resources and local level implementation of plans to satisfy local needs. It entails, as depicted by Eyben (1995:47), starting from what people and communities are actually doing themselves, and what they value in their lives.

Projects in the communities don't achieve planned objectives and targets highly successfully unless beneficiaries actively participate. Thus, there is a need for integrating technical structure and the power of the masses. Tri in UNESCO (1986:22) emphasizes this integration by stating as follows:

In developing mass activities in science, culture and education, we should keep to the principle of integration between the experts and the masses, and of combination between progress and popularization... The practices carried out by the masses are manifold, vivid and comprehensive. Through integration, experts and the masses may complement each other so as to reach their common

goal for progress.

Garcia- Zamor (1985:5-8) identifies the following advantages of participative planning and management where beneficiaries participate in decision making, implementation and evaluation of development projects.

1. Participative planning and management promotes integration. As a form of communication, it helps prevent misunderstanding and provides for the discussion of various points of view that must be accounted for if integration is to exist. It is a practical way of integrating local communities' interests and development project goals.
2. Participative planning and management increases performance and stimulates a greater acceptance of performance criteria. Beneficiaries become emotionally involved and gain feelings of pride and accomplishment from the projects and become committed to their goals and standards. It also increases job satisfaction because, as the beneficiaries become committed, they naturally derive more satisfaction. Moreover, it leads the beneficiaries to stronger perceptions of shared characteristics with project managers, generating further commitment to project objectives and releasing their own resources of initiative and creativity toward the objectives of the projects.
3. Participative planning and management helps deal with the significant problem to local community feelings, needs, problems, and views, which often characterize the relationship between donors and beneficiaries in developing countries. It permits local needs to be met more effectively, because local people are involved in identifying and working to address these needs. One possible effect of participative planning and management

could be the creation of new objectives for the project which fit the needs and objectives of the beneficiaries. It prevents alienation, dissatisfaction, and the possibility of opposition to the project, which deflects time and energy from the pursuit of shared objectives to the waging of local conflict.

4. Participative planning and management brings higher and better quality output. In certain types of projects the quality of improvement alone is worth the time invested in participation. Beneficiaries often make suggestions for both the quality and quantity of improvements. Participation of beneficiaries helps develop better action plans by increasing the input of ideas which will lead to better decisions.
5. Participative planning and management increases the amount and the accuracy of information that project managers have about work practices and the environmental contingencies associated with them. It also increases the beneficiaries' positive feelings toward their work practices by developing a network of support for these practices.
6. Finally, participative planning and management allows a more economical operation by permitting a greater use of local human resources and eliminating many expensive transportation and management that outside services require. It also provides the community with a cushion against the effects of externally induced economic changes. It helps to reduce economic, social and political dependency between individuals and between regions by recognizing that people can and still will do.

Therefore, beneficiaries' participation is a fundamental premiss for the elaboration and implementation of development

project that is properly geared to the real needs and aspirations of the people and to the particular context of each society.

Different authorities, including Davis 1980:288), Kolewale (1982:122) and Paul (1983:96) point out the following stages of involvement in development projects.

1. Project selection - At the project selection stage people meet to identify their needs and select projects after alternatives have been thoroughly considered. This ensures that no project is imposed on the local people and that only the projects that originate from below are incorporated into local and national plan.
2. Resource Mobilization. The second stage is the Mobilization of the previously immobile or inflexible traditional resources - human, financial, local leadership and labour. This also forms the basis of self help development programme. It encourages local groups to exercise autonomy in using resources with the government providing technical assistance, training and supervision.
3. Implementation - participation is necessary at this stage to commit the local people to the development project.
4. Monitoring and evaluation - project monitoring and evaluation are usually considered as management tools. Nevertheless, beneficiaries can play a role in these aspects of project work as well. Beneficiaries, being on the spot, are well situated to check on construction and equipment delivery, to determine whether reports of performance by technical agencies are accurate and to suggest ways of dealing with problems (Baum and Tolbert 1985:285).

### 2.3.1. Major hurdles to public participation

While genuine participation of beneficiaries is a necessary ingredient for success of development projects, it is a difficult practice and can fail if poorly applied. Garcia- Zamor (1985:11) and Tri in UNESCO (1986:39) identify four major obstacles to genuine participation of beneficiaries.

1. The dominance of one group over others- The application of mass participation may shift from result oriented goals to securing prestige or wealth for a few prominent members of a local community with a few of them firmly in control and with most other participants only moderately involved.
2. Lack of interest of potential participants- It is often very difficult for the poorest of the local residents to understand why they should participate since this approach usually fails to give them any immediate financial rewards. Obviously, in many cases, the majority of the poor local residents may find it difficult to assimilate effectively the range of decision- making opportunities with which they are faced.
3. Lack of sufficient time - A real participatory approach often requires an educational campaign to gain the confidence of the local residents and to educate the poorest, and usually, more apathetic ones, of the importance of their participation. This is a time consuming procedure that often threatens to over- extend the deadlines set by both the donors and the national governments to start and complete the projects.
4. Restrictions generated by the present structures and

systems. One of the dangers of beneficiaries' participation is that, if fully executed, it triggers institutional restructuring that is exogenous to most political and administrative systems that exist in the developing countries. Thus, a major obstacle to participating beneficiaries in project planning and management is the conflict it might create with the national authorities.

At present, in many developing countries, as pointed out by several authorities such as Davis (1980:285), Kolawole (1982:121), Paul (1983:95), Baum and Tolbert (1985:287) and Abbott (1995:166), it is not uncommon for facilities and services to be created and offered to people, who then fail to use them satisfactorily. In many cases the national development planning relies heavily on the change agents to the detriment of the target groups, the rural mass. As a result, the intended project beneficiaries are isolated from the conception formulation and implementation of policies. The overall effect, to use Kolawole's (1982:121) expression, is that government projects are often seen as "theirs" as opposed to "ours".

Paul (1983:97-98), Thomas in Garcia-Zamor (1985:24-25) and Baum and Tolbert (1985:290) identify the following reasons why governments (particularly those of the developing countries) do not encourage the participation process more.

1. The generation of power by communities and citizen's groups is frightening to political and administrative leaders. The idea of "empowering" communities, regardless of the intentions or the anticipated development consequences, is received with skepticism or fear. Many national

governments are struggling to achieve and maintain political control amidst conditions of general social unrest. In the face of such conditions, political leaders are unlikely to welcome empowerment strategies.

2. The belief that only those in authority have the knowledge to plan and act discourages participation. Countries with strong civil services steeped in traditional styles of administration find it difficult to decentralized and share decision-making with others. Specialists and scientists who have joined the bureaucracy strengthen this belief. They believe that they have the requisite knowledge and that others need only follow their instructions.
3. The view that response or action in the field can be enforced through the use of authority is also deeply entrenched in government. Few recognize that response to many programmes must be generated through persuasion, mobilization of demand and proper incentives. That participation is a powerful way to generate commitment and response is too rarely appreciated.
4. Those in authority hesitate to decentralize power and let others participate in decision making and action for fear that the latter make mistakes. Nodoubt, field staff and beneficiaries will err. However, those at the top also often make mistakes, especially when they lack the necessary information and have neither the skills nor the time to adapt programme services to diverse environments,
5. The absence or inexperience of local community based organizations. Groups of beneficiaries can be involved directly in planning and implementation and some times they are represented through local organizations. The absence or inexperience of these local community based organizations, sometimes, becomes reason for low community participation

in planning and implementation of educational projects.

Such failures to encourage local community participation point to the need for mechanisms through which local people can influence project decision, mobilize their own resources, and contribute directly to the evolution and growth of a project.

In emphasizing the need for empowering people and communities for self-sustaining development projects, Thomas in Garcia-Zamor (1985:19) uses the proverb "give a man a fish and he eats today: teach a man to fish and he can eat every day". Community participation then is that process of learning how to fish. Thus, as depicted by Davis (1989 : 305) and UNESCO (1980:26), a serious effort to help people become prime agents of their own development must accept the fact that local experience will shape decisions, organization and social structures that differ considerably from what outsiders might expect. Residents in the rural areas are very familiar with their own problems, so giving them an opportunity to participate in project planning and implementation proves that recognition has been given to their right to direct and control their own development. If we ask what the poor think and listen to what they have to say, to use David's (194:61) expression, better job can be made of targeting action their real needs and encouraging them to take their own development in hand.

#### **2.4. Trends in the role of multilateral assistance to Ethiopian Educational system.**

As mentioned before, although the major sources of development aid to education are both multilateral and bilateral, and it includes both grants and soft loans, the focus of this

paper is only the multilateral and the grant side of it. The various United Nations specialized agencies are important sources of economic assistance. The multilateral agencies in the United Nations family of agencies that are major sources of financial and technical assistance for education sector in Ethiopia are the United Nations Development programme (UNDP), United Nations Children's Emergency Fund (UNICEF), United Nations Education, scientific and cultural organization (UNESCO), United Nations fund for population Activities (UNFPA), and World Food programme (WFP). Another multilateral organization outside the UN framework dealing with assistance matters to the education system is the European Economic community (EEC) (Now European Union (EU)).

#### **2.4.1. The United Nations Development Programme (UNDP)**

By a United Nations general assembly resolution adopted in November 1965, it was decided that the expanded programme of Technical Assistance and the special Fund were to be combined into one programme, the United Nations Development programme (UNDP) as from first January 1966 (Thorp 1971:100). As pointed out by several authorities (for example, Thorp (1971:100), Phillips (1975:200), UNDP (1993:1) and MEEC (1994a:1), the UNDP is the largest multilateral grant development cooperation organization programmes in developing countries. Assistance from the UNDP focuses on specific capacity building targets identified jointly by the UNDP and recipient countries and it is delivered in the form of expert, training and equipment package that enhances domestic capacity.

Documents in the Ministry of external economic cooperation (MEEC 1994 :1) show that Basic cooperation Agreement between

Ethiopia and UNDP has been signed on 26 February 1983, though mutual cooperation dates back to the year 1967. According to this agreement Ethiopia pledges an annual contribution expected of all member countries and the UNDP commits itself for assistance within its broad mandates of sustainable human development. Currently, Ethiopia contributes US dollars 50,000 directly to UNDP head quarters in New York for programme activities and Birr 60,000 for local office costs at Addis Ababa. On the other hand, Ethiopia stands first among african countries receiving UNDP assistance (MEEC 1994:1).

Assistance from the UNDP is channelled through the 'country programme' which covers a coherent set of broad sectoral targets relevant to sustainable human development. Since 1972, Ethiopia has implemented four country programmes. Presently the fifth county programme is in its third year of implementation.

Documents (MEEC 1994a:15 ) point out that UNDP has earmarked 86 million US dollars for the fifth country programme for the years 1993-1997. The resources have been allocated under six multi-sector programme areas, in which 14.2 million US dollar is allocated to support the national programme on capacity building for sustainable human resource development utilization (HRDU) with particular focus on sustainable human development by increasing access to health and basic needs, education and training, appropriate science and technology as well as employment. Out of this 14.2 million dollar, 5.6 million (or 25.4 percent) is allocated to education and training.

#### **2.4.2. The United Nations Children's emergency Fund (UNICEF)**

The second largest source of fund for educational assistance

in the United Nations system is the UNICEF. It provides, as depicted by Guruge (1983:459), over one third of the total multilateral financial assistance that goes to education development in the developing world.

UNICEF was created in 1946 to continue the relief work with children undertaken in the post war period by the United Nations Relief and Rehabilitation Administration (UNRRA) (Hawes and Coombe 1986:157). In 1961, its Executive Board made it legitimate for UNICEF to assist education programmes at both primary and secondary level, and later the expansion of primary education became a key element in UNICEF policies. Phillips (1975:220), Hawes and Coombe (1986:157) and King (1991:XIV) note that UNICEF, as a result of policy review made in 1972, now allocates its educational assistance to primary and non formal basic education and is phasing out its assistance to the second level.

UNICEF supports educational interventions related to child survival and development (CSD). Advocacy for the implementation of the education for all (EFA) is its high priority (Kinfe 1992:171). Accordingly, in Ethiopia, major areas that have been receiving support are preparatory and primary education, including curriculum development and teacher training; non formal education, including post literacy and basic education development; educational inspection and the development of educational mass media.

In its attempts to support government efforts and complement the assistance provided by other agencies to the education sector, UNICEF has been and is providing cash, technical assistance, supplies and equipment as well as vehicles. In doing

so it assists the Ministry of education to increase opportunity for meeting the basic learning needs of children, youth and adults.

UNICEF's assistance to Ethiopian Education system has been expanding from time to time. About 4.7 million US dollars had been allocated for education sector in the programme of cooperation from January 1980 to June 1983 (UNICEF 1982:152). This was increased to about 12.4 million US dollars in the years July 1982-June 1988. About 13.6 million US dollars was allocated to the education sector for the years July 1988-1993 (PDRE and UNICEF:1988:E5). But this was interrupted by government change that occurred in May 1991. In the mean time a bridging programme for the years 1992 - 1994 was prepared by the Transitional Government of Ethiopia and UNICEF in which about 5.9 million US dollars was allocated for Education. In the currently ongoing programme (1994-1999), 9, 460,500 US dollars is allocated to the education sector (TGE and UNICEF 1994:11).

### 2.4..3. The United Nations Education, Scientific and Cultural Organization (UNESCO)

The specialized agency of the United Nations responsible for education is UNESCO. UNESCO arose from the preparatory conference held in London in 1945 to establish an educational scientific and cultural organization (Parkinson 1976:71). As stipulated in UNESCO (1985:13), within the United Nations system, UNESCO, the link-pin in the field of education, offers the main frame work for cooperation in that domain. By the term of its constitution, UNESCO's member states have explicitly laid down that its responsibility is to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedom which are affirmed for the peoples of the World. This means that its mission is first and for most an ethical one, and that its action to promote education throughout the world is geared wholly to the attainment of these ideals.

As noted by several authorities including Phillips (1975:220), World Bank (1980:74) Kyazze (1984:20) and UNESCO (1985:14), UNESCO's budget, as compared to other multilateral and bilateral agencies, is small. Among the multilateral agencies, UNESCO ranks sixth in terms of its regular budgets allocated for education, but it exercises a much bigger normative role for several reasons. Phillips (1975:220) and the World Bank (1980:74) identify the following reasons.

1. Other UN-agencies that are heavily involved in aid to education - UNDP, World Bank, UNICEF - use UNESCO as a

- source of expertise and/or an executing agency.
2. UNESCO serves as the executing agency for funds in trust provided by individual donor government and non governmental organizations or private firms.
  3. UNESCO advises member countries not only on specific issues, but also on the whole range of the formulation and implementation of education policy.
  4. UNESCO secretariat provides a forum for the exchange of experience and innovations among experts from member states and a channel for the dissemination of ideas to high level decision makers.

Ethiopia became a member of UNESCO on 1st July 1955 and since then it has regularly participated in the work of the organization (ENOU 1994:37). The Ethiopian National organ for UNESCO was established in 1969 and since then UNESCO assisted Ethiopia with intellectual, financial and material support in education. It has also executed a number of programmes financed by other multilateral and bilateral organizations.

#### 2.4.4. The United Nations Fund for Population Activities (UNFPA)

The growth of world pollution became an issue of debate in the late 1950s and early 1960s. In late 1960s, it gathered momentum to create within the United Nations systems an organization in charge of population activities (UNFPA 1994:14). Thus, in 1969, the United Nations Fund for Population Activities (UNFPA) was borne out of wedlock of past, present and future demographic perception and universal awareness about the importance of development, human right, and the shared ideals of safe and sound environment.

Documents (UNFPA 1994:15) stipulated that UNFPA was designed to help developing countries balance their rate of population growth with their socio economic development. It assists governments to formulate and implement population policies aimed at improving the quality of life of their peoples. Both domestically and internationally, it seeks to promote a fuller understanding of the population aspects of development.

In line with its mandate, UNFPA's assistance in Ethiopia began in 1972 (with partial support for sample survey projects which were started in 1973). Moreover, documents (MEEC 1992:10 and UNFPA 1994:16) show that in 1980, UNFPA approved a census mapping project and supported the development of population statistics.

In the first UNFPA country programme (1981-1986), it assisted 7.6 million US dollars, in which, among others, programme assistance to demographic training and research center at Addis Ababa University (DTRC), Information Education and Communication programmes of the department of Educational Mass

media of the Ministry of Education were included.

The second country programme (1987-1992) included 124 projects with a total allocation of 10 million US dollars (MEEC 1992:10). The objectives included development of technical capacity and institution building. Of the total UNFPA second country programme allocation, 22.5 percent was for Information Education and Communication (IEC), in which the education mass media and institute for curriculum development and research (ICDR) are included. Moreover, 18.5 percent was allocated for population dynamics in which the DTRC had a considerable share.

Currently, UNFPA is on its third country programme (1993-1997) and has earmarked a total of 19 million US dollars (TGE and UNFPA 1994:10). Out of this, 29 million is allocated to Information, Education and Communication-and the share of education is 723, 488 US dollars (379,400 for ICDR, 263,242 for education media agency and 80,846 for higher education development). Moreover, 600,000 is allocated to population dynamics, in which 300,000 US dollars is demographic training and research center's (AAU) share.

#### **2.4.5. The World Food Programme (WFP)**

The World Food Programme (WFP) aids education mostly through supplying food to school children and students at the different educational level thereby improving learning capacity, reducing dropout, and increasing the school attendance of a number of children who have long daily journeys to school and could not otherwise enroll (Phillips 1976:58).

In Ethiopia, in addition to the protracted war, other main

reasons for low enrolment are long distances between home and schools as well as poverty and hunger, particularly in the draught prone and food insecure northern parts of the country. To alleviate this as noted by TGE and WFP (1993:2) and MOE and WFP (1993:3), World Food programme (WFP) has started in 1993 a programme known as improving education through school feeding, which will be provided for a period of three years (1993-1996).

For three years programme, WFP has earmarked 4,657, 620 US dollars to provide a total of 12, 408 metric ton of wheat, maize, lentils, vegetable oil, sugar, faffa, tea, and iodized salt (TGE and WFP 1993:7). A total of 52,150 students (40,000 primary and junior secondary, 11,650 secondary and technical/vocational, and 500 kindergarten) at different regions of the country are beneficiaries of this WFP programme. Moreover, 100,000 US dollars is allocated for the supply of non food resources such as kitchen Utensils, vehicles for monitoring, data processing equipment and document duplication equipment.

#### 2.4.6. The European Union (EU)

Head quartered in Brussels, the European Economic Community (now European Union) is an important conduit for multilateral aid. It, through the European Development Fund (EDF), to which all European Union member states contribute, finances projects and programmes in Africa, caribbean and pacific countries (ACP group ) which have signed the Lome convention (EEC 1990:8)

A Land mark in the cooperation of the European Union with the ACP states is the Lome convention I (Lome I) signed on 28 February 1975 (Hill 1985:661 and Lingau 1995:13). Currently the European Union assistance to ACP countries is on its fourth

convention (Lome IV)

As depicted by Hill (1985:661), Hancock (1991:46), EEC (1990:8) Lingau (1995:10), the aid provisions of the Lome convention are enabling factors in ACP development strategies where the group contains over two thirds of the worlds least developed countries and their key social indicators are amongst the worst to be found.

Ethiopia, as one of the ACP group countries, has been benefiting from the European Union assistance starting the first Lome convention, i.e. 1975 (EEC 1990:8 and MEEC 1994a:1).

## CHAPTER THREE

### 3. PRESENTATION AND ANALYSIS OF THE FINDINGS

This chapter deals with the presentation and analysis of the data gathered through questionnaire, interview and document analysis.

The chapter comprises of two major parts. part one presents the characteristics of the sample population involved in the study. Part two deals with the analysis and interpretation of the data.

#### 3.1. Characteristics of the Population

The necessary information for this study was obtained from employees of multilateral agencies and government employees who work at different echelons levels from ministerial head offices to wereda offices.

A set of questionnaire was prepared and distributed to respondents. The question items in the questionnaire distributed to each respondent of the two groups were generally the same (except items concerning coordination of assistance were not included in questionnaire administered to zone and wereda education offices).

Of the questionnaire distributed to employees of multilateral agencies and government employees respectively, 27 (87.10%) and 120 (96%) were returned and usable. In addition to this, data obtained through interview with 4 employees of multilateral agencies and 17 government employees were used in the analysis of the study. Information from documents found in offices of multilateral agencies, MOEDC, MOE and MOF were also used in the analysis. Based on the responses obtained from the two study groups, the characteristics of the population were examined in terms of sex, age years of service and academic qualification, and these are presented in table 1.

Table 1: Background Information of the Respondents

Item	EMPLOYEES OF MULTILATERALS		GOVERNMENT EMPLOYERS								
			At Ministerial Head Offices		At Region Bureaux		At Zone and Wereda Offices		Total		
	No	%	No	%	No	%	No	%	No	%	
1. Sex: Male	23	85.2	20								
Female	4	14.8	2	90.9	31	91.2	61	95.3	112	93.33	
				9.1	3	8.8	3	4.7	8	6.67	
Total	27	100	22	100	34	100	64	100	120	100	
2. Age: 25 years and Below	-	-	-	-	-	-	2	3.1	2	1.67	
26-30 years	1	3.7	2	9.1	2	5.9	17	26.6	21	17.50	
31-35 years	5	18.5	4	18.2	9	26.5	23	35.9	36	30.00	
36-40 years	10	37.1	5	22.7	14	41.2	15	23.4	34	28.33	
41-45 years	9	33.3	8	36.4	5	14.7	4	6.3	17	14.17	
46-50 years	2	7.4	2	9.1	3	8.8	3	4.7	8	6.67	
51-55 years	-	-	1	4.5	1	2.9	-	-	2	1.67	
56 years or above	-	-	-	-	-	-	-	-	-	-	
Total	27	100	22	100	34	100	64	100	120	100	
3. Service years: 5 years or Below	-	-	1	4.5	-	-	8	12.5	9	7.5	
6-10 years	7	26.0	3	13.6	3	8.8	24	37.5	30	25.00	
11-15 years	9	33.3	6	27.3	11	32.4	18	28.1	35	29.17	
16-20 years	5	18.5	9	41.0	11	38.2	11	17.2	33	27.50	
21-25 years	6	22.2	1	4.5	4	11.8	3	4.7	8	6.67	
26-30 years	-	-	2	9.1	2	5.9	-	-	4	3.33	
31 years and above	-	-	-	-	1	2.9	-	-	1	0.83	
Total	27	100	22	100	34	100	64	100	120	100	

4. Educational qualification 12 <sup>th</sup> complete	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
12 + TTI	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
12 + 1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
12 + 2	14	51.9	-	15	68.2	22	64.7	23	35.9	-	60	50.00	-	14.17	15.00	-	-	-
B. A./B.Sc.	11	40.7	-	7	31.8	9	26.5	2	3.1	-	18	15.00	-	-	-	-	-	-
M.A./M.Sc.	2	7.4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Ph.D	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total	27	100	22	100	34	100	64	100	120	100	3.33	10.83	6.67	14.17	15.00	-	-	-

Table 1 shows the sex, age, years of service and academic qualification distribution of the sample population of the two study groups. Employees working in multilateral and government offices who accounted for 85.2 percent and 93.33 percent respectively were male respondents. Female representation in this study was only 14.8 percent for employees of multilateral and 6.67 percent for government employees. This may be due to the fact that female participation rate in Ethiopian Education has been low and, as a result, their employment rate to different hierarchical positions of both multilateral and government offices has been low.

As regards age, all (100%) of the employees of multilateral and 96.66 percent of government employees were in the same age range, that is, between 26 and 50 years. Moreover, as indicated in item No 3 of the same table, the majority of respondents (74% and 67.5% of employees in multilateral and government offices respectively) had a service year of 11 years and above. It would be, therefore, possible to generalize from the data that such a relatively longer experience (added to their age) may have helped both group of respondents accumulate a lot of information about the operations of multilateral assistance and related issues.

The same table further reveals that all (100%) of the employees of multilateral and the majority (65.00%) of government employee had academic qualification of first degree and above. The increase in number of qualified respondents of both group would mean more knowledge and exposure to critically consider their responses, thus, making data gathered more dependable.

### 3.2 Analysis and Interpretation of the Data

Table 2: The Status of External Fund in the Country's Annual Budget

Budget Year	Total budget	External Loan		External Assistance		Total External Funds (Loan + assistance)	
		Amount	As % of total budget	Amount	As % of the Annual Budget	Amount	As % of the Annual budget
1984/85	3,983,015,133	553,909,600	13.91	308,047,400	7.73	861,957,000	21.64
1985/86	4,38,400,139	758,845,500	17.25	287,885,500	6.55	1,046,731,000	23.80
1986/87	4,593,902,796	722,862,300	15.74	261,258,300	5.69	984,120,600	21.42
1988/89	5,133,181,640	827,955,400	16.13	273,335,700	5.32	1,101,291,100	21.45
1989/89	6,042,744,100	971,728,700	16.10	308,551,900	5.11	1,280,280,600	21.19
1989/90	6,539,105,861	973,856,700	14.89	458,324,500	7.01	1,432,181,200	21.90
1990/91	NA	NA	NA	NA	NA	NA	-
1991/92	4,651,759,000	656,429,200	14.11	336,132,000	7.23	992,561,200	21.34
1992/93	5,931,857,400	1,196,191,900	20.17	506,880,800	8.55	1,703,072,700	28.71
1993/94	8,447,113,900	2,258,821,800	26.74	2,012,100,000	23.82**	4,270,921,800	50.56
1994/95	9,965,674,535	2,776,285,130	27.86	1,793,662,800	18.00	4,569,947,930	45.86
Total	59,686,754,504	11,696,886,230	19.60	6,546,178,900	10.97	18,243,065,130	30.56
X	5,968,675,450.4	1,169,688,623	19.60	654,617,890	10.97	1,824,306,513	30.56

Source - calculated from data in Negarit Gazeta of 1984/85 - 1994/95

\* Data for the year 1990/91 was not available. Even Negarit Gazeta for budget proclamation was not published for this year.

\*\* This figure is exceptionally increased because most of the assistance budgeted for the year 1992/93 was not utilized and thus available funds were transferred to the budget year of 1993/94.

As noted in chapter two, developing countries in general and sub Saharan African countries in particular are heavily dependant on external funding. The data in table 2 seem to complement this fact.

The volume of external funding that is being injected into the Ethiopia's annual budget has generally been increasing for the last 11 years. Table 2 reveals that external assistance which was Birr 308,047,400 (7.73% of the total budget) in the fiscal year of 1984/85 was raised into Birr 1,793, 662,800 (18.00%) in 1994/95. With in 11 years time, it was increased by Birr 1,485,615,400 (by 82.83%). The share of external loan was similarly raised from 13.91% in 1984/85 to 27.86% of the annual budget in 1994/95. It showed an increase of Birr 2,222,375,530 (80.01%) in the same years considered.

When considered in relative terms, as the country's annual budget was also increased from Birr 3,983,015,133 in 1984/85 to Birr 9,965,674,535 in 1994/95, the increase in the share of external assistance showed a difference of (from 7.73% to 18.00%) 10.27 percent in the 11 years time.

When added together, the average proportion of external funds (loan + assistance) in the annual budget for the given 11 years time amounted to 30.56 percent with a minimum of 21.19% (in 1988/89) and a maximum of 50.56% in 1993/94. This shows our regular dependence on the inflow of foreign capital, in one or another form. And, as these facts indicate, this dependence seems to increase from time to time, instead of decreasing.

In fact, these figures must be viewed with caution, for budget allocations, as noted by MOE (1992:153), from external funding are very often not expended because implementation falls short of planning.

This increase of external funds, though not as more significant as that of the total annual budget, is also observed in the education sector.

The following figure compares the increase seen in foreign assistance, foreign loan and domestic sources allocated to education in the last 10 years.

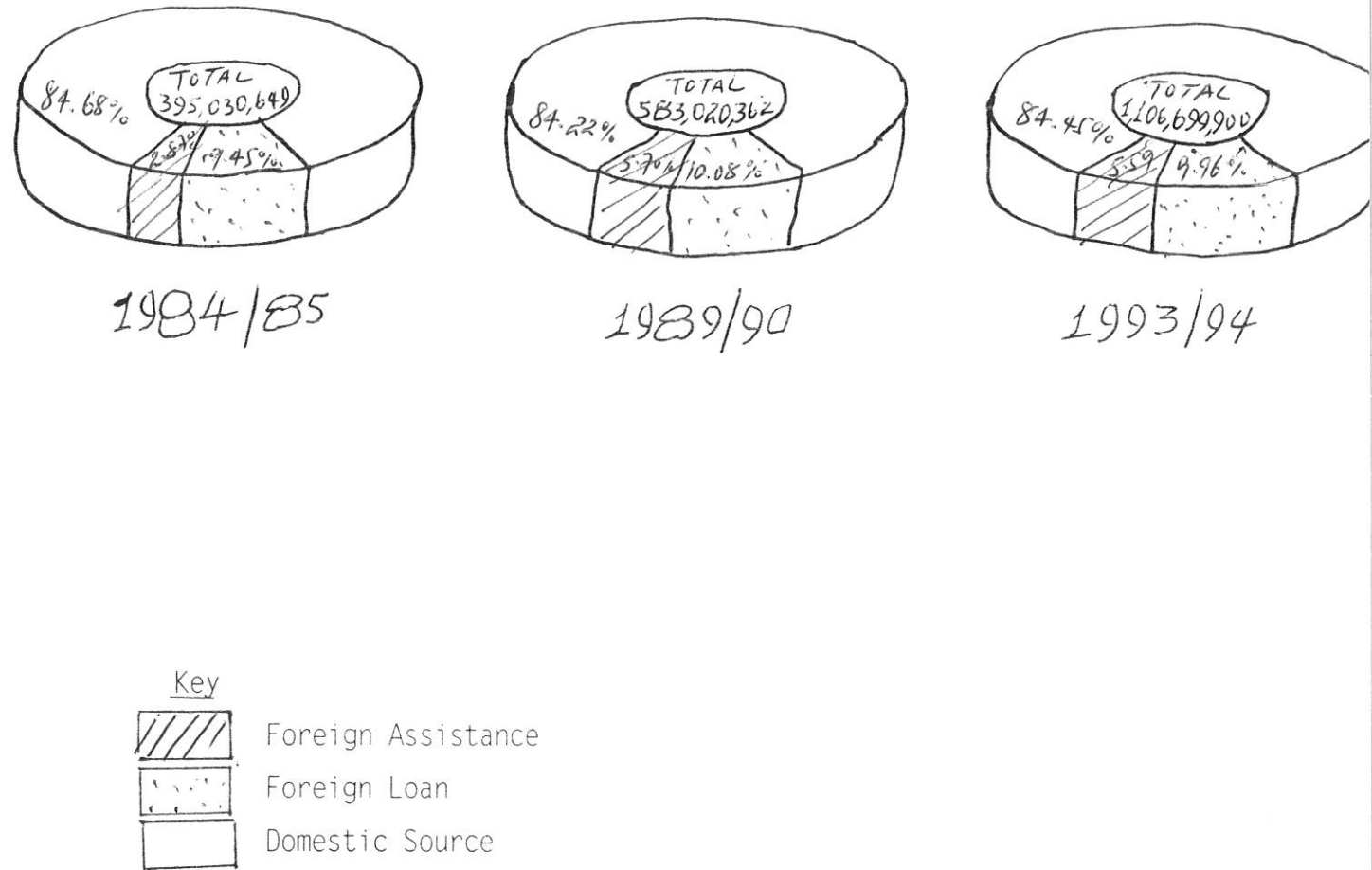


Fig. 1. External assistance to education as compared to external loan and Domestic sources.

The above figure indicates that more than four fifth of the education annual budget (84.68% in 1984/85, 84.22% in 1989/90 and 84.45% in 1993/94) originated from domestic sources while the remaining less than one fifth

(12.32% in 1984/85, 15.78% in 1989/90, and 15.55% in 1993/94) came from external sources. Out of the external sources, external loans covered as much as more than twice (an average of 68.20%) of education assistance. Of the total external funds 76.71%, 63.87% and 64.03%, in 1984/85, 1989/90 and 1993/94 budget years respectively, had their sources from external loans while external assistance covered the remaining 23.29%, 36.13% and 35.97 of the foreign funds in the given years.

This increase in external loans has negative effect on the country. Though borrowed to alleviate certain problems, loans create the burden of back payments with interests, as compared to assistance that cause no interests and no repayments.

Table 3. The Share of External Assistance to Education

Budget Year	Education Budget			Assistance budgeted to Education			
	Recurrent Budget	Capital Budget	Total	Amount	As % of total Ext. Asst.	As % of total educ. budget	As % of educ. Cap.l budget
1984/85	335,669,949	59,360,700	395,030,649	11,338,900	3.68	2.87	19.10
1985/86	353,886,469	63,998,700	417,885,169	9,886,000	3.43	2.37	15.45
1986/87	383,519,938	71,034,200	454,55,138	11,347,100	4.34	2.50	15.97
1987/88	409,070,506	79,944,300	489,014,806	11,718,103	4.29	2.40	14.66
1988/89	439,734,417	74,277,300	514,011,717	15,326,233	4.97	2.96	20.63
1989/90	473,478,062	109,542,300	583,020,362	33,231,000	7.25	5.70	30.34
1990/91	-	-	-	-	-	-	-
1991/92	531,728,300	81,139,900	612,868,200	19,992,700	5.95	3.26	24.64
1992/93	567,577,800	162,295,700	729,873,500	21,018,200	4.15	2.88	12.95
1993/94	789,846,200	316,853,700	1,106,699,900	61,885,000	3.08	5.59	19.53
Total	4,284,511,641	1,018,446,800	5,302,958,441	195,743,236	4.12	3.69	19.22
X̄	476,060,182.3	113,160,755.5	589,217,604.5	21,749,248.4	4.12	3.69	19.22

Source: Calculated from data in Negarit Gazeta of 1984/85 - 1994

Education is used to get a relatively large slice of the national cake over the recent years (13.17% in 1991/92, 12.30% in 1992/93 and 12.10% in 1993/94). However, table 3 indicates that the average share of assistance to education in the total external assistance was only 4.12% in the years considered.

On the other hand, figures in the same table show that assistance to education increased in these years from Birr 11,338,900 in 1984/85 to Birr 61,885,000 in 1993/94-an 81.68% increase.

The average share of external assistance in the total education budget in the given ten years was 3.69%. External fund (be it assistance or loan) is totally earmarked for capital budget. Therefore, the external assistance to education that seems modest when compared with total education budget amounts to an average of 19.22 percent when computed in relation to the education capital budget. This, when added to external loan: which in most cases is about twice that of assistance (as indicated in table 2 and figure 1): covered more than half of the education capital budget. It seems because of such facts that Abdulmenan Ahmed (in Hawes and Coombe 1986:34) argued that, "it is a fact of life that most forms of development action in developing countries could not take place without some element of assistance. Our own resources are stretched to the utmost in running the infrastructure we have managed to develop and in securing budgetary increases for new infrastructures". This increased external assistance comes from different sources multilateral, bilateral and private agencies

Table 4: Multilateral Assistance to Education

Budget Year	Total External Assistance	External Assistance to Education		Multilateral Assistance to Education	
		Amount	As % of the Total Assistance	Amount	As % of Assistance to Education
1984/85	308,047,400	11,338,900	3.68	3,097,058	27.31
1985/86	287,885,500	9,886,000	3.43	4,178,096	42.26
1986/87	261,258,300	11,347,100	4.34	5,999,803	52.88
1987/88	273,335,700	11,718,103	4.29	6,471,164	55.22
1988/89	308,551,900	15,326,233	4.97	7,925,440	51.71
1989/90	458,324,500	33,232,000	7.25	10,015,829	30.14
1990/91	-	-	-	-	-
1991/92	336,132,000	19,992,700	5.95	8,170,281	40.87
1992/93	506,880,800	21,018,200	4.15	11,872,675	56.49
1993/94	2,012,100,000	61,885,000	3.08	26,017,147	42.04
Total	4,752,516,100	195,743,236	4.12	83,747,493	42.78
$\bar{x}$	528,057,344.44	21,749,248.44	4.12	9,305,277	42.78

As shown in table 4, the share of multilateral assistance in the total amount of assistance budgeted to the education sector, in actual terms, showed a gradual increase. It increased from Birr 3,097,058 in 1984/85 to Birr 26,017,147 in 1993/94. It increased by 88.09 percent.

In relative terms, when observed in relation to increase in the total education assistance, however, its share fluctuated—showed an increase for certain periods (1984/85 - 1988/89), then decreased (1989/91 - 1991/92), and then increased (1992/93). But, even with such fluctuations, multilateral assistance had a considerable share (an average of 42.78%) in the total assistance to education in the years considered. This indicates that multilateral agencies have significant input to the development of our education system.

Multilateral assistance to education has its source from different agencies, notably the UN - family of agencies. The following table shows the share each agency that assistant education sector has in the total multilateral assistance.

Table 5: Multilateral Assistance to education by Donor Agencies

Donor	BUDGET YEAR											TOTAL	
	1984/85	1985/86	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92	1992/93	1993/94	1994/95	Amount	%
	UNICEF	1,475,300	1,451,200	1,711,400	2,227,500	4,015,800	5,175,000	5,175,000	4,290,696	3,912,300	11,434,500		
UNDP	1,154,600	1,634,200	2,075,138	1,939,509	1,302,442	2,228,578	1,552,870	1,149,896	1,713,507	1,309,840	1,015,800	17,076,380	14.41
UNFPA	-	107,696	349,920	459,155	727,198	078,251	934,009	679,689	3,746,868	1,111,805	1,145,390	10,239,981	8.64
UNESCO	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	-	-
WEU	467,158	985,000	1,863,345	1,845,000	1,880,000	1,634,000	1,867,696	2,050,000	2,500,000	1,750,000	1,843,000	18,685,199	15.77
WFP	-	-	-	-	-	-	-	-	-	10,411,002	9,781,002	20,192,004	17.04
TOTAL	3,097,058	4,178,096	5,999,803	6,471,164	7,925,440	10,015,829	9,529,575	8,170,281	11,872,675	26,017,147	251,219,692	118,496,760	100

Source: Calculated from ledger of education projects of the given agencies and project files.

++ na: Data not available.

Over a period of a decade, different multilateral agencies have been assisting the education sector. As shown in table 5, the majority (an average of 44.14%) of multilateral assistance to education sector, in the years considered, had its source from UNICEF programmes.

This UNICEF's assistance included training grants, funds for teaching aids, equipment, supplies and transport facilities for education projects. According to the GOE and UNICEF (1994:XIX), assistance from UNICEF to the sector supports the MOE to develop and promote a basic Education for all (EFA) oriented national policy, support the development of pre school and primary education curricula, improve distance radio education for primary schools and undertake a comprehensive education sector analysis starting with the weredas selected for wereda integrated basic service (WIBS) programme.

Though started late (in fact, although out of the scope of the study, WFP had assisted the education sector in the 1960s and discontinued) WFP, was the second largest source of assistance to education in the last two years (1993/94 and 1994/95). Assistance provided within these two years enabled it to retain this position even when considered in total average (17.04% of the total multilateral assistance provided within the 11 years time) Documents (TGE and WFP 1993:7) revealed that, under its school feeding programme, in which food supplies and related equipments) are provided for students of selected elementary, Junior and Senior secondary schools and TTIs), a total of 565,620 US dollars have been earmarked for food and non food resources for the years 1993 - 1996.

European Union, under its integrated training programme assists the education sector by developing local human resources and technical skills through local training activities and awarding study grants abroad. As indicated in table 5, a total of Birr 18,685, 199 from EU assistance was allocated to the sector within the 11 years considered. This brings it to be the third major source of multilateral assistance to education.

As indicated in the literature review (chapter two), UNDP is the largest of UN - Bodies which mobilize and fund technical cooperation programmes in developing countries. But when it comes to multilateral assistance to the education sector of Ethiopia, in the years considered, UNDP averagely stood fourth, preceded by UNICEF, WFP and EU. Education assistance from UNDP is mainly earmarked to Education media agency (EMA), technical and vocational education, educational materials production and distribution agency (EMPDA) and adult education programmes.

UNFPA has been assisting the education sector starting its first country programme (1981-86). Table 5 reveals that UNFPA assistance showed a gradual increase during the 11 years period. Education assistance from UNFPA mainly goes to DTRC in AAU (to undertake research on demographic trends and related issues), ICDR (to develop and integrate population education in secondary school text books), EMA (to provide literacy programme to focussing on population education), CERTWID in AAU (focussing research undertakings on female participation in development and related gender issues) and agricultural colleges (for family life education).

UNESCO has been the major executing agency, as depicted by Kinfe (1992:172), for UNDP assisted education projects. It also executes and co-finances education projects assisted by other donors. Moreover, UNESCO provides scholarships (to which many Ethiopians have benefitted) and covers per diem and transportation costs for many Ethiopians who participate in training seminars and workshops that are held locally and abroad, provides consultancy services and equipments. Unfortunately, however, adequate data on the amount of money earmarked (or spent) for these and other similar purposes is not available in respective offices (MOE, MOEDC, UNESCO country representative and ENOU).

In fact, scattered documents in ENOU evidenced that UNESCO approved the following amount of money for education sector.

- In 1993 - 1995, 471,470 U.S dollars for participation programme
- In 1994, 90,240 US dollar for Ethiopia students in the former USSR and Eastern European countries to enable them continue their studies
- In 1994, 7,000 US dollars for college fresh female students assertive training.
- In 1994, 18,475 US dollar for improving audit management of region education bureaux.

Table 6: Disbursement rate of assistance committed to education

Budget year	Assistance budgets to education	Actual Expenditure	Saving or Excess	Actual expenditure % of budget
1984/85	11,338,900	5,574,040	5,764,860	49.1
1985/86	9,886,000	5,099,135	4,786,865	51.5
1986/87	11,347,100	6,978,805	4,368,265	61.5
1987/88	11,718,103	9,162,096	2,556,007	78.1
1988/89	15,326,233	13,021,878	2,304,355	84.9
1989/90	33,231,000	16,224,717	17,006,283	48.8
1991/92	19,992,700	13,817,500	6,175,200	69.1
1992/93	21,992,700	26,317	20,991,881	0.1
Total	133,858,236	69,904,488	63,953,716	52.2
$\bar{X}$	16,732,270.75	8,738,061	7,994,218.25	52.2

Source: - MOF - budgetary revenue and expenditures 1984/85 - 1992/93.

Table 6 reveals that an average of only 52.22 percent of what was budgeted as assistance to education was actually expended within the given years while an average of 47.78 percent was not. The table further indicates that most of the assistance budgeted for 1988/89 fiscal year (84.96%) was utilized while almost all (99.87%) of what was budgeted for 1992/93 was not expended (and thus transferred to the next budget year and unusually inflated the share of assistance in the education budget of the 1993/94 fiscal year table 2).

During the budget year of 1992/93, almost all (99.87%) of multilateral assistance budgeted to education was not disbursed. This could be, as one

interviewee working for MOEDC disclosed, because in the specified year a great amount of assistance, was received under Ethiopian relief and rehabilitation programme (ERRP).

In this year assistance (and loan) to ERRP was, unusually treated as government treasury and thus expended even for recurrent budgets (documents in MOF revealed that a total of Birr 132,000,000 was earmarked for recurrent budget to all sectors except the Ministry of defence). As a result all sectors were busily spending money budgeted under ERRP for their capital and recurrent budgets. This would have, according to the interviewee, created shortage of time to absorb advance payments (and thus ask for further reimbursements) of assistance from multilateral agencies.

Generally, budget is allocated on the basis of agreements reached between the government and donor agencies (detail process discussed under table 11), that is, on the basis of commitments made by funding agencies. Thus, the causes for such differences between what was committed (and thus budgeted) and what was actually expended could, among other things, be either donors don't timely release the committed assistance or the sector doesn't timely utilize what is released (each having different reasons of its own), or both.

The inadequacy of available data in respective office (MOE, MOEDC, MOF and agency representatives offices) made it impossible to compare the disbursement rates of each individual multilateral agency that assist the education sector. At this point it is worth noting that UNICEF (1993:59) depicts that social sector information collection, dissemination and utilization for planning, monitoring and evaluation purposes has been and

continues to be extremely weak in Ethiopia. There is a general absence of comprehensive reliable up- to- date information on the social situation.

The general situation of the disbursement rates of multilateral assistance can, however, be observed by taking few examples. UNDP's 5th country programme, to start with, was planned to cover the period of 1993 - 1997. Nevertheless, according to interviewees, at 1996 still no coin is disbursed. The MOE is still implementing the 4th country programme which was meant to be completed in the period of 1987 - 1992.

In 1990, UNFPA earmarked 249,947 US dollars for the centre for research, training and information for women in development (CERTWID) in Addis Ababa University (AAU) to be used with in a three years period (1990 - 1992). But, after five years, in 1996, that amount of money was not fully utilized.

Similarly, in principle, at this time the sector should have been implementing assistance from EU under Lome IV (EDF 7) and should complete (and close) assistance budgeted under Lome III (EDF 6). But, Unfortunately, this is not the reality. Disbursement rates of Lome III (EDF 6) which was planned to cover five years time (1985 - 1990) was as follows.. (Table 7).

Table 7 Commitment and Disbursements of EU -  
Assistance Under Lome III in ECU\*

Project	Planned Period	Date of Signature	Primary Commitment	Cumulative disbursement at the end of 1990		Cumulative disbursement as of Jan. 1995
				Amount	%	Amount
Integrated training programme	1985-1990	12-9-87	7,100,000	2,195,673	30.92	5,203,265.9

Source:-EU, annual report of 1992/94

\* ECU European currency unit = 1.3 US dollars.

As indicated in table 6, the assistance from European Union (EU) to integrated training programme, which aims to develop local human resources and technical skills through local training and awarding study grants abroad, under Lome III (EDF 6) was initially planned to be completed within 1985-1990. However, at the end of 1990 only 30.92 percent of the committed money was disbursed. Even in 1995, five years after the time it was planned to be completed, only 73.29% was disbursed and 26.79% (or 1,896,734. ECU) was not yet disbursed.

The above table further reveals that not only was disbursement rate very low but also the pre-implementation stages (identification, preparation, appraisal and negotiation of projects) took excessively prolonged time and pushed the date of agreement signatures far behind schedule. As a result, the agreement which would have been signed before 1985 was

actually signed on 12-9-1987, more than two years behind schedule.

Respondents were asked to comment on disbursement rates of assistance committed by multilateral agencies.

Table 8: Disbursement Rates of Multilateral Assistance Committed to Education

Item	Employees of Multilaterals		GOVERNMENT EMPLOYEES								
			At Ministerial Head Offices		At Region Bureaux		At Zone and Wereda Offices		Total		
	No	%	No	%	No	%	No	%	No	%	
Mony committed by multilateral agencies that assist the education sector is disbursed on time											
A. Never	14	51.9	15	68.18	22	64.71	38	59.4	75	62.5	
B. Seldom	11	40.7	6	27.27	9	26.47	21	32.8	36	30.0	
C. Sometimes	2	7.4	1	4.55	3	8.82	5	7.8	9	7.50	
D. Always	-	-	-	-	-	-	-	-	-	-	
Total	27	100	22	100	34	100	64	100	120	100	
X <sup>2</sup>	X <sup>2</sup> -calculated = 1.2079						X <sup>2</sup> <sub>(df=2)</sub> critical = 5.991				
If there are delays in assistance disbursement, what do you think the reasons are?	27	52.94	17	35.42	23	32.86	36	31.58	76	32.76	
A. Low absorptive capacity	8	15.69	21	43.75	34	48.57	57	50.00	112	48.48	
B. Excessive bureaucracy in the working systems of multilateral agencies	16	31.37	10	35.42	13	18.57	21	18.42	44	18.96	
C. In appropriate fund utilization of recipients											
Total	51	100	48	100	70	100	114	100	232	100	
X <sup>2</sup>	X <sup>2</sup> -calculated = 1.2079				X <sup>2</sup> <sub>(df=2)</sub> critical = 5.991						

Table 8, item No 1 shows that the opinions of the majority of the respondents of both categories support the facts evidenced in tables 6 & 7.

Employees working in both multilateral and government offices shared similar understanding that assistance was not disbursed timely. As indicated above, 51.85% of those working in offices of multilateral agencies and 62.50 % of government employees felt that assistance committed by multilateral agencies that assist the education sector was never disbursed on time while 40.74% and 30.00% of employees in multilateral and government offices respectively responded that it was seldom disbursed on time . No respondent from both group had a feeling that assistance was always timely disbursed.

Furthermore, Chi-square ( $\chi^2$ ) test of significance was computed to examine the relationship between responses of the two groups and revealed that they correlate ( $\chi^2$  calculated :1.2079 <  $\chi^2$  critical 5.991 at the 0.05 level of significance).

Nevertheless, though both groups agree on the slow disbursement rates of assistance, they seem to have quite different opinions as to the causes for such delays ( $\chi^2$  calculated 18.20 >  $\chi^2$  critical 5.991).

Respondents were asked to write reasons they considered as major causes for low disbursement rates. These responses, as put in table 8 item No 2 , can be summarized into three main factors.

The Majority of employees of multilateral agencies (52.94%) considered the sector's low absorptive capacity to utilize assistance timely, as the main cause for the low disbursement rates . On the other hand, though a significant number (32.76%) admit this lack of absorptive capacity, a good size of government employees (48.28%) considered the excessive bureaucratic red tape in the working systems of multilateral agencies as the major

bottle neck to timely disbursement. Government employees, as interviewees disclosed, complain about the lengthy and cumbersome approval and procurement procedures multilateral agencies follow.

Interviews with both group of respondents revealed that once projects reach the implementation stage, certain amount of money is released as advance payment to start projects. Then reimbursements are made after the completion of different phases of the implementation stage upon reports from the implementors. In most cases, actual implementation takes place at zone and wereda levels. And, there is lack of efficient manpower at these levels. In most cases, no trainings (or orientation) related with project management and reporting systems are given. As a result, people at project areas don't timely account for the initial advance and don't timely submit requests for disbursement. Project implementation progress reports are not timely sent to funding agencies and the Ministry of Education head offices. And if they do, these reports usually lack complete documentation.

This seems to be consistent with the arguments of Aklilu Habte (in Hawes and Coombe 1986:56) that many of the projects have not been too successful, not because the equipment was lacking, but because the human skill, the human and institutional capacity was not in place.

Moreover, this lack of efficient man power is exacerbated, interviewees complained, by the problem of high turnover of people at different hierarchical levels. People learn on the job and due to different reasons are out posted, usually taking or misplacing project documents. The new ones that replace them are usually with no training or related experience.

Inappropriate utilization of assistance during implementation is reported by both groups of respondents (31-37% and 18.96% of employees in

multilateral and government offices respectively) to be another cause for low disbursement rates. This misuse of assistance, which is one cause for dismissal (and thus high turnover of workers at project areas), leads to improper documentation and thus reports based on misleading facts.

Astonishingly, at times even money not transferred into project accounts, as disclosed by interviewees working for multilateral agencies, is reported as disbursed and utilized. Sometimes, it happens that the amount of money reported as utilized exceeds the amount of money disbursed by donors. This could be because, among other things, reports were simply written based on the plans without comparing them with what were actually utilized.

Table 9 Integration of Assistance with National Self- Help Efforts

Item	Employees of Multilateral		Government Employees								
			At Ministrial head office		At Regional head office		At Zone and Werda Offices		Total		
	No	%	No	%	No	%	No	%	No	%	
Do you think that currently, in Ethiopia, multilateral assistance to being integrated with national self help efforts ?											
A. Never	-	-	3	13.64	-	-	6	9.38	9	7.50	
B. Seldom	5	18.52	4	18.18	2	5.88	17	26.56	23	19.1	
C. Sometimes	19	70.37	12	54.54	21	61.77	30	46.88	63	7	
D. Always	3	11.11	3	13.64	11	32.35	11	17.18	25	52.5	
										0	20.8
											3
Total	27	100	22	100	34	100	64	100	120	100	
Mean	2.93		2.87								
Standard deviation	0.55		0.83								
t - test	t- calculated = 0.46		t- critical = 1.96		t- prob = .05						

External assistance, in principle, should in the long run enable recipient countries alleviate their problems so that they can attain a stage of self-reliance. This can be achieved if assistance is integrated with national self help efforts to bring about, to use Gitelson's (1975.5) expression, greater dependence on domestic resources and less recourse to external assistance.

Although, as shown in table 9, respondents of both groups have varied opinions, the majority of them (70.37% and 52.50% of Employees in multilateral and government offices respectively) believed that foreign assistance was sometimes being integrated with national self help efforts. Moreover, significant number (11-11% and 83% of employees in multilateral and government offices) responded that it was always being integrated.

While none of the respondents working for multilateral and government employees at region bureaux responded with full negativity to the question, limited number of government employees working at ministerial head offices (13.6%) and at zone and wereda offices (9.38%) felt that assistance was never being integrated with self help efforts. This seems because employees of multilateral agencies (for they are there to facilitate agency objectives and self reliance of developing countries is among long term objectives of donors) and government employees at regional bureaux (for the power to control and evaluate project effects and impacts is pushed from central to region) are responsible to ensure that foreign assistance is integrated with self help efforts and may not want to disclose that this is never done or is only seldom done.

However, normal curve t-test using standard deviation was computed to see whether responses given by the two groups correlate or vary and revealed that they correlate ( $t$ -calculated = 0.46 <  $t$ -critical: 1.96 at  $t$ -prob. = 0.05 level).

Furthermore, interview with both groups of respondents confirmed that such integration of foreign assistance with national self help efforts is increasingly becoming an issue during negotiations and successive project evaluations at region and ministerial head offices. To raise such integration, projects that are assisted by multilateral agencies are co financed by goverment and community in puts.

Table 10: The Need for Multilateral Assistance

Item	Employees of Multilaterals		Government Employees								
			At Ministerial head office		At Region Bureaux		At Zone and Wereda Offices		Total		
	No	%	No	%	No	%	No	%	No	%	
Multilateral assistance is necessary and beneficial for the development of the education system.											
A.Strongly disagree	-	-	-	-	-	-	-	-	-	-	-
B.Disagree	-	-	-	-	-	-	12	18.75	12	10.00	
C.Agree	5	18.52	8	36.36	20	58.82	27	42.19	55	45.83	
D.Strongly agree	22	81.48	14	63.64	14	41.18	25	39.06	53	44.17	
<b>Total</b>	<b>27</b>	<b>100</b>	<b>22</b>	<b>100</b>	<b>34</b>	<b>100</b>	<b>64</b>	<b>100</b>	<b>120</b>	<b>100</b>	
<b>Mean</b>	<b>3.82</b>		<b>3.34</b>								
<b>Standard deviation</b>	<b>0.40</b>		<b>0.65</b>								
<b>t - test</b>	<b>t- calculated = 0.46</b>				<b>t- critical = 4.95</b>				<b>t- prob = .05</b>		

The preceding discussions evidenced that not only are disbursement rates very low but the utilization of assistance is not always, though efforts are being made, integrated with national self-help efforts. However, even with these drawbacks, table 10 indicates that the majority of respondents believe that multilateral assistance is necessary and beneficial for the development of the education sector. All (100%) of the employees of multilateral agencies and 90.00% of government employees confirmed this need for multilateral assistance. And, as evidenced in tables 2,3 and 4, the general need for capital inflow is increasing from time to time. This goes in line with the argument of Hurst (1983:431) that above 9 percent of educational expenditure in developing countries comes from external sources and it is usually argued by agency officials that this assistance must be beneficial because the demand for it continues unabated.

Nevertheless, though synonymously accepted (infact with different degree) as necessary and beneficial by employees of multilateral and government employees at higher hierarchical levels (at ministerial head offices and region bureaux), multilateral assistance does not seem to get similar applause at lower levels. As depicted in table 10, 8.75% of respondents at zone and wereda offices responded that multilateral assistance is not necessary and beneficial. This could be due to the various discussions on the need for self - reliance rather than dependence on foreign assistance that are currently being held at grass root levels.

As a result, variations were observed in the opinions of the employee in multilateral and government offices. A normal curve t-test using standard deviation, at 0.05 significance level, indicated that responses made by the two groups differ to a statistically significant level. (t-calculated : 4.95 > t- critical = 1.96 at t-prob.= 0.05 level).

Table 11 The Responsibility to decide on priorities

No.	Item	Employees of Multilaterals N=27	Government Employees N=120
1	The responsibility for shapping decisions on priorities of projects to be financed by multilateral agencies  MEAN	3.33	3.58
	Standard deviation	0.73	0.57
	t-test	t-calculated = 1.66    t-critical = 1.96    t-Prob. = 0.05	
2	The current influence of multilateral agencies on the choice of priorities of projects that have to get assistance  $\chi^2$	$\chi^2$ - calculated = 3.536 $\chi^2$ (df2)- critical = 5.991 $\chi^2$ - Prob.=0.05	
3	The influence of mulltilateral agencies as copare to bilateral agencies  $\chi^2$	$\chi^2$ - calculated = 1.936 $\chi^2$ - critical = 5.991 $\chi^2$ prob. = 0.05	
4	Donor's control on how assistance is spent and whether it is spent efficiently  $\chi^2$	$\chi^2$ - calculated = 3.265 $\chi^2$ (df2)- critical = 5.991 $\chi^2$ Prob.=0.05	
5	The imposition of conditions for assistance  $\chi^2$	$\chi^2$ calculated = 23.111 $\chi^2$ (df2)- critical = 5.991 $\chi^2$ Prob.=0.05	

\* For detail information see appendix A-4

Table 11, item No 1 shows that a considerable majority of respondents (100% and 95% of employees in multilateral and government offices respectively) replied that, in principle, the responsibility for shaping decisions on priorities of projects to be financed by foreign assistance should reside primarily with the recipient countries, not the donor agencies. The same table, item No 2 further reveals that the majority of respondents (77.78% and 58.34% of employees in multilateral and government offices respectively) confirmed that currently the working systems on priority choices generally agree with this principle .

According to interviews with both groups of respondents, the planning

and project department in the MOE (as its name implies), based on long range plans and data bases, identifies and prepares education projects as candidates for external assistance. These project documents are sent to (and discussed with) the Ministry of Economic Development and Cooperation (MOEDC). Upon approval, MOEDC submits project documents to funding agencies . Then projects are jointly appraised by a committee from funding agencies (donors usually send out several preliminary missions to discuss projects with the ministries concerned) and MOE. After appraisal, MOEDC organizes discussions to negotiate assistance in which the committee that appraised defends the projects in front of the funding agencies .

Before MOEDC signs assistance agreements on behalf of the governments in practice what is usually involved is a process of dialogue and negotiation in which both technical and policy factors are ventilated. The influence of donor agencies on deciding priority areas, though decreasing from time to time, is observed at this stage. Along with policy dialogue, consideration are taken to see whether identified priority areas match with donor priority areas, and, as interviewees disclosed, in most cases (since the reality is the same) they match. At times, however, differences arise, interviewees further disclosed, and multilateral agencies due to their financial, information (the experience of different developing countries) and expertise strength usually exert influence.

It seems because of this that a significant number of respondents working for multilateral (22.22%) and the majority of government employees at the ministerial head office (54.55%) responded that currently multilateral agencies are influencing on the choice of priority of projects that have to get external assistance.

At lower hierarchical level, however, project implementors don't participate in the appraisal and negotiation of projects (though nowadays region bureaux are sometimes participating). As a result, they don't seem to feel the influence. Once agreements are signed project areas are distributed to different regions (or limited regions depending on the nature of the projects) and region education bureaux ( in consultation with regional governments and region planning and economic development bureaux) select particular project areas (at zone and wereda levels) based on criteria and terms of reference agreed up on during negotiation. It could be because of this that the majority of government employees at region education bureaux (55.88%) and zone and wereda offices (64.06%) rejected the idea that currently donor agencies are influencing the priority choices of recipients.

Chi-square was computed to see the degree of variation between responses made by the two categories concerning the influence of multilateral agencies. This was done by combining adjacent row (combining together of strongly disagree and disagree on one side and strongly agree and agree on the other) using Yates' correction for continuity, since cells had expected frequencies less than 5 and one of the cells had no frequency. (The relevance of this approach for such purpose was noted by Hinckle, Wiersma and

Jurs, 1988:565-66). The chi-square computed revealed that the response did not differ to a statistically significant level  $\chi^2$ - calculated : 3.536 <  $\chi^2$  (df2)- critical = 5.991 at  $\chi^2$  prob. = 0.05).

The influence on the choice of priority areas, as indicated in table 11 item No.3, is less when one deals with multilateral agencies than bilaterals. The majority of respondents (77.78% and 72 . 50% of employees in multilateral and government offices respectively) agreed that as compared to bilateral agencies, multilaterals exert little influence on recipient's choice of priorities. This compliments the arguments evidenced in the review of related literature (chapter two).

In addition, interviews with government employees at Ministerial head offices revealed that generally such influence tends to be less in multilaterals than bilaterals. But, this does not mean that multilateral agencies don't exert influences. " Take for example, the world bank and IMF (though these are outside the scope of this paper), the leading multilateral, "one interviewee depicted, " they exert by far greater influence than any bilateral agency and are strongly forcing developing countries to carry out structural adjustment programme, if they are to get aid."

Related to such influence in the choice of priority areas are the issues that arise about the conditions donor agencies impose on recipient countries. These include, among other things, the tying of assistance and pressures to accept or cancel certain national policies. These create divergence of attitudes towards external assistance. As indicated in table 11, items No 5, the majority of government employees (84.17%) and significant number of employees of multilaterals (40.704%) rejected the notion that assistance should be subject to conditions imposed by donors. This resentment over external pressures that are attached to the capital inflow could emanate from the feeling that the formation and execution of

development programmes should be the responsibility of recipients however great may be the external inputs to it.

On the other hand, the majority (59.26%) of the employees of multilateral agencies agreed to such imposition of conditions by donor agencies. This could, among other things, be because employees of multilaterals wanted to defend the position of their employers (for they are there to pursue goals and strategies of their employees).

This created significant difference between responses of the two groups of respondents. Chi-square, following similar procedures as mentioned above, was computed to examine such variation and revealed that they differ to a statistically significant degree. ( $\chi^2$ -calculated = 23.111 <  $\chi^2$  critical = 5.991 at  $\chi^2$  Prob. = 0.05 level of significance).

However, the attachment of conditions to assistance is different from the responsibility of seeing that assistance is well spent. Donors have the duty of ensuring that assistance is spent efficiently on approved purposes. In line with this, as evidenced in the same table, item no 4, the majority of respondents (81.48% and 63.34% of employees in multilateral and government offices respectively) confirmed that donors should exert control on how assistance is spent and whether it is spent efficiently. Such control helps to develop efficient followup of projects and minimizes mismanagement of assistance.

A significant number (36.66%) of government employees, particularly those at zone and wereda levels, on the other hand, opposed such control

by donor agencies. These seem to have a belief that donors should give assistance and say nothing about how it is spent and whether it is spent efficiently or not. This, however, seems unrealistic for donor agencies must feel accountable to those who channel the assistance through them and ensure that assistance is spent efficiently and on approved purposes.

When considered generally, the opinions of both groups of respondents regarding this issue don't defer to a statistically significant level, for chi -square calculated (3.265) was smaller than chi-square critical (5.991) at a significance level of 0.05.

Table 12 Coordination among donor agencies

No	Item	Employees of Multilaterals N = 27	Government Employees N = 120
1	The absence of interagency cooperation among donor agencies		
	Mean	1.93	1.66
	Standard deviation	0.62	1.77
	t- test	t - calculated = 1.71 t - critical 1.96 t-prob 0.05	
2	interchange of information and views between multilateral and bilateral agencies ; and among multilateral organizations themselves		
	Mean	1.96	1.79
	Standard deviation	0.78	0.80
	t - test	t - calculated = 0.98 t critical 1.96 t prob. = 0.05	

No	Item	Employees of Multilateral N = 27	Government Employees N = 120
	Lack of Uniformity of multilateral agencies in their project documentation reporting and appraisal procedures		
	Mean	2.11	1.89
	Standard deviation	0.75	0.53
	t- test	t - calculated = 1.38 t - critical=1.96 t-prob=0.05	
2	The willingness of multilateral agencies to use sector reviews and procedures prepared for or by other donors		
	Mean	2.74	1.60
	Standard deviation	0.81	0.68
	t - test	t - calculated = 6.30 t critical=1.96 t prob. = 0.05	

\* For detailed information refer to appendix A - 5

The increasing volumes of assistance inflows and the accompanying diversification of their sources, if not well handled, often create problems of coordination. The operation of a multiplicity of donors on a given sector needs systemic coordination of activities so that they do not create unnecessary duplication of efforts. This coordination can be done on both donors and recipient sides.

Nevertheless, as table 12, item No 1 reveals, a significant (22.22%) of the employees of multilaterals and the majority (51.78%) of the government employees responded that there has been no inter agency cooperation among donor agencies while the majority (62.96%) of the employees of multilaterals and significant number (30.36%) of government employees responded that this has been seldom done.

The same table, item No 2 further reveals that the interchange of information and views among donor agencies has not been encouraging. This shows that coordination on the donors side has not been as what it should be.

To examine the degree of association of responses of both group in matters of inter agency cooperation and interchange of information and views among different donors, normal curve  $t$  - tests were computed and confirmed that they did not have significant difference.

This low interagency cooperation and information exchange among donor agencies could have different reasons. Three main reasons, to mention a few, as depicted by Cassen (1994:184), can be cited as to why donors do not engage seriously in coordination. First, coordination is likely to impair the freedom with which donors can pursue their commercial and political interests through their assistance programmes second, donors know that there are subjects on which they are likely to disagree, particularly in

the matters of development policies. Thirdly, coordination can be costly in administrative, time and expense.

Not only is interagency cooperation and information exchange among donor agencies negligible, but they don't also seem to have uniformity in their project documentation, reporting and appraisal procedures.

As indicated in table 12 item No 3, a considerable majority of respondents (81.48% and 91.07% of employees in multilateral and government offices respectively) confirmed such failure in uniformity in the working systems of multilateral agencies that assist the education sector. This diversity creates additional work loads to concerned government officials and, to use Reiff's (1983:450) expression, prevents effective coordination of educational cooperation by the sector, and, in turn, serves as a false 'alibi' for those who continue to point to the lack of capacity in less developed countries to absorb additional assistance in the areas of education and human resources development.

This burden of following separate working practices and requirements of multilateral agencies has been further aggravated by their unwillingness, as the same table item No 4 indicates, to use sector reviews and procedures prepared for or by other donor agencies. However, respondents of the two groups seemed to have varied opinions regarding this unwillingness.

A normal curve t - test at 0.05 level of significance showed that employees of multilateral and government employees differed in their opinions to a statistically significant degree, for t-calculated (6.30) was greater than critical (1.96). The majority of government employees (51.79% and 37.50% respectively) replied that multilateral agencies have never willing been or have seldom been willing to use sector reviews and procedures prepared for or by other donors. On the other hand, employees of multilateral (59.26%) rejected the notion of such unwillingness. This

could be because either government employees needed excessive flexibility in the working systems of multilateral or employees of multilateral did not want to disclose the weakness of their employers.

In fact, though in general the progress in coordination among donors has been very slow, nowadays positive move has been started. As interviews with both group of respondents confirmed, this year a donors coordinating committee, named as Educational Discussion Group for Ethiopia (EDGE) was formed. This committee, to which all concerned groups - multilateral and bilateral donors that assist the education sector, MOE and MOEDC are members, aims at information exchange and serves as consultative group. It meets once in a month and discusses on different issues with regards to the effect of assistance to the education system and its coordination. Papers on different issues prepared by individuals (on prior assignments) from both the donor and recipient side are presented and discussed at these meetings.

Table 13 National Efforts to Coordinate External Assistance

Item	Employees of Multilaterals		Government Employees							
			At Ministerial Head Offices		At Region Bureaux		Total			
			No	%	No	%	No	%	No	%
1	Is there a national mechanism to coordinate the efforts of different donor agencies? a) No b) Yes		27	100	2 20	9.1 90.9	1 33	2.9 97.1	3 53	5.4 94.6
	Total		27	100	22	100	34	100	56	100
2	Is there a report (or review) that consolidates the total picture of multilateral assistance? A) No B) Yes		23 4	85.2 14.8	19 3	86.4 13.6	29 5	85.3 14.7	48 8	85.7 14.3
	Total		27	100	22	100	34	100	56	100
3	Does the Ministry of Education organize meetings to discuss issues on education assistance to which donors are invited? a) Never b) Seldom c) Sometimes d) Always		5 14 8 -	18.5 51.9 29.6 -	4 10 8 -	18.2 45.5 36.3 -	5 19 10 -	14.7 55.9 29.4 -	9 29 18 -	16.1 51.8 32.1 -
	Total		27	100	22	100	34	100	56	100
	Mean		2.11		2.16					
	Standard division		0.70		0.68					
	t-test		t-calculated = 0.31    t critical = 1.96    t-Prob.=0.05							

Fortunately, the problem of coordination on the recipient side does not seem much pressing as that of the donor side. This is mainly due to the coordination of all external assistance by one single ministry the Ministry of Economic Development and Cooperation (MOEDC). All capital inflows (both loan and assistance) are negotiated by MOEDC. Of course in the presence of representatives from beneficiary sectors.

However, one can not without reservation consider the problem of coordination, as completely settled. As indicated in table 13 item No 2, a considerable majority of respondents (85.19 % and 85.71% employees in multilateral and government offices respectively) confirmed the absence of a report (or review) that consolidates the total picture of multilateral assistance. Such documents don't exist (the researcher tried his best but couldn't find any) in all concerned offices-MOE, MOEDC, or donor representative offices. Of course, data on the amount of budget allocated to individual projects are scatteredly found on project files that are opened separately for individual projects (in some cases for individual programmes) and are considered closed files immediately after the implementation of the project or programme (thus difficult to trace). But, there does not seem to be a total picture of the education system as assisted, an analytical account of the magnitude and forms, the effects and impacts of assistance on the development of the education system and other similar services. The presence of such document(s) could have served as a guideline for future assistance coordination for both donors and the sector.

Similar to donors, the reservation about administrative costs of coordination is shared by recipients. In addition to this, as forwarded by Cassen (1994:185), this reservation of the sector and other concerned ministries about strong coordination could be due to two reasons. They may be concerned that donor coordination could result in unbearable pressures especially in the area of policy reform. And in the day to day management of assistance they could have valued the freedom to play one donor off against another, to choose which donor will participate in which programme, and to be able to influence the terms of their assistance. Therefore, these reasons could be the root causes for the problem of coordination to remain not fully solved even in the presence of a ministry for such purposes the MOEDC.

The coordination of assistance to the education sector could not be totally left to MOEDC. The MOE should also have its own share to play. Organizing meetings to which donors that assist the education sector are invited and discussing issues related to education assistance are, among other things, ways the MOE can do to help the MOEDC in the coordination of assistance to education. However, except for some initiations, table 13 item No 3 shows that such efforts are not always observed. More over, as interviews with employees of multilaterals disclosed the MOE was asked to take the responsibility to coordinate the meeting of EDGE but was found unwilling and, as a result, this task was given to donors.

Table 14: Monitoring and Evaluation of Education Projects Assisted by Multilateral Agencies

Item	Employees of Multilateral Agencies		Government Employees								
			At Ministerial Head Offices		At Region Bureaux		At Zone and woreda Offices		Total		
	No	%	No	%	No	%	No	%	No	%	
Do you think that currently there is a continuous monitoring and evaluation of educational projects assisted by multilateral agencies											
A. Never	-	-	4	18.18	5	14.71	-	-	9	7.5	
B. Seldom	9	33.33	9	40.91	12	35.29	32	50.00	53	47.2	
C. Sometimes	17	62.96	9	40.91	13	38.24	23	35.94	45	39.5	
D. Always	1	3.71	-	-	4	11.76	9	14.06	13	11.3	
Total	27	100	22	100	34	100	64	100	120	100	
Mean	2.70		2.52								
Standard deviation	0.54		0.79								
T-test	t-calculated=1.43				t-critical=1.96 t-prob.=0.05						
The monitoring and evaluation of ongoing education projects assisted by multilaterals is the responsibility of: (you may give more than one answer)											
A. Ministry of Education	23	27.38	19	25.00	12	15.79	9	6.38	40	33.3	
B. Ministry of Economic Development and Cooperation	16	19.05	12	15.79	7	9.21	8	5.68	27	22.5	
C. Donor Agencies	18	21.43	20	26.31	23	30.26	40	28.37	83	69.2	
D. Region Education Bureaux	22	26.19	22	28.96	34	44.74	48	34.04	104	86.7	
E. A committee formed for such purpose	5	5.95	3	3.95	-	-	36	25.53	39	32.5	
Total	27	100	22	100	34	100	64	100	120	100	
Do local authorities participate in the evaluation of education project assisted by multilateral agencies?											
A. Never											
B. Seldom	31	11.11	12	54.55	4	11.76	13	20.31	29	24.2	
C. Sometimes	12	44.44	8	36.36	11	32.35	21	32.81	40	33.3	
D. Always	10	37.04	2	9.09	14	41.18	26	40.63	42	35.0	
	2	7.41	-	-	5	14.71	4	6.25	9	7.5	
Total	27	100	22	100	34	100	64	100	120	100	
Mean	2.41		2.26								
Standard deviation	0.80		0.91								
T-test	t-calculated=0.86				t-critical=1.96 t-prob.=0.05						

Continuous monitoring and evaluation of projects is essential to track project achievements and shortcomings and thereby control implementation process and performance impacts. Nevertheless, table 14 item No 1 indicates that a significant number (33.33%) of employees (of multilaterals and (44.17%) of government employees responded that monitoring and evaluation of education projects assisted by multilateral agencies has seldom been observed while the majority of the employees of multilateral (62.96%) and a significant number of government employees (37.50%) responded that this has sometimes been observed.

In addition to this, interviews with government employees at Ministerial head offices disclosed that as compared to bank lendings (World bank, IMF and ADF, for instance), the capital inflow from multilateral agencies is small. Moreover, loans create the burden of repayment, with interests, on the government. As a result the monitoring and evaluation, of assistance from multilateral agencies, though some times observed, has not been much serious and continuous as that of loans.

As regards the responsibility for the monitoring and evaluation of education projects, many respondents of each groups seemed to have the opinion that it has to be shared among different hierarchical levels of donor and recipient side . Chi-square was computed to examine the association of responses of the two categories and revealed that they had a statistically significant difference, for Chi-square calculated (18.981) was greater than Chi-square critical (9.488) at 0.05 level of significance.

Interviewees from both groups of respondents were asked about the methods followed in monitoring and evaluation of education projects (and programmes) assisted by multilaterals. And they confirmed that monitoring and evaluation has been carried both through field trips and project progress reports.

Field visits to project areas are organised by MOE and, sometimes; MOEDC and donor agencies to observe project performances and discuss the findings with local authorities. Nowadays, according to interviewees, it has become a habit to conduct short meetings, during field visits, with local authorities or committees at zone and wereda levels to evaluate (though in a very short manner) project activities and gather information on strong and weak points observed during implementation process.

Moreover, project progress reports are sent to region education bureaux. REB organise such reports and send them to MOE, which channels them to MOEDC and donor agencies. Such reports are regarded as part of the follow up process.

Finally, projects have periodically been (in most cases annually) evaluated in Tripartite meetings organised by MOEDC. The tripartite meeting, as its name indicates, involves a meeting of three parties- The donor agency, the coordinating Ministry (MOEDC) and the implementing (beneficiary) Ministry (MOE in the case of education projects). But, nowadays, usually REB are also being made to participate, for more than 90% of the externally financed projects are being implemented by regions and region education bureaux are not accountable to central ministerial head office (but to region governments). The discussions of the tripartite meetings are usually based on project progress reports and findings of field observation

Therefore, initiations to evaluate projects at different levels at wereda, zone and region levels and during the tripartite meetings are being observed.

Table 15 Participation of local authorities in planning and implementation of education projects

No	Item	Employees of Multilaterals N= 27	Government Employees N = 120
1	Participation of region education bureaux in the planning of education projects assisted by multilateral agencies		
	Mean	3.15	3.29
	Standard deviation	0.82	0.95
	t - test	t calculated = 0.78 t critical = 1.96 t - prob. 0.05	
2	Participation of region education bureaux in the implementation of education projects assisted by multilateral agencies		
	Mean	3.19	2.92
	Standard deviation	0.79	0.97
	t - test	t - calculated = 1.53 t - critical = 1.96 t - prob. = 0.05	
3	Participation of zone and wereda education offices in the planning of education projects assisted by multilateral agencies		
	Mean	2.04	2.16
	Standard deviation	0.90	1.02
	t - test	t - calculated = 0.61 t - critical = 1.96 t - prob. = 0.05	

4	Participation of zone and wereda education offices in the implementation of education project assisted by Multilateral agencies		
	Mean	3.48	3.44
	Standard deviation	0.64	0.65
	t - test	t - calculate = 0.29    t - critical = 1.96    t prob. = 0.05	

\* For detail information see appendix A -8

Projects need to involve their intended beneficiaries at different stages of decision making and implementation. This could be in the form of the participation of local authorities and/or that of the local people.

Table 15 items No 1 and 2 indicate that region education bureaux participate in both the planning and implementation of education projects that are assisted by multilateral agencies. However, the same table items No 3 and 4 further reveal that the participation of zone and wereda education offices in the planning of such education projects is encouraging while, in most cases implementation of the projects fall within their responsibilities.

A normal curve t - test, at 0.05 significance level was calculated to examine the association of responses of the two categories with regards to the participation of region education bureaux and zone wereda education offices in the planning and implementation of education projects assisted by multilateral agencies. In all cases, the test confirmed that the responses don't differ to a statistically significant level.

What in practice is done, as interviews with both groups of respondents disclosed, is that projects are identified, prepared and negotiated at ministerial levels (sometimes in the presence of representatives from education bureaux) and distributed to regions. The participation of region education bureaux is high at this stage for they are asked to prepare action plans for the implementation of the projects and select project areas (at zone and weredas). Zone and wereda education offices, however, have little say at this stage of project action plan preparations and project area selections.

The participation of local authorities in the planning and implementation of education projects assisted by multilateral agencies highly depends on the nature of the donors working systems.

In the case of UNESCO, the working system is highly centralized. Priority areas for 185 countries, according to interviewees working in UNESCO offices, are centrally identified and prepared by UNESCO head quarters (Paris) and the limited resources are economically distributed according to the prioritization. Therefore, let alone local authorities, at region, zone and wereda education offices, the MOEDC, MOE and even the national agency for UNESCO have very little say on the planning of UNESCO assisted projects.

In the case of some other donors (UNDP and UNFPA, for example), the planning and even implementation responsibilities, by their very nature, do not usually further go down below the level of region education bureaux.

On the other hand, some other donors - after agreements on priority areas are reached- directly make contact with wereda offices. UNICEF is a good example in such cases. Wereda integrated basic services (WIBS) programme is UNICEF's current intervention aimed at improving basic services such as education, health and water supply in selected weredas.

Once weredas are selected, UNICEF (with the full knowledge and cooperation of region governments and region plan bureaux) forms WIBS committee at each selected wereda (which comprises representatives from concerned wereda offices and local people). Then committee members are

given short term training (a sort of orientation) on the techniques of preparation of action plans and related issues. The WIBS committees identify, prioritize and prepare action plans within the limits of annual budget allocated to them by UNICEF (1.34 million Birr was, for example, allocated to each wereto in 1995/96) and their internal sources. Copies of the action plans are sent to UNICEF regional field offices, Region plan bureau, UNICEF representative office (A.A) and MOEDC. Then, upon approval to see whether identified priorities go in line with UNICEF's priority areas, or not, an advance payment is transferred from UNICEF account to each wereda WIBS committee account number.

Moreover, in the case of education, school furniture and building materials are directly sent from UNICEF region field offices directly to wereda WIBS committees.

Thus, in such cases, the region education bureaux and zone education offices have no say in the planning and implementation (though they are done with their knowledge through the monthly, quarterly and annual reports from wereda education offices) of education projects assisted by UNICEF. And, UNICEF officials argue that this minimizes bureaucratic red tapes and encourages participation of project beneficiaries (through committees) at grass root level.

The European union's (EU) assistance (with its current Wereda microprojects) has just started to follow similar pattern as that of the UNICEF.

The implementation of World Food Programmes (WFP) school feeding programme, by its very nature, needs direct involvement at school level. As a result, the WFP country representative in cooperation with region education bureaux directly sends food, utensils and equipment to selected schools. Similarly each school reports directly to REB (by passing wereda and zone education offices) which in turn, reports to school feeding coordinator at MOE. The MOE reports about the implementation process to MOEDC and WFP .

Another form of beneficiary involvement is the participation of local people in the planning and implementation of education projects assisted by external donors.

Table 16: Participation of Local Communities in Planning and Implementation of Education Projects

No	Item	Employee of Multilaterals N=27	Government Employees N = 120
1	Participation of project beneficiaries (local communities) in the planning of education projects assisted by multilateral agencies. Mean	2.04	1.86
	Standard deviation	0.85	0.90
	t- test	t - calculated = 0.98 t - critical 1.96 t- prob 0.05	
2	Participation of local communities in the implementation of education projects assisted by multilateral agencies Mean	3.33	3.18
	Standard deviation	0.78	0.80
	t - test	t - calculated = 0.98 t- critical 1.96 t- prob. = 0.05	

\* For detailed information see appendix A-9

Project implementation and sustainability become more successful when intended beneficiaries actively participate starting the early stage of the project cycle. The above table, unfortunately, reveals that at present, the participation of local communities in the planning of education projects that are assisted by multilateral agencies is not encouraging. A good size of government employees (44.17%) and a significant number of the employees of multilaterals (33.33%) confirmed this lack of public participation in project planning, while 30.00% and 29.63% of employees in government and multilateral offices respectively confirmed the seldom participation of local committees.

On the other hand, though not to the expected level, popular participation in the implementation of projects seems better than that of planning proces. As the same table further reveals, 40.74% and 40.83% of the employees in multilateral and government offices respectively replied that such community participation in the implementation poress has sometimes been observed while 48.15% and 40.00% respectively of employees in multilateral and government offices responded that it has always been observed.

Moreover, a normal curve t-test was calculated to see-the relationship between the responses given by both groups and, proved that they didn't differ to a statistically significant degree.

One way of increasing community participation, and there by their commitment, is that they are made to cover some percentage of the project costs. Interviews with both group of respondents disclosed that this is becoming almost a common practice in most donors. Though most of the

project costs (usually 85%) are covered by donor agencies, the government and local communities are called upon to provide inputs. Government imputes in education projects assisted by multilateral agencies, according to interviewees, usually focus on technical expertise and provision of monitoring and evaluation services. And, the provision of locally available materials such as sand, gravel and timber, and transportation of materials and equipments (usually from zone and wereda towns to project sites) are the major local community inputs.

Table 17. Factors that affect current operations of multilateral agencies and implementation of foreign assisted education projects.

Factor	Employees of Multilaterals N=27			Government Employees N=120			D	D <sup>2</sup>
	Score	Mean Score	R	Score	Mean Score	R		
1. Lack of coordination on the side of multilateral agencies	82	3.04	5	628	5.23	2	3	9
2. Lack of coordination among ministerial offices and region education bureaux	132	4.89	2	369	3.08	5	3	9
3. Multilateral agencies are highly bureaucratized and operations are slower in relation to the urgency development	116	4.30	4	770	6.42	1	3	9
4. Lack of administrative efficiency to absorb assistance timely	183	6.78	1	617	5.14	3	2	4

5. Lack of public participation in project planning and implementation	81	3.00	6	327	2.73	6	0	0
6. Improper utilization of foreign assistance by recipients	121	4.48	3	455	3.79	4	1	1
7. Lack of sustainability and continuous operations of education projects after the completion of multilateral assistance programme	41	1.52	7	194	1.62	7	0	0
Total	756			3360				32
$r_s$				0.43				

Many factors negatively affect the current operations of multilateral agencies and un implementation of foreign assisted education projects. Conserving this issue, employees working in multilateral and government offices were asked to rank some of the major factors by assigning number 1 to the most affecting factor, 2 to the next, 3 to the third etc.

The ranks given to each problem area by each respondent were converted into scores by assigning 7 marks to problem ranked first, 6 to the second, 5 to the forth.... and 1 to the seventh. Then the scores of each problem area assigned by each group of respondents were added together and ranked.

According to the views of the employees of multilaterals, the four main factors that negatively affect current operations of multilateral agencies and implementation of such assisted education projects are first, lack of administrative efficiency to absorb assistance timely; second, lack of coordination among ministerial head offices and region education bureaux; third, improper utilization of foreign assistance by recipients; and, fourth, excessive bureaucracy in the working systems of multilateral agencies and their slower operations in relation to the urgency of development.

On the other hand, government employees singled out the following four factors as major problem areas. First, excessive bureauracy in the working system of multilateral agencies and their slower operations in relation to the urgency of development, second, lack of coordination on the side of multilateral agencies third, lack of administrative efficiency to absorb assistance tinely. fourth, improper utilization of foreign assistance by recipients.

Even though both groups shared more or less common understanding with regard to the major factors that affect the operations of multilateral assistance, they differed in prioritizing and ranking these factors. It seems that in prioritizing the problems, each group didn't want to disclose the weakness observed on their side but rather seems to shoulder them to the other side. As a result, rank order correlation coefficient computed to examine the degree of association of ranks assigned by the two groups revealed this weak, though positive, relationship ( $r_s:0.43$ ).

Both groups of respondents synonymously ranked the factor 'lack of sustainability and continuous operations of education projects after the completion of multilateral assistance programmes as the least problem. This could be because assistance from multilateral agencies mainly focus on capacity building (such as local and foreign training), the provision of equipments and furniture, and mostly don't involve in big capital investments such as construction of institutions.

## CHAPTER FOUR

### 4. SUMMARY, CONCLUSION AND RECOMMENDATIONS

This final chapter of the thesis deals with the summary of the major findings of the study. Drawn from these major findings of the study, conclusion is drawn; and recommendations which the investigator assumes to be operational are forwarded.

#### 4.1. SUMMARY

The main purpose of this study was to gain some insights into the role played by multilateral assistance to Ethiopian Education, its volume and the way it is administered and coordinated. In order to achieve the purpose, the following basic questions were raised

1. What is the status of multilateral assistance to Ethiopian Education?
2. Who takes the responsibility of deciding on priorities of education projects to be assisted by multilateral agencies?
3. What efforts are made to coordinate assistance in order to minimize the risk of duplication of efforts and bring about useful joint support of education programmes and projects, and valuable sharing of information?
4. Is there a continuous monitoring and evaluation of education projects financed by multilateral assistance?

5. What efforts are made to integrate multilateral assistance with national self-help efforts?
6. Do local authorities and the public participate in the planning and implementation of such assisted projects?

The study was carried out in 6 multilateral agencies representative offices (and field offices when arrival), 3 ministerial head offices, 5 region education and plan bureaux, and 10 zone and 10 wereda education offices that were selected using stratified and quota sampling techniques. To select respondents from these offices, purposive sampling was employed.

The study employed three basic data collection mechanisms: questionnaire; interview and document analysis. A total of 156 copies of questionnaire were administered for both employees in multilateral and government offices, and a total of 147 copies (94.2%) were returned and usable. In addition, information was collected from interviews with 4 employees of multilateral, 5 project preparation and planning experts and department heads at ministerial head offices, 2 region education bureau heads, and 10 zone and wereda education office heads and planning and project section heads. Furthermore, data regarding the volume, distribution and disbursement rates of multilateral assistance were collected from documents found in the sample offices.

The data obtained were analysed using percentage, t-test, chi-square and rank order correlation coefficients. The analyses made

warrant the following major findings.

1. Foreign assistance has a considerable share in Ethiopia's annual budgets. The volume of capital inflow that is being injected in the national budget has generally been increasing from time to time. Total foreign funds usually amount to one third of the annual budget. This capital inflow can be in the form of loan or assistance.
2. The education sector is used to get modest share (though not as large as its share in the national cake) of the external assistance. More than 19 percent of the education capital budget (and an average of 3.69 percent of the total education budget) within the years considered, was covered by external assistance. Of the total education assistance (which averagely amounted to 4.12 percent of the total assistance to the country within the years considered) multilateral assistance had a considerable share (an average of 42.78 percent).
3. Of the total multilateral assistance to education, more than 60 percent had its source from UNICEF and WFP. UNDP is the largest of UN- family which mobilize and fund technical cooperation programmes in developing countries. And, as depicted by MEEC (1994:1) Ethiopia stands first among African countries receiving UNDP assistance. When it comes to multilateral assistance to education, (in the years considered) however, the study evidenced that multilateral assistance from UNDP stood forth in its amount-UNICEF being the first, WFP the

second and EU the third.

- 4 Assistance committed to the education sector is not disbursed timely usually only about more than half of what was committed (and thus included in the annual budget) has actually been disbursed. the causes for such slow disbursement rates have been observed on both sides (donors and recipient). Respondents, though in differing order, pointed out low absorptive capacity and inappropriate fund utilization as major weaknesses on recipient (the sector) side and singled out the excessive bureaucratization in the working systems of multilateral agencies as major weakness on the donors side.
5. The majority of respondents of each of the two study groups confirmed that currently initiations are observed to integrate foreign assistance with national self- help efforts. This integration is usually raised by enabling the government and local communities to co-finance education projects assisted by multilateral agencies.
- 6 Even though some problems (such as slow disbursement rate and low coordination) are observed in the process of its administration the study evidenced that multilateral assistance is necessary and beneficial for the development of the education system.

7. In principle, as evidenced by the study, the responsibility for shaping decisions on priorities of projects to be financed by external assistance should reside primarily with recipients, not donor agencies. The majority of each of the two study groups perceived that currently the working systems of multilateral agencies concerning the issue goes in line with the principle. Education projects that are to be financed by external assistance are identified and prioritized by the MOE and sent to (and discussed with) MOEDC which finally (after appraisal and approval by committee from donor agencies, MOE and MOEDC) signs agreements with donor agencies. Usually policy dialogues and negotiation are undertaken before signing agreements. It is at this stage that, at times influence on choice of priorities is observed, particularly when the priorities identified by MOE don't match with priorities of donor agencies. Considerable majority of the respondents of the two study groups confirmed that this influence generally tends to be minimal when assistance comes from multilateral than bilateral agencies (though some multilateral agencies are highly influential than any bilateral one).
8. To alleviate educational problems and enhance reconstruction, currently, the operations of different donors are increasing from time to time. To minimize duplication of efforts, the study evidenced that any foreign fund that enters the country is negotiated and coordinated by a single ministry- MOEDC. However, even in the presence of such a ministry, many respondents revealed that the problem of coordination is not

completely settled. Majority of respondents from each group perceived that even there is no report (or review) that consolidates the total picture of multilateral assistance.

The problem of coordination is much worse on the donors side than recipient side. Multilateral assistance education copies for, different agencies. And the study evidenced that there is no an interagency cooperation among donor agencies. Moreover, different multilateral agencies that easiest the education sector have no uniformity in their working system and, to make the problem worse, they are unwilling to use sector reviews and procedures prepared for or by other donors.

9. The monitoring and evaluation of education projects assisted by multilateral agencies, though observed to some degree, is not satisfactorily undertaken. Though not to the satisfactory level, the monitoring and evaluation of such education projects is done through filled trips and project progress reports. Projects are also periodically (usually once a year) evaluated in Tripartite meetings in which MOE (and in some cases REB is also included), MOEDC and donors are involved.
10. The study indicated that region education bureaux do participate in the planning and implementation of education projects assisted by multilateral agencies, while zone and wereda education offices (though usually the implementation process falls at their hands) don't, in most cases, participate in the planning process of these projects. And, the

participation of authorities at different hierarchical levels in the planning and implementation process falls at their hands) dont, in most cases, participate in the planning praise of these projects. And, the participation of authorities at different hierarchical levels in the planning and implementation of education projects highly depends on the nature of the donor agencies' working system.

Inspit of their participation in the implementation process, local communities don't participate in the planning of such projects. One way of increasing community participation in implementation, and thereby their commitment, is that they are made to cover some percentage of the project costs. Local community inputs usually include the provision of free labour, locally available materials and financial inputs.

11. Though with differing strength and ranking, both groups of respondents confirmed that weaknesses on the administration and coordination of multilateral assistance are observed on both sides of the assistance fence.

#### 4.2 CONCLUSION

To alleviate the problems of the education system and enhance reconstructions, the volume of capital inflow that is being injected to the national budget is increasing from time to time. This foreign capital can have the form of loan or assistance. And foreign assistance can have its source from

multilateral, bilateral or private organizations. Similar to other sources, assistance from multilateral agencies is showing an increasing trend.

Though many multilateral agencies are increasing their commitment to the education sector, budget allocations from these sources are, however, very often not disbursed timely because implementation falls short of planning. As evidenced in the study, an average of only about greater than half of what was committed was disbursed within the years considered. Employees working in both multilateral and government offices perceived such low disbursement rates. The two study groups though more or less similarly identified the causes for such delays, it seems that they differed in prioritizing those problems. Whatever reasons they have, such delays in disbursements affect the sectors in particular and the country in general, mainly in two aspects. First, projects are identified to be financed by external assistance in the assumption that after their completion they will alleviate certain education problems. Low disbursement rates cause delays in the implementation of the project and this, in turn, prolongs the problem that was assumed to be solved. Second, in some cases, money unspent (and thus undisbursed) according to plan of the programme remains in the account of agency headquarters and is reimbursed to be shared among the next different country programmes. As regards UNDP and EEC, money once earmarked to the sectors in particular and the country in general is already its own and can utilize it any time it can (though the sooner the better) and doesn't strongly affect consequent allotments. But when we consider UNICEF, slow utilization has great negative effect. Money committed to one programme (or project) but not utilized (and thus undisbursed) within the planned time remains in the agency account and is added to the next UNICEF programme and again allocated to different

programmes in different countries.

In reality any external assistance that enters the country is coordinated by a single ministry- MOEDC. Education projects are identified and prioritized as candidates to foreign assistance by MOE and sent to (and discussed with) the MOEDC. After appraisals and negotiations, the MOEDC signs agreements with different agencies. Even in the presence of a ministry for coordination, however, the problem of coordination is still observed.

This problem of coordination is exacerbated by the lack of an inter agency cooperation among donor agencies. Even there is not interchange of information and views between different donor agencies on their action in assisting the education sector. Making coordination problems worse, the working systems of donor agencies are so diversified. The study evidenced that multilateral agencies lack uniformity in their project documentation, reporting and appraisal procedures. Serving such diversified working systems consumes a great share of the time of experts at government offices. To add to this complication of coordination, majority of the respondents confirmed that multilateral agencies don't show willingness to use sector reviews and procedures prepared for or by other donors. This shows that donors' effort to form a joint partnership in supporting the education system is not as satisfactory as what it should be

In fact, the problem of coordination and information exchange among donor agencies can't be concluded as totally discouraging. A donor coordinating committee-EDGE was formed this year. This committee composes of all concerned groups, meets monthly and serves as a forum for exchange

of valuable information and views among donors themselves one hand and among donors, beneficiary ministry (MOE) and coordinating ministry (MOEDC) on the other.

Low coordination is not the only problem observed in the administration of multilateral assistance. The monitoring and evaluation of education projects assisted by multilateral assistance is not satisfactorily undertaken. Though attempts are observed to monitor and evaluate such projects through project progress reports, field trips and tripartite meetings, those attempts are not seriously and continuously carried out as that of loans. Consequently, the project implementation and performance impacts are not regularly monitored and evaluated so as to track project achievements and shortcomings and provide feedback for program improvements.

In addition to this, the participation of local authorities found at grass root level (zone and wereda education offices)- Of course with the exception of projects assisted by UNICEF- and local communities is not satisfactory. The implementation process of the projects, on the other hand is carried at these levels. To increase local participation, and sustainability of projects, the government and local communities are made to cover some percentage (usually 15%) of project cost. This creates a sense of ownership and increases the commitment of local communities. Moreover, such measures help the integration of multilateral assistance with national self help efforts.

With all the above drawbacks observed during its administration, the study evidenced that multilateral assistance is considered as beneficial

and necessary. This is mainly because the country's scarce resources are highly stretched for recurrent budget and almost all projects incorporated under the capital budget are heavily financed by external funds.

#### 4.3. RECOMMENDATIONS

In order to solve the identified problems, in connection to the findings made, the following points are recommendable.

1. The study evidenced that disbursement rates of assistance committed to education is very low. Inefficient man power at project areas is, among others, one factor that causes such dalliance in disbursements, for reimbursement from donor agencies depends on timely reports that account for the initial advances and show complete picture of the project progress. This inefficiency, in most cases, is caused by lack of training. Therefore, the current initiation of multilateral assistance to focus on the development of human resources through capacity building programmes should be strengthened. Moreover, emphasis should be given to short term local training particularly training related to project management and reporting.
2. The multiplicity of sources of external assistance calls for efficient coordination. And this can be realized when there is the will and capacity in both sides (donor and recipient) of the assistance fence. Joint discussions among donor agencies, MOE and MOEDC could result in valuable sharing of information, views and experiences that can minimize duplication of efforts. Fortunately, the long time sought and awaited committee - EDGE that serves as a forum for such joint discussion was realized this year. Therefore,

unreserved effort is needed from donors and the MOE to strengthen EDGE.

3. Currently region bureaux are accountable to region governments, and not ministerial head offices. Region bureaux don't send their annual plans and reports on their activities to ministerial head offices. As a result, the relationship between ministerial head office and region bureaux, as disclosed by interviewees, is unclear. And more than 90 percent of education projects financed by foreign assistance are implemented at regions. This, added to the diversification of donors, makes continuous monitoring and valuation of education projects hard. Moreover, this is creating problem for MOE to have complete information on the current situations of the education sector in the different regions, thus making it difficult for MOE to centrally identify and prioritize education projects as candidate for foreign assistance.

On the other hand, region education bureaux are not fully equipped with necessary skilled manpower to identify, prioritize and negotiate education projects with donors. Moreover, the power to deal with foreign donors is not pushed down to regions.

Therefore, a need comes to choose either of the two week choices. Either to retain, as what is apparently being done, the responsibility to identify, prioritize and rigidity assistance at ministerial head offices with its difficulties of unclear hierarchical relationship with region bureaux and incomplete data bases, or to push down the power of dealing with donors to region

levels, though regions have lack of skilled man power.

The second choice seems timely and thus recommendable region education bureaux, for they are more likely to be able to identify local needs and constraints, have to identify and prioritize education projects as candidates for foreign assistance and send them to (and discuss them with) region governments. Then, it would be better if region governments (in the presence of representatives from REB and plan bureaux) negotiate them with donors. And to avoid competition for assistance among different regions general agreement regarding distribution and policy issues could be centrally negotiated between donors and MOEDC.

Then, it seems recommendable if region governments give the responsibility of the implementation of such projects to local NGOs (such as Amhara development Association (ADA), Guragie development Association (GDA), Oromia Development Association (OMO) Southern peoples development association (SPDA), Tigray development association (TDA) and Relief society of Tigray (REST) When available, and region education bureaux in areas where local NGOs, are not available. This could decrease lengthly bureaucratic red tape and ensure continuous monitoring and evaluation of projects. Moreover, it could raise public participation, for local NGOs can penetrate directly and quickly into local conditions and easily mobilize local communities. This further could ensure the integration of foreign assistance with national self help efforts so as to decrease the currently observed heavy dependence on foreign assistance and raise sustainable self-reliance.

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## APPENDICES

## APPENDIX -A

### Appendix A-1

Table 8. Disbursement rates of multilateral assistance  
Committed to education

Item 1

Respondents	Never	Seldom	Sometimes	Total
Employees of Multilaterals	14	11	2	27
Government Employees	75	36	9	120
Total	89	47	11	147

O	E	O-E	(O-E) <sup>2</sup>	(O-E) <sup>2</sup> /E
75	72.65	2.35	5.51	0.076
14	16.35	-2.35	5.51	0.337
36	38.37	-2.37	5.60	0.146
11	8.63	2.37	5.60	0.649
9	8.98	0.02	0.00	0.000
2	2.02	-0.02	0.00	0.000

$$\sum = 1.208 = \chi^2$$

$$\chi^2_{\text{calculated}} = 1.208 < \chi^2_{(df=2)} \text{ critical} = 5.991$$

Item 2

Respondents	A	B	C	Total
Employees of Multilaterals	27	8	16	51
Government Employees	76	112	44	232
Total	103	120	60	283

O	E	O-E	(O-E) <sup>2</sup>	(O-E) <sup>2</sup> /E
27	18.56	8.44	71.23	3.84
76	84.44	-8.44	71.23	0.84
8	21.63	-13.63	185.78	8.59
112	98.37	13.63	185.78	1.89
16	10.81	5.19	26.92	2.49
44	49.19	-5.19	26.92	0.55

$$\sum = 18.20 = \chi^2 \quad \chi^2_{\text{calculated}} = 18.20 > \chi^2_{\text{critical}}(df=2) = 5.991 \alpha = 0.05$$

### Appendix A-2

Table 9 Integration of Assistance with National Self-Help Efforts.

Respondents	N	Mean	S.d
Employees of Multilaterals	27	2.93	0.55
Government Employees	120	2.87	0.83

$$t = \frac{2.93 - 2.87}{\sqrt{\frac{(0.55)^2}{27} + \frac{(0.83)^2}{120}}} = \frac{0.06}{\sqrt{\frac{0.3025}{27} + \frac{0.6889}{120}}} = \frac{0.06}{\sqrt{0.0169}} = \frac{0.06}{0.13} = 0.46$$

### Appendix A - 3

Table 10 - The need for multilateral Assistance

Respondents	N	Mean	S.d
Employees of Multilaterals	27	3.82	0.40
Government Employees	120	3.34	0.65

$$t = \frac{3.82 - 3.34}{\sqrt{\frac{(0.40)^2}{27} + \frac{(0.65)^2}{120}}} = \frac{0.48}{\sqrt{\frac{0.16}{27} + \frac{0.42}{120}}} = \frac{0.48}{0.097} \approx 4.95$$

Appendix A-4  
Table 11. The responsibility to decide on Priorities

No.	Item	EMPLOYEES OF MULTILATERALS		GOVERNMENT EMPLOYEES							
				At ministerial head offices		At region bureaux		At zone and Weereda offices		TOTAL	
		N°	%	N°	%	N°	%	N°	%	N°	%
1	The responsibility for shaping decisions on priorities of projects to be financed by multilateral agencies should reside primarily with the recipient countries, not the donor agencies A. Strongly disagree B. Disagree C. Agree D. Strongly agree	-	-	-	-	-	-	-	-	-	-
		4	14.81	2	9.09	-	-	3	4.69	5	4.17
		10	37.04	7	31.82	10	29.41	23	35.94	40	33.33
		13	48.15	13	59.09	24	70.59	38	59.37	75	62.50
	TOTAL	27	100	22	100	34	100	64	100	120	100
2	At present multilateral agencies are influencing the choice of priorities of projects that have to get assistance A. Strongly disagree B. Disagree C. Agree D. Strongly agree	-	-	-	-	-	-	2	3.12	2	1.67
		21	77.78	10	45.45	19	55.88	39	60.94	68	56.67
		6	22.22	11	50.00	13	38.24	20	31.25	44	36.66
		-	-	1	4.55	2	5.88	3	4.69	6	5.00
	TOTAL	27	100	22	100	34	100	64	100	120	100
3	As compared to bilateral agencies, multilateral agencies exert little influence on the recipient's choice of priorities A. Strongly disagree B. Disagree C. Agree D. Strongly agree	-	-	-	-	-	-	-	-	-	-
		6	22.22	2	9.09	3	8.82	-	-	5	8.93
		21	77.78	6	27.27	10	29.41	-	-	16	28.57
		-	-	13	59.09	21	61.77	-	-	34	60.71
	TOTAL	27	100	22	100	34	100	-	-	56	100
4	Donors should exert control on how assistance is spent and whether it is spent efficiently A. Strongly disagree B. Disagree C. Agree D. Strongly agree	-	-	-	-	-	-	-	-	-	-
		5	18.52	5	22.73	10	29.41	29	45.31	44	36.66
		18	66.67	12	54.54	18	52.94	35	54.69	65	54.17
		4	14.81	5	22.73	6	17.65	-	-	11	9.17
	TOTAL	27	100	22	100	34	100	64	100	120	100
5	Donors should impose conditions for their assistance A. Strongly disagree B. Disagree C. Agree D. Strongly agree	-	-	10	45.45	12	35.29	18	28.12	40	33.34
		11	40.74	9	40.91	17	50.00	35	54.69	61	50.83
		16	59.26	3	13.64	5	14.71	11	17.19	19	15.83
		-	-	-	-	-	-	-	-	-	-
	TOTAL	27	100	22	100	34	100	64	100	120	100

11.1.

Respondents	N	Mean	S.d
Employees of Multilaterals	27	3.33	0.73
Government Employees	120	3.58	0.57

$$t = \frac{3.82 - 3.33}{\sqrt{\frac{(0.73)^2}{27} + \frac{(0.57)^2}{120}}} = \frac{0.25}{\sqrt{\frac{0.53}{27} + \frac{0.32}{120}}} = \frac{0.25}{0.0227} \frac{0.25}{0.151} \approx 1.66$$

11.2

	Disagree	Agree	Total
Employees of multilaterals	21	6	27
Government Employees	70	50	120
Total	91	56	147

O	E	O-E	(O-E) <sup>2</sup>	(O-E) <sup>2</sup> /E
21	16.71	4.29	18.39	1.100
70	74.29	-4.29	18.39	0.247
6	10.29	-4.29	18.39	1.787
50	45.71	4.29	18.39	0.402

$$\sum = 3.536 = X^2 \quad X^2 \text{ calculated} = 3.536 < X^2(\text{db2}) \text{ critical} = 5.991 \quad \alpha = 0.05$$

11.3

	Disagree	Agree	Total
Employees of multilaterals	6	21	27
Government Employees	21	35	56
Total	91	56	83

O	E	O-E	(O-E) <sup>2</sup>	(O-E) <sup>2</sup> /E
6	8.78	-2.78	18.39	1.100
21	18.22	-4.29	18.39	0.247
21	18.22	-4.29	18.39	1.787
35	37.78	4.29	18.39	0.402

$$\sum = 3.536 = X^2 \quad X^2 \text{ calculated} = 3.536 < X^2(\text{db2}) \text{ critical} = 5.991 \quad \alpha = 0.05$$

11.4

	Disagree	Agree	Total
Employees of multilaterals	5	22	27
Government Employees	44	76	120
Total	49	98	147

O	E	O-E	(O-E) <sup>2</sup>	(O-E) <sup>2</sup> /E
5	9	-4	16	1.777
44	40	4	16	0.400
22	18	4	16	0.888
76	80	-4	16	0.200

$$\epsilon = 3.265 = X^2$$

$X^2$  calculated = 3.265 <  $X^2_{(df=2)}$  critical = 5.991

11.5

	Disagree	Agree	Total
Employees of multilaterals	11	16	27
Government Employees	101	19	120
Total	112	35	147

O	E	O-E	(O-E) <sup>2</sup>	(O-E) <sup>2</sup> /E
11	20.57	-9.57	91.60	4.453
101	91.43	9.57	91.60	1.002
16	6.43	9.57	91.60	14.285
19	28.57	-9.57	91.60	14.245

$$\epsilon = 23.111 = X^2$$

$X^2$  calculated  $\gg X^2_{(df=2)}$  critical = 5.991

## Appendix A-5

Table 12. Coordination among donor agencies

No.	Item	EMPLOYEES OF MULTILATERALS		GOVERNMENT EMPLOYEES					
				At ministerial head offices		At region bureaux		TOTAL	
		N°	%	N°	%	N°	%	N°	%
1	Is there an interagency cooperation among the donor agencies to minimize duplication of efforts?								
	A. Never	6	22.22	11	50.00	18	52.94	29	51.78
	B. Seldom	17	62.96	7	31.82	10	29.41	17	30.36
	C. Sometimes	4	14.82	4	18.18	6	17.65	10	17.86
	D. Always	-	-	-	-	-	-	-	-
	TOTAL	27	100	22	100	34	100	56	100
2	Is there an interchange of information and views between multilateral and bilateral agencies; and among multilateral organizations themselves on their action in assisting the education sector?								
	A. Never	8	29.63	7	31.82	16	47.06	23	41.07
	B. Seldom	12	44.44	9	40.91	13	38.24	22	39.29
	C. Sometimes	7	25.93	6	27.27	5	14.70	11	19.64
	D. Always	-	-	-	-	-	-	-	-
	TOTAL	27	100	22	100	34	100	56	100
3	Multilateral agencies that assist the education sector have uniformity in their project documentation, reporting and appraisal procedures								
	A. Never	4	14.82	4	18.18	7	20.59	11	19.64
	B. Seldom	18	66.67	16	72.73	24	70.59	40	71.41
	C. Sometimes	3	11.11	2	9.09	3	8.82	5	8.93
	D. Always	2	7.41	-	-	-	-	-	-
	TOTAL	27	100	22	100	34	100	56	100
4	Multilateral agencies show willingness to use sector reviews and procedures prepared for or by other donors								
	A. Never	1	3.70	11	50.00	18	52.94	29	51.79
	B. Seldom	10	37.04	9	40.91	12	35.30	21	37.50
	C. Sometimes	11	40.74	2	9.09	4	11.76	6	10.71
	D. Always	5	18.52	-	-	-	-	-	-
	TOTAL	27	100	22	100	34	100	56	100

12-1

Respondents	N	Mean	S.d
Empolyees of multilaterals	27	1.93	0.62
Government employees	56	1.66	0.77

$$t = \frac{1.93 - 1.66}{\sqrt{\frac{(0.62)^2}{27} + \frac{(0.77)^2}{120}}} = \frac{0.27}{\sqrt{\frac{0.3844}{27} + \frac{0.5929}{56}}} = \frac{0.27}{\sqrt{0.02484}} = \frac{0.27}{0.158} \approx 1.71$$

t = calculated = 1.71 < t critical = 1.96  $\alpha=0.05$

12.2

Respondents	N	Mean	S.d
Employees of Multilaterals	27	1.96	0.76
Government employees	56	1.79	0.76

$$t = \frac{1.79 - 1.96}{\sqrt{\frac{(0.76)^2}{27} + \frac{(0.76)^2}{56}}} = \frac{0.17}{\sqrt{\frac{0.5776}{27} + \frac{0.5776}{56}}} = \frac{0.17}{\sqrt{0.0317}} = \frac{0.17}{0.178} \approx 0.96$$

t calculated = 0.96 < t critical = 1.96  $\alpha=0.05$

12.3

Respondents	N	Mean	S.d
Employees	27	2.11	0.75
Government Employees	56	1.89	0.53

$$t = \frac{2.11 - 1.89}{\sqrt{\frac{(0.75)^2}{27} + \frac{(0.56)^2}{56}}} = \frac{0.22}{\sqrt{\frac{0.5625}{27} + \frac{0.281}{56}}} = \frac{0.22}{\sqrt{0.026}} = \frac{0.22}{0.16} \approx 1.375$$

t = calculated = 1.375 < t critical = 1.96  $\alpha=0.05$

12.4

Respondents	N	Mean	S.d
Employees of Multilaterals	27	2.74	0.81
Government Employees	56	1.60	0.68

$$t = \frac{2.74 - 1.60}{\sqrt{\frac{(0.81)^2}{27} + \frac{(0.68)^2}{56}}} = \frac{1.14}{\sqrt{\frac{0.656}{27} + \frac{0.4624}{56}}} = \frac{1.14}{\sqrt{0.0326}} = \frac{1.14}{0.181} \approx 6.30$$

t = calculated = 6.30 > t critical = 1.96  $\alpha=0.05$

## Appendix A-6

Table 13. National Efforts to Coordinate External Assistance

13.3

Respondents	N	Mean	s.d
Employees of multilaterals	27	2.11	0.70
Government Employees	56	2.16	0.68

$$t = \frac{2.16 - 2.11}{\sqrt{\frac{(0.70)^2}{27} + \frac{(0.68)^2}{56}}} = \frac{0.05}{\sqrt{\frac{0.49}{27} + \frac{0.4624}{56}}} = \frac{0.05}{\sqrt{0.02626}}$$

$$\frac{0.05}{0.162} \approx 0.31$$

t calculated = .31 < t critical = 1.96  $\alpha$  = 0.05

## Appendix A-7

Table 14 Monitoring and Evaluation of Education Projects Assisted by multilateral agencies

14.1

Respondents	N	Mean	s.d
Employees of multilaterals	27	2.70	0.54
Government Employees	120	2.52	0.79

$$t = \frac{2.70 - 2.52}{\sqrt{\frac{(0.54)^2}{27} + \frac{(0.79)^2}{120}}} = \frac{0.18}{\sqrt{0.016}} = \frac{0.18}{0.12} \approx 1.43$$

$$\frac{0.18}{\sqrt{\frac{0.2916}{27} + \frac{0.6241}{120}}} =$$

t calculated 1.43 < t critical = 1.96  $\alpha$  0.05

14.2

	1	2	3	4	5	T
Employees of multilaterals	23	16	18	22	5	84
Government Employees	40	27	83	104	39	293
Total	63	43	101	126	44	377

O	23	40	16	27	18	83	22	104	5	39
E	14.04	48.93	9.58	33.42	22.50	78.5	28.07	97.93	9.81	34.20
O-E	8.96	-8.96	6.42	-6.42	-4.50	4.5	-6.07	6.7	-4.8	4.80
(O-E) <sup>2</sup>	80.31	80.31	41.21	41.21	20.27	20.27	36.87	36.8	23.06	23.06
$\frac{O-(E)^2}{E}$	5.720	1.640	4.311	1.233	0.90	.258	1.314	.377	2.35	0.64

$$X^2 = \underline{18.781}$$

 $X^2$ -calculated = 18.781 >  $X^2_{(df4)}$  critical = 9.488  $\alpha$  0.05

14.3

Respondent	N	Mean	s.d
Employees of multilaterals	27	2.41	0.80
Government Employees	120	2.26	0.91

$$t = \frac{2.41 - 2.26}{\sqrt{\frac{(0.80)^2}{27} + \frac{(0.91)^2}{120}}} = \frac{OLS}{\sqrt{\frac{0.64}{27} + \frac{0.8281}{120}}} =$$

$$\frac{0.15}{\sqrt{0.0306}} = 0.15 \cdot \frac{1}{\sqrt{0.0306}} = 0.15 \cdot \frac{1}{0.175} \approx 0.86 \quad \frac{0.05}{0.162} \approx 0.31$$

$t = \text{calculated} = 0.86 \leq t_{\text{critical}} = 1.96 \quad \alpha = 0.05$

## Appendix A-8

Table 15. Participation of local authorities in planning and implementation of education projects

No.	Item	EMPLOYEES OF MULTILATERALS		GOVERNMENT EMPLOYEES							
				At ministerial head offices		At region bureaux		At zone and wereda office		TOTAL	
		N°	%	N°	%	N°	%	N°	%	N°	%
1	Do region education bureaux participate in the planning of education projects assisted by multilateral agencies?	1	3.70	2	9.09	3	8.82	4	6.25	9	7.50
		4	14.82	3	13.64	5	14.71	6	9.38	14	11.67
	A. Never	12	44.44	7	31.82	8	23.53	15	23.44	30	25.00
	B. Seldom	10	37.04	10	45.45	18	52.94	39	60.93	67	55.83
	C. Sometimes										
	D. Always										
	TOTAL	27	100	22	100	34	100	64	100	120	100
2	Do region education bureaux participate in the implementation of education projects assisted by multilateral agencies?	-	-	2	9.09	4	11.76	7	10.94	13	10.83
		6	22.22	1	4.55	3	8.82	18	28.12	22	18.33
	A. Never	10	37.04	9	40.91	14	41.18	24	37.50	47	39.17
	B. Seldom	11	40.74	10	45.45	13	38.24	15	23.44	38	31.67
	C. Sometimes										
	D. Always										
	TOTAL	27	100	22	100	34	100	56	100	120	100
3	Do zone and wereda education offices participate in the following of education projects assisted by multilateral agencies?	10	37.04	8	36.36	12	35.30	20	31.25	40	33.33
		6	22.22	9	40.91	8	23.53	18	28.12	35	29.17
	A. Never	11	40.74	4	18.18	11	32.35	16	25.00	31	25.83
	B. Seldom	-	-	1	4.55	3	8.82	10	15.63	14	11.67
	C. Sometimes										
	D. Always										
	TOTAL	27	100	22	100	34	100	64	100	120	100
4	Do zone and wereda education offices participate in the implementation of education projects assisted by multilateral agencies?	-	-	-	-	-	-	-	-	-	-
		2	7.41	3	13.64	-	-	7	10.94	10	8.33
	A. Never	10	37.04	7	31.82	16	47.06	24	37.50	47	39.17
	B. Seldom	15	55.55	12	54.54	18	52.94	33	51.56	63	52.50
	C. Sometimes										
	D. Always										
	TOTAL	27	100	22	100	34	100	64	100	120	100

15.1

Respondents	N	Mean	s.d
Employees of multilaterals	27	3.15	0.82
Government Employees	120	3.29	0.95

$$t = \frac{3.29 - 3.15}{\sqrt{\frac{(0.82)^2}{27} + \frac{(0.95)^2}{120}}} = \frac{0.14}{\sqrt{\frac{0.67}{27} + \frac{0.9025}{120}}} = \frac{0.14}{\sqrt{0.0324}} = \frac{0.14}{0.18} \approx 0.78$$

t = calculated = 0.78 < t-critical = 1.96  $\alpha = 0.05$

15.2

Respondents	N	Mean	s.d
Employees of multilaterals	27	3.19	0.79
Government Employees	120	2.92	0.97

$$t = \frac{3.19 - 2.92}{\sqrt{\frac{(0.79)^2}{27} + \frac{(0.97)^2}{120}}} = \frac{0.27}{\sqrt{\frac{0.6241}{27} + \frac{0.9409}{120}}} = \frac{0.27}{\sqrt{0.03094}} = \frac{0.27}{0.1759} \approx 1.53$$

t = calculated = 1.53 < t critical = 1.97  $\alpha = 0.05$

15.3

Respondents	N	Mean	s.d
Employees of multilaterals	27	2.04	0.90
Government employees	120	2.16	1.02

$$t = \frac{2.16 - 2.04}{\sqrt{\frac{(0.90)^2}{27} + \frac{(1.02)^2}{120}}} = \frac{0.12}{\sqrt{\frac{0.81}{27} + \frac{1.0404}{120}}} = \frac{0.12}{\sqrt{0.03867}} = \frac{0.12}{0.1966} \approx 0.61$$

t calculated = 0.61 < t critical = 1.96  $\alpha = 0.05$

15.4

Respondents	N	Mean	s.d
Employees of multilaterals	27	3.48	0.64
Government Employees	120	3.44	0.65

$$t = \frac{3.48 - 3.44}{\sqrt{\frac{(0.64)^2}{27} + \frac{(0.65)^2}{120}}} = \frac{0.04}{\sqrt{\frac{0.4096}{27} + \frac{0.4225}{120}}} = \frac{0.04}{\sqrt{0.01867}} = \frac{0.04}{0.14} \approx 0.29$$

t calculated = 0.61 < t critical = 1.96  $\alpha = 0.05$

Table 16. Participation of local communities in the planning and implementation of education projects

No.	Item	EMPLOYEES OF MULTILATERALS		GOVERNMENT EMPLOYEES							
				At ministerial head offices		At region bureaux		At zone and wereda offices		TOTAL	
		N°	%	N°	%	N°	%	N°	%	N°	%
1	Do project beneficiaries (local communities) participate in the planning of education projects assisted by multilateral agencies?	9	33.33	11	50.00	13	38.24	29	45.31	53	44.17
	A. Never	8	29.63	6	27.27	9	26.47	21	32.81	36	30.00
	B. Seldom	10	37.04	3	13.64	11	32.35	12	18.75	26	21.67
	C. Sometimes	-	-	2	9.09	1	2.94	2	3.13	5	4.16
	D. Always										
	TOTAL	27	100	22	100	34	100	64	100	120	100
2	Do local communities participate in the implementation of education projects assisted by multilateral agencies?	1	3.70	2	9.09	-	-	1	1.56	3	2.50
	A. Never	2	7.41	4	18.18	6	17.65	10	15.63	20	16.67
	B. Seldom	11	40.74	9	40.91	13	38.23	27	42.19	49	40.83
	C. Sometimes	13	48.15	7	31.82	15	44.12	26	40.62	48	40.00
	D. Always										
	TOTAL	27	100	22	100	34	100	64	100	120	100

16.1

Respondents	N	Mean	S.d.
Employees of Multilaterals	27	2.04	0.85
Government Employees	120	1.86	0.90

$$t = \frac{2.04 - 1.86}{\sqrt{\frac{(0.85)^2}{27} + \frac{(0.90)^2}{120}}} = \frac{0.18}{\sqrt{\frac{0.7225}{27} + \frac{0.81}{120}}} = \frac{0.18}{\sqrt{0.0336}} = \frac{0.18}{0.1833} \approx 0.98$$

t = Calculated = 0.98 < t critical = 1.96  $\alpha = 0.05$

16.2

Respondents	N	Mean	S.d.
Employees of Multilaterals	27	3.33	0.78
Government Employees	120	3.18	0.80

$$t = \frac{3.33 - 3.18}{\sqrt{\frac{(0.76)^2}{27} + \frac{(0.80)^2}{120}}} = \frac{0.15}{\sqrt{\frac{0.6084}{27} + \frac{0.64}{120}}} = \frac{0.15}{\sqrt{0.028}} = \frac{0.15}{0.168} \approx 0.89$$

t = Calculated = 0.89 < critical = 1.96  $\alpha = 0.05$

## APPENDIX A-10

Table 17- Factors that affect current operations of multilateral agencies and implementation of such assisted education projects

$$\gamma_s = 1 - \frac{6 \sum d^2}{N(N^2 - 1)}$$

$$= 1 - \frac{6(32)}{7(7^2 - 1)}$$

$$= 1 - \frac{192}{7(48)}$$

$$= 1 - \frac{192}{336}$$

$$= 1 - 0.57$$

$$= 0.43$$

APPENDIX B

RETURN RATE OF QUESTIONNAIRE

No	Respondents	Number of Questionnaire Administered	Questionnaires returned	
			No	%
1	Employees of Multilaterals	31	27	87.1
2	Government Employees			
2.1	- At ministerial head offices	25	22	88.0
2.2	-At region bureaux	36	34	94.4
2.3	- At zone & Wereda Offices	34	64	100
	Total	156	147	94.2

APPENDIX - C

ADDIS ABABA UNIVERSITY  
SCHOOL OF GRADUATE STUDIES  
FACULTY OF EDUCATION  
DEPARTMENT OF EDUCATIONAL ADMINISTRATION

QUESTIONNAIRE ON THE ROLE OF MULTILATERAL ASSISTANCE  
IN ETHIOPIAN EDUCATION

Dear Respondent!

- A. The purpose of this questionnaire is to collect first hand information for the study on "The Role of Multilateral Assistance in Ethiopian Education". Your cooperation in filling the questionnaire contributes to make the study more informative, objective and useful. So, please take a few minutes to fill the questionnaire and be objective and complete in your answers.
- B. You don't need to write your name on this questionnaire.
- C. The information you give will be kept strictly confidential.

Thank you for your cooperation!

**DIRECTION**

- A. Please make a check mark ( X ) in the space provided for questions given in a multiple choice form. And, please give only one answer to each item, unless you are required to do otherwise.
- B. Please give short and honest answers for question items that require your opinion.

**PART ONE****A. GENERAL INFORMATION**

1. Name of the organization you work for \_\_\_\_\_
2. Name of the town (or city) \_\_\_\_\_
3. In which office do you work? (Only for government employees)
  - a) Head office ( )
  - b) Region bureau ( )
  - c) Zone office ( )
  - d) Wereda office ( )

**B. BIOGRAPHIC INFORMATION**

4. Age \_\_\_\_\_
5. Sex : a - Male ( )  
b - Female ( )
6. Career Position \_\_\_\_\_
7. Service \_\_\_\_\_
  - 7.1. At your present position \_\_\_\_\_ years
  - 7.2. Total years of service \_\_\_\_\_ years

## PART TWO

INFORMATION ON MULTILATERAL ASSISTANCE

Strongly disagree	Disagree	Agree	Strongly agree
----------------------	----------	-------	-------------------

- |  |     |     |     |     |
|--|-----|-----|-----|-----|
| 1. The responsibility for shapping decisions on priorities of projects to be financed by multilateral agencies should reside primarily with recipient countries, not the donor agencies. | ( ) | ( ) | ( ) | ( ) |
| 2. At present multilateral agencies are influencing the choice of priority of projects that have to get assistance   | ( ) | ( ) | ( ) | ( ) |
| 3. Donors should exert control on how assistance is spent and whether it is spent efficiently  | ( ) | ( ) | ( ) | ( ) |
| 4. Donors should impose conditions for their assistance  | ( ) | ( ) | ( ) | ( ) |
| 5. As compared to bilateral agencies, multilateral agencies exert little influence on the recipients' choice of priorities.  | ( ) | ( ) | ( ) | ( ) |
| 6. Multilateral assistance is necessary and beneficial for the development of the education system.  | ( ) | ( ) | ( ) | ( ) |

7. Money committed by multilateral agencies that assist the education sector is disbursed on time.

- a) Never ( )
- b) seldom ( )
- c) Sometimes ( )
- d) Always ( )

8. if there are delays in assistance disbursements, what do you think the reasons are? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

9. Do you think that currently in Ethiopia, multilateral assistance is being integrated with national self-help efforts?

- a) Never ( )
- b) Seldom ( )
- c) Sometimes ( )
- d) Always ( )

10. Is there an interagency cooperation among the multilateral agencies to minimize duplication of efforts?

- a) Never ( )
- b) Seldom ( )
- c) Sometimes ( )
- d) Always ( )

11. Is there an interchange of information and Views between multilateral and bilateral agencies; and among multilateral organizations themselves on their action in assisting the education sector?

- a) Never ( )
- b) Seldom ( )
- c) Sometimes ( )
- d) Always ( )

12. Multilateral agencies that assist the education sector have uniformity in their project documentation, reporting and appraisal procedures?
- a) Never ( )  
 b) Seldom ( )  
 c) Sometimes ( )  
 d) Always ( )
13. Multilateral agencies show willingness to use sector reviews and procedures prepared for or by other donors.
- a) Never ( )  
 b) Seldom ( )  
 c) Sometimes ( )  
 d) Always ( )
14. Is there a rational coordinating mechanism (eg. an organisation, office or committee) to coordinate the efforts of different multilateral agencies?
- a) No ( )  
 b) Yes ( )
15. If your answer to question No 14 is "yes", state the name of the coordinator. \_\_\_\_\_
16. Is there a report (or review) that consolidates the total picture of multilateral assistance (for example, the scope and impact of foreign assistance to education)?
- a) No ( )  
 b) Yes ( )

17. Does the ministry of education organize meetings to discuss issues on education assistance to which donors are invited?

- a) Never ( )
- b) Seldom ( )
- c) Sometimes ( )
- d) Always ( )

18. Do you think that currently there is a continuous monitoring and evaluation of education projects assisted by multilateral agencies?

- a) Never ( )
- b) Seldom ( )
- c) Sometimes ( )
- d) Always ( )

19. The monitoring and evaluation of ongoing education projects assisted by multilaterals is the responsibility of: (you may give more than one answer)

- a) Ministry of Education ( )
- b) Ministry of Economic Development  
and Cooperation ( )
- c) Donor agencies ( )
- d) Region Education Bureaux ( )
- e) A committee formed for such purpose ( )

20. Do local authorities participate in the monitoring and evaluation of education projects assisted by multilateral agencies?

- a) Never ( )
- b) Seldom ( )
- c) Sometimes ( )
- d) Always ( )

21. Do Region Education Bureaux participate in the planning of education projects assisted by multilateral agencies?
- a) Never ( )
  - b) Seldom ( )
  - c) Sometimes ( )
  - d) Always ( )
22. Do Region Education Bureaux participate in the implementation of education projects assisted by multilateral agencies?
- a) Never ( )
  - b) Seldom ( )
  - c) Sometimes ( )
  - d) Always ( )
23. Do zone and wereda education offices participate in the planning of education projects assisted by multilateral agencies?
- a) Never ( )
  - b) Seldom ( )
  - c) Sometimes ( )
  - d) Always ( )
24. Do zone and wereda education offices participate in the implementation of education projects assisted by multilateral agencies?
- a) Never ( )
  - b) Seldom ( )
  - c) Sometimes ( )
  - d) Always ( )
25. Do project beneficiaries (local communities) participate in the planning of education projects assisted by multilateral agencies?
- a) Never ( )
  - b) Seldom ( )
  - c) Sometimes ( )
  - d) Always ( )

26. Do local communities participate in the implementation of education projects assisted by multilateral agencies?

- a) Never ( )
- b) Seldom ( )
- c) Sometimes ( )
- d) Always ( )

27. Rank order (1-7) the following problem areas of the current operations of multilateral agencies and implementation of such assisted education projects by assigning number 1 to the most critical problem, 2 to the next critical problem, 3 to the third etc.

- a) Lack of coordination on the side of multilateral agencies  
\_\_\_\_\_
- b) Lack of coordination among ministerial offices and region education bureaux \_\_\_\_\_
- c) Multilateral agencies are highly bureaucratized and operations are slower in relation to the urgency of development \_\_\_\_\_
- d) Lack of administrative efficiency to absorb assistance timely \_\_\_\_\_
- e) Lack of public participation in project planning and implementation \_\_\_\_\_
- f) Improper utilization of foreign assistance by recipients  
\_\_\_\_\_
- g) Lack of sustainability and continuous operations of education projects after the completion of external assistance programmes

28. What do you judge the effectiveness of foreign assistance in alleviating education problems of the country\_\_\_\_\_

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THANK YOU AGAIN!

APPENDIX - D

ADDIS ABABA UNIVERSITY  
SCHOOL OF GRADUATE STUDIES  
FACULTY OF EDUCATION

DEPARTMENT OF EDUCATIONAL ADMINISTRATION  
QUESTIONS FOR INTERVIEW

.Name of the office the interviewee works in \_\_\_\_\_  
.Career Position \_\_\_\_\_

1. How and by whom are education projects identified, prepared, appraised, Negotiated implemented and evaluated? What is the role of Region Education Bureaux, Ministry of Education, Ministry of Economic Development and Cooperation and Multilateral agencies in these stages of project cycle?
2. Do multilateral agencies have priority areas in their assistance to the Ethiopian Education system? If so, do the priorities identified by the agencies coincide with that of the Ministry of Education (and Region Education Bureaux)? If not, how do you reconcile them?
3. How do multilateral agencies channel their assistance to education project areas and how do they control proper implementation?
4. How do multilateral agencies and the Ministry of Education get feedbacks on the education projects assisted by these agencies that are implemented at different regions? How are these projects monitored and evaluated?
5. What do you suggest about the efficiency of local planning, accounting and reporting systems regarding externally assisted projects?

6. Do multilateral agencies have sufficient information about the activities of other donor agencies? How do different donors share information concerning management, appraisal and reporting procedures of projects, priority areas etc.?
7. Do you think that currently, in Ethiopia, foreign assistance is being integrated with National Self-Help Efforts? How?
8. Do project beneficiaries participate in the planning & implementation of education projects assisted by multilateral agencies?

Thank you for your cooperation!

DECLARATION

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

Name: Taddele Hagos

Signature 

Date of Submission: June 2, 1986