ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES

AN ASSESSMENT OF THE PERFORMANCE OF EDUCATION SECTOR DEVELOPMENT PROGRAMME IN PRIMARY EDUCATION IN ETHIOPIA

BY
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Abstract

The major purpose of this study was to identify and describe the factors affecting the success as well as the implementation of the education Scector Development Programme and the current status of Primary education at national and regional levels.

Both internal and external issues were treated to meet the objectives of the study such as the shift made to sector-wide approach from the project mode; performance of ESDP-I in access and coverage, equity, quality efficiency and budget utilization; as well as the views of respondents on the achievements made; and of major constraints (at federal and sample regions and stakeholders).

The data were collected through questionnaire and interviews with 135 respondents (at the federal level, from six regions and Addis Ababa City Administration). The respondents also included deputy Bureau heads, a Vice Minister, officials and experts in planning and projects, human resource and programming and other relevant departments, in addition to regional and federal stakeholders (MOFED, RFEDB and UNICEF, WB, AD USAID and BESO). Different documents have also been reviewed. Statistical techniques such as percentage, graphs, chi-square and ANOVA were used to analyze the data.

The results suggest the shift to the sector-wide approach to education development has been intended to redress the problems of the fragmented intervention of the project approach in Africa and other developing countries. ESDP-I was started since 1997/98 in Ethiopia and the majority of the respondents believe that although there are yet greater challenges, it has proved most helpful to see the sector holistically and to think strategically. ESDP-I had set targets in different indicators to be achieved in 2001/02 (end of ESDP-I).

In the access indicator, significant changes above the target have been registered at the national level and in most regions; excepting the Afar and Somalia regions, which failed to meet the targets, and scored below the national average.

With regard to expansion, primary schools have been focused on in the rural areas, and although improvements were made they were still below the target set. Wide gender, regional, and zonal gaps remain as challenges to the sector. Concerning the target set to decrease dropout rates at first grade and grades 1-8 at least by 50%, no significant changes were observed and most of the regions did not set targets. With regard to repetition rate the target was to decrease it by 50% in grades 4-8. Slight decrease was observed at grades 1-4 and 5-8 at national level and some regions registered good performance although, most the regions did not set targets.. The issue of quality is still a very serious problem high PSR, and PTR and also more than 70% of unqualified teachers are currently engaged in teaching in grades 5-8. In some regions one book is shared among 4 and more students. The

share of the budget to education has reached 17.6% and share of primary within this budget increased to 62.2%. The utilization of capital budget in almost all the sample regions was poor relative to the recurrent expenditure. The performance of ESDP-I in capacity building for implementers is seen at medium level with high degree of regional differences, some regions such as Afar showed poor performance.

Major identified constraints are: delay of disbursement of funds and lengthy donor procedures, lack of interaction with other sectors, turnover of professionals, low level of capital budget utilization and lack of accountability therefore, weakness in timely submission of reports, low level of monitoring and evaluation, poor information about ESDP-I for the implementer, lack of institutional memory and low capacity at all levels.

Some of the measures taken include: designing capacity building programmes for weredas personnel, awareness programmes for teachers and education personnel, efforts to mobilize the community, distance and in-rvice education and annual review meetings at a higher level to evaluate the progress of ESDP-I.

With regard to achievement of UPE, different views have been noted: some said that it can be attained in GER at national level, if the commitment of the government and stakeholders continues while others indicated that some regions might achieve it. However, with respect to NER the response appeared to be discouraging.

The major recommendations to improve the primary education stress the need for continuous effort by identifying the root causes of problems ,and actions to be taken in line with local conditions and situation; capacity building programme at all levels; mobilization of the community and the different stakeholders, accountability for non-delivery of services; building the institutional capacity; assigning the right people for high post, based on merits; increasing negotiation capacity with donors, reinforcement of nducive working environments; offering moral and material incentives for professionals commensurate with the high level of contribution, and setting clear educational indicators at all levels.

Finally in-depth studies need to be conducted and effective solutions found to overcome the extensive and intensive challenges.

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ABBREVIATION

The following acronyms appear in the text as stated hereunder.

ADB	--	African Development Bank
BESO	--	Basic Education Strategic Objective.
BESSIP	--	Basic Education Sub –sector Investment Programme
BESO	--	Beso Education Strategic Objective
CJSC	--	Central Joint Steering Committee
EFA	--	Education for All
EMIS	--	Education Management Information system.
ESRDF	--	Ethiopia Social Rehabilitation Fund
ETP	--	Education Training Policy
GDP	--	Growth Domestic Product.
GER	--	Growth Enrolment Ratio
GOE	--	Government of Ethiopia
GPI	--	Gender Party Index.
IDA	--	International Development Agencies
JRM	--	Joint Review Mission
MOE	--	Ministry of Education
MOFED	--	Ministry of Finance and Economic Development
NER	--	Net Enrolment Ratio
NIR	--	Net Intake rate
PHRD	--	Policy and Human Resource Development
PSR	--	Pupils Section Ratio
PTR	--	Pupils Teacher Ratio
RFEDB	--	Regional Finance and Economic Development Bureau
RJSC	--	Regional Joint Steering Committee
SNNP	--	Southern Nation Nationalities Peoples
SWAP	--	Sector Wide Approach Programs
TTC	--	Teachers Training College
TTI	--	Teacher Training Institute
UN	--	Untitled Nation
UNDP	--	United Nation Development Programme
UNESCO	--	United Nations Educational Scientific and Cultural Organization.
UNICEF	--	The United Nation Children's Fund.
UNO	--	United Nation Organization
UPE	--	Universal Primary Education
USAID	--	United states against for International development
WB	--	World Bank

Chapter One

1. Introduction

1.1 Background of the Study

Different scholars agree that education is a necessary prerequisite for economic and social development. All give more emphasis for primary education. Barbaroru et al (1991) state that the centrality of education as a core and principal engine for development and national building is unquestionable. No country has secured socio-economic development without a sound educational system. Basic education is the foundation and starting point for poverty reduction and sustainable development. It is not only an indispensable tool for the survival and growth of nations and communities but there is ample evidence of high social and economic return from education, particularly, basic education. These tenets are supported by the fact that primary education provides a fundamental base for all further schooling, training or self-education

Cummings, in Derebassa (2002:175), has further noted that education is a basis for developing the capacity to cope with readily evolving and changing society in an information age. Its universal availability and quality is central to the development of the capacity of the human resource of any society.

The other focal argument asserts that good primary education is a rock-base necessity for development, and that enhanced productivity, of poverty alleviation efforts, environmental protection, family health and planning, good governance community participation and other social and economic achievements. In could trace their origin of success to quality and expanded system of primary education. (World Bank in Teklehymanot 2002 page 2)

Another World Bank report (1990:20) indicated that over the past thirty years much effort has been expended in quantifying the effect of education on social and economical development. The results clearly justify that greater

investment in education leads to broad economic and social benefits for the individual and for the society: high productivity, lower infant and child mortality rates and generally better health. These benefits could be realized if primary education broadly covers the population.

In general, all the points raised underscore the central role education plays in advancing individual, social and economic progress and as such education should be top priority in all endeavors to reduce poverty and enhancing the development of the society. Realizing this fact, the Government of Ethiopia gives high priority to the education sector with particular emphasis on primary education as justified by policy, strategy and development programmeme designed for education.

1.1.1 The Education and Training Policy

The 1994 education and training policy has set its mission and objectives for the education system of Ethiopia to achieve the current and future national economic and social development goals. The policy focuses on increasing access to education opportunities, by ensuring equity, quality and relevance: all factors which aggravated the deep-rooted problems of the Education System for many years.

Dereje (2001: 7) points out that the new educational and training policy is more or less similar to the previous educational decrees and circulars, which also echoed issues of access, quality and relevance of education. In this respect, the Ethiopian Education Sector Review (ESR) of 1972 and the Evaluative Research of the General Education System in Ethiopia (ERGESE) of 1986 could be regarded as prominent milestones in the series of educational reforms, which took place in the country in the last thirty years. He continued to state that the current policy, however, casts a deeper light both on its contents and strategies. For one thing, the policy has provided opportunities for the decentralization of the organization and management of education. This move could be considered as the

most radical of its kind in view of the age-old highly centralized education system. The change does not confine itself to the structural or pedagogical aspects of the issue, but represents a fundamental shift of perspective and approach to the management of education in cultural and economic setup that subscribes to the federal and regional states. It is well known that in the world today decentralization is widely advocated as a means of increasing the relevance of education by enabling educational planners and policy makers to more effectively incorporate regional, zonal and district needs in their programmes.

In Ethiopia, after the formation of the Transitional Government and subsequent federal government, decentralization of the education became one of the government's priorities with the main objective of devolving power, authority and responsibility, for the management of human and financial resources from the central Ministry of Education to the regional, zonal and wereda levels of education offices.

The above points are mentioned not to discuss the process of decentralization, but mainly to give more emphasis to the fact that as far as the education sector was concerned, major responsibility was given to the regions to prepare their own plans within the educational policy framework formulated by Federal Ministry of Education.

In the event, the regions have been the eminent agents responsible for the realization of the broad educational objectives i.e. increase access, ensure equity, improve quality and ascertain the relevance of the education system of the country and especially with respect to the primary schooling.

In his study, Derebassa (2002:178) entitled ***"Factors Affecting the Implementation of Current Curriculum in Ethiopian Primary Schools"*** pointed out that a basic principle of careful planning is necessary pre-requisite for carrying out intended actions, since it involves establishing and determining the correct mode of administering a policy that will govern the planned actions. Furthermore, to ensure that the processes of planning and implementation are

effective and meaningful, the relation between the two must be carefully considered. In short, effective planning must relate to a desired and identifiable change that is to be brought about or implemented. Derebassa also noted that planning focuses on three major factors viz. people, programmes and organizations.

As stated earlier, the 1994 Education and Training Policy and Strategy (ETPS) was adopted to restructure the education system and expand it in a form that is directly relevant to the present and future requirements of the economy. The policy generally envisages.

" ... Brining up citizens endowed with humane outlook, country wide responsibility and democratic values having developed the necessary productive, creative and appreciative capacity in order to participate fruitfully in development and the unitization of resource and the environment at large."

To translate the policy statements into action, many strategies and programmes are being developed and implemented at national and regional levels. One of these is the Educational Sector Development Programme (ESDP).

1.1.2 The Main Focus of Education Sector Development Programme

Within the framework stated in the ETPS the governments have designed the Education Sector Development Programme (ESDP), which covers the first five years (1997/98 to 2001/02) of the 20-year plan. The programme envisaged the immediate expansion of education opportunities: and in the long-range programme to achieve universal primary education by 2015. The main thrust of the ESDP is to improve the quality and expand access to education with special emphasis on primary education in rural and under-served areas; as well as to increase enrollment of girls (action plan ESDP 1999)

As stipulated in the action plan of ESDP (1999:5) the Regional Education Bureaus have been heavily involved in the planning process. During planning of ESDP, the following points were raised as the salient problems of the education system: low enrollment ratio at all levels; rural populations particularly girls are poorly served, and there exists noticeable regional disparity; the quality of education is low (i.e. inadequate facilities in school, shortage of books, shortage of qualified teacher etc.) the system is inefficient (i.e. dropout and repetition rates are very high, only half of those who enrolled complete primary education), funding is inadequate; and planning and management are weak.

To address the problems and to ensure effective implementation of the educational policy, the ESDP set the following goals for to be achieved by the end of ESDP-I (2001/02).

To bring more children to attend school with enrollment expanding from 3.1 million to 7 million, and the GER increasing from 30 percent to 50 percent; more rural children, especially girls, to attend, increasing girls' share of enrollment from 38 percent to 45 percent. In addition ESDP-I set the following goals.

- The quality of education should be improved by making available a textbook for each child, in core subjects, improving educational facilities, and enhancing teacher training; schools will become more relevant by reforming the curricula;

- Schools, as a consequence, are expected to become more efficient by reducing the number of children who drop out or repeat years; and

- Education financing will be improved by increasing public spending to 19 percent of the government budget, 4.6 percent of national output, in addition to encouraging private sector and community financing.

It was stressed that there was a need to develop planning and management capacity at all levels, especially in the regions since much of the implementation of ESDP will be tested.

the preparation of ESDP, performance indicators were also set. The following table presents a realistic picture of results as per the key performance indicators for end of the first ESDP (2001/02). ESDP-II (2002/03-2004/05) three years programme with four major goals is currently being implemented. Some of the results will be highlighted in the next chapters).

Table 1 Key Performance Indicators for Primary Education

No	*Suggested Indicators were*	*Base-Year 1995/96*	*Status of 2001/02*	*2001/02 Target*	*Difference*
1	**BUDGETARY AND EXPENDITURE INDICATORS**	13.7%	*17.6%	19%	<1.4
	• Education's share of the total budget (current FY)	46.2%	**62.2%	65%	<2.8
	• Primary education's share of the total education budget				
2	**ACCESS INDICATORS**				
	• Total number of primary schools ('000)	9,670	12,087	12,595	<505
	• Total primary (grade 1-8) enrollments ('000)	3.788	8,144	7,000	>147
3	**QUALITY INDICATORS**				
	• Share of lower primary (grades 1-4) teachers who are qualified	85%	95.6%	95%	>0.06
	• Total number of upper primary (grades 5-8) teachers	27,381	47,718	36,777	>10,931
	• Number of qualified upper primary teachers	5,729	12,186	20,000	<7,814
	• Number of core primary textbooks in school	2,273	-	51,000	-
	• Grade 8 examination pass rate	61.7%	n.y.a.	80.0%	-
	• Grade 4 sample assessment of learning achievement	n.y.a.	n.y.a.	n.y.a.	-
4	**EFFICIENCY INDICATORS**				
	• Primary school student: section ratio	52	73	50	>23
	• Grade 1 dropout rate	28.5%	27.5%	14.2%	>13.3%
	• Total primary school dropout rate	8.4%	16.2%	4.2%	>12%
	• Average grade 4 to 8 repetition rate	12.8%	10.5%	6.4%	>4.1%
	• Average grade 4 to 8 repetition rate for girls	16.2%	13.6%	8.1%	>5.5%
	• Coefficient of primary school efficiency	60%	32.8%	80.0%	<52.8%
5	**EQUITY INDICATORS**				
	• Gross primary enrollment rate in the two most under-served areas	16.2%	13.0%	25.0%	<12.0%
	• Share of girls in primary school enrollment (grade 1-6)	38.0%	41.4%	45.0%	<3.6%

Source: Education Sector Development Programme Action Plan 1999 and
MOE and EMIS ' MOE Sept. 2002. (the difference calculated by the writer)
*MOFED **MOE Planning and Project Department

From the data in the above table, one can easily evaluate the performance of the ESDP vis-à-vis its target on the basis of the given indicators.

It showed encouraging results in a few areas, such as access to schooling and the number of qualified teachers for the first cycle primary school (1-4). On the other hand, in most of the indicators the performance of ESDP-I was noticeably weak. In a number of cases, for example, student section ratio total primary school dropout rate and coefficient of primary school efficiency figures, number of qualified teachers for the second cycle were below those of the base year (1995/96). Generally speaking, the ESDP-I performance was patchy. (This will be discussed in length in Chapter Three).

The large increment in gross enrollment ratio, availability of qualified teachers at lower primary level (1-4) in the past few years (during the implementation of ESDP-1) is encouraging. However, the gender gap between boys and girls, the regional disparity, the low number of qualified teachers in the upper primary grades (5-8), the high dropout and repetition rates in the primary schools continue to persist. These issues should to be carefully studied debated and analyzed in plan mode and solutions sought and formulated, by both the national and regional policy makers, education planners and all concerned bodies and agencies.

1.2 Statement of the Problem

In Ethiopia, low access to schooling, high gender and regional disparity, low quality and inefficiency of education have been the major challenges of the education system for a long period of time. In order to address these problems the Ethiopian Government has adopted in 1994 a new Educational and Training Policy (ETP) along with its sector strategy.

To translate the objectives of the policy into action, the First Education Sector Development Programme (ESDP-I) was launched in 1997/98 and ended in July 2002. This programme was followed by the Second Education Sector Development Programme ESDP-II, which covers a period of three years.

Furthermore, the government has launched a Sustainable Development and Poverty Reduction Programme (SDPRP). In July 2002, which also covers a period of three years (2002/03-2004/05) in SDPRP, education is identified as one of the priority areas of the programme. The two education sector development programmes (ESDP I & II) and SDPRP have ranked primary education as their first priority. Other policy affirmations and strategies such as Rural Development Policy and Strategy (1994 ETC) where in the capacity building section (1994) also focuses on primary schooling.

The Ethiopian economy is heavily dependent on agriculture. Studies in Ethiopia and other developing countries show that the primary education has a greater positive impact on agricultural production. (Negus and Worknesh 2003:74-138). For example, a study conducted, in India by Forter and Rosenzwing concluded schooling has much greater effect than extension services in increasing farmer's profitable gains from higher yielding varieties of grain and therefore, they concluded the ratio of ***"the return"*** to investment in any technical change will generally be higher when primary schooling is accessible to all. Above all, it is accepted the returns on investment in schooling will be inevitably higher in conditions of accelerated technical change. It was also suggested that by Couting Loched, Jamison and Lus (1980) that if the schooling of a given farmer population has not reached a certain threshold, the potential benefits of technical change in agriculture will not be fully realized.

Therefore, from the above study and on the basis of other points raised in previous pages, there is no gainsaying the fact that focusing on primary education is a fundamental issue in efforts of enhance economic development in Ethiopia.

Above all, primary education is not a privilege, but rather a basic human right. Article 26 of the 1948 Universal Declaration of Human Rights of the UN declares that ***"everyone has the right to education which shall be free at least in the elementary and fundamental stages. Elementary education shall be compulsory."***

In the Constitution of the Federal Democratic Republic of Ethiopia Article 13 sub art. 2 states ***"the fundamental right s and freedoms specified... shall be interpreted in a manner conforming to the principles of universal declaration of human rights, International Covenants on Human Rights and international instruments adopted by Ethiopian."*** And Article 41 sub-articles 4 also states, ***"it is the obligation of the government to increase the allocation of resources to public health, education and other social services".*** This principle is also indicated in Article 90 sub-article 1 under social objectives.

Moreover the new Education and Training policy of the Ethiopian government clearly states that the primary education is compulsory and education is free up to 10^{th} grade.

In short, the Educational and Training policy and the strategy (1994), the two Educational Sector Development Programmes (ESDP-I and ESDP II) and Sustainable Development and Poverty Reduction Programme (SDPRP) have given priority to primary education and set their specific goals to achieve good quality primary education for all school age citizens by the year 2015.

As indicated in the previous pages, by the end of ESDP I, the performance indicators show that gross enrollment ratio at primary school (grade 1-8) has increased tremendously for both sexes at national level, and the number of qualified teachers at lower primary levels is 95% (2001/02) at more than the expected target by 0.6%. The number of primary schools showed modest increase, although it failed to meet the programme target.

On the other hand, the gender gap still remains high, and greater regional disparities still persist, particularly, in the most under-served regions Afar and Somali. The gross enrollment ratio of 12.6% and 13.1%, respectively, in these two regions, is far below the national average of 61.6%.

The dropout rate at grade one does not show any significant change, it stands at high 27.5% (2001/02). The dropout rate at primary level (1-8) has deteriorated by rising from 8.4% (1995/96) to 16.2% (2001/02). Repetition rate (grade 4-8) has failed to show a significant decrease, contrary to what was expected for both sexes, but more so for girls. Student section ratio has increased from 52 to 73 as opposed to the expected national standard of 50. These facts clearly show there are many problems to be solved, and that the ESDP I has not met its target fully. Indeed, there is an urgent need for a deeper assessment both at national and regional levels.

The researcher has become fully aware that serious studies with regard to the performance of ESDP are limited and generalized. There exist only consolidated reports for the purpose of annual and mid-term review meetings in the course the implementation of ESDP-I and for the formulation of action plan of ESDP- II.

The other study by Tesfay (2003:133) entitled ***"Quality of Universal Primary Education"*** is based only on secondary data at national level, and has suggested that an assessment should be conducted in the regions to consider the specific features of the different localities in preparing Regional Plans.

As a result, the researcher has decided to deal with the following key research questions:

1. Why was it deemed necessary to shift from the project approach to the sector-wide development mode?

2. What is the current level of performance of ESDP-I in Ethiopian primary education?

3. What are the major internal and external problems encountered during the implementation of ESDP-1? And what were the significant successes achieved, if any?

4. What measures are being taken and should be taken to address the major problems and, in the event, achieve the objectives of the Dakar agreement?

1.3 Significance of the Study

The study will attempt to identify and describe the factors which contributed to the success as well as to the mediocrity of implementation of ESDP at both National and Regional level; and to come up with possible recommendation.

It is hoped that the Study will have the following significances.

1. It will provide extensive data and information to policy makers, educational planners and other experts on the issue under consideration.

2. It will also contribute to provision of different policy options, and strategies to solve the underlying problems.

3. The study may also contribute to the stockholders' ability to gain a deeper understanding of the main problems and to identify the relevant areas of inputs to primary education.

4. The study may also encourage other researchers to undertake further investigations in this fundamental area of education.

1.4 Delimitation of the Study

The study attempted to assess mainly the performance of ESDP-I in primary education at national level. With regard to this, the study is delimited to three big regions (Amhara, Oromia, SNNP), three under-served regions (Afar, Somali and Benshangl Gumz) and Addis Ababa City Administration (to represent the urban).

Among the performance indicators of ESDP, the study considered equity (gender and regional), access to, and coverage, of primary education. Attention has also been given to the efficiency, cost, and quality indicators, e.g. qualified teachers, textbooks, student section and student teacher ratios, repetition and dropout rates, budget utilization,

1.5 Limitation of the Study

Initially, in addition to relevant departments, experts and department heads the study intended to include all educational bureau heads and deputy bureau heads and persons in charge of education in the Councils in the sample regions.

However, In Afar and Somalia, no bureau or deputy bureau heads could be involved neither in the interviews nor the questionnaires, although the researcher attempted to fill the gap by intervening the heads and experts in educational planning and project departments in the regions. The study still suffers from limitation of inclusive information from bureau heads since, except in Amhara region, the researcher was unable to reach this group due to their becoming too busy in attending meetings or their being new to their posts. With regard to people in charge of education in the Council the capacity building bureau was opened only recently and furthermore, most of the appropriate people were new to the post and had limited information about ESDP-I; the exceptions in this respect being Amhara and SNNP.

In addition, due to absence of clear statistical targets for some indicators in the sample regions there was a limitation to carry out comparative analysis of performance in relation to the targets set. However, the researcher endeavoured to fill the gap by comparing the statistical figures for the base year with the achievements to the end of ESDP-I or first year of ESDP-II.

The other limitation of study is that few open-ended questions were included in the questionnaire so that the respondents may have the opportunity to air their views freely. However, some of the respondents failed to answer.

1.6 Research Methods and Procedures, and Source of Data Collection

1.6.1 Research Methods

The study used a descriptive survey approach, which was designed with the assumption that it could help reveal the performance of ESDP-I and the current status of primary education. To this end, the following procedures were employed to collect and analyze the data.

1.6.2 Sampling Techniques and Sampling Population

i) Sampling Techniques

Sample regions were selected based on purposive sampling techniques. Therefore, Amhara, Oromiya and SNNP are selected on the basis of their school age population size, which represents 81.6% of the nation (2001/02 EMIS). Addis Ababa is selected for its urban setting. Somalia and Afar regions are selected because they are substantially below national average in gross enrollment ratio in addition to their being under-served. Benshangul is considered due to its being an under-served region and because of its relatively better gross enrollment than the national average. Therefore, the selected sample regions will lend a realistic picture to the study.

ii) Sample Population

The study focused on policy makers, (vice minister, persons in charge of the education sector in regional Councils, (capacity building bureaus) regional

bureau heads and relevant department heads,) experts in the planning and programmeming departments and other relevant departments such as human resources, programme and supervision, women's affairs, at national and regional levels, and some stakeholders. To this end, the study sample populations were as follows.

Persons who participated in completing the questionnaire and in the interviews.

Federal	Addis Ababa	Amahra	Oromia	SNNP	Ben/ Gumuz	Afar	Somali	Interview	Total
28	15	18	16	15	5	7	6	25	135

With regard to the status of the respondents: one vice Minister, one bureau head and 6 deputy bureau heads, 91 officials and experts and 11 department heads. For the interview 5 persons (from UNICEF, World Bank, Africa Development Bank, USAID and BESO) and one person from MOFED, who is in charge of education, 5 persons from RFEDB. The others are heads of educational planning and project departments currently or formerly worked in the department; as well as two experts in Afar region and one bureau head in Ahmara region,

1.6.3 Instruments and procedures of Data Collection

The same type of questionnaire was prepared for officials in the process of data collection and three basic instruments were used: Questionnaires, interviews and document analysis:

(i) Questionnaire

Questionnaires were distributed to officials and experts, (federal and regional) Bureau heads and deputy bureau heads and the Vice Minster. There was a slight difference in the questionnaire (for the federal level response expected was

on the federal achievement, while for the regional level on the respective regional achievements. In the federal only additional three questions were asked).

The questionnaire prepared for experts and officials, was to elicit answers on their departments and the regional achievements, and for the bureau heads and vice heads to give answers at regional level.

ii) Interview

In addition to the questionnaires, the study employed both structured and unstructured interview questions.

The structured interview questions were administered to some stakeholders working closely with MOE in area of primary education (USAID, UNICEF, World Bank and African Development Bank and BESO) and for MOE Education planning and project department head and also with RFEDB and MOFED. Moreover unstructured interviews were undertaken with some people who were formerly working in the planning and projects department as heads and were actively involved in ESDP-I. This was intended to obtain information from those people who are currently working in the capacity of department head.

Further to the data obtained through questionnaires and interviews, information from the statistics, mainly from educational abstracts and from documents and consolidated reports of ESDP-I and other projects related to primary education, and the Internet were used in the course of data collection.

iii) Procedures for Data Collection

The drafted questionnaire was administered to professionals in the Addis Ababa Education Bureau. Except for some minor modifications, the questions in the questionnaire were found to be useful for the purpose intended.

During the process of data collection, due to restructuring some professionals who previously worked on ESDP-I but were currently reassigned to other departments have been identified to fill the questionnaires.

1.6.4 Methods of Data Analysis

Based on the basic research questions, statistical tools such as, graphs, percentile, chi-square, and to ANOVA were employed. These statistical tools were used purely to support the quantitative statistical reports of the education annual abstracts.

1.7 Definition of Key terms

Gender disparity /gap --- refers to the difference in numbers between female and male pupils. Regional disparity /gap ---- refers to the difference among regions in respect to the various educational statistics.

Gender Parity Index (GPI) refers to the ratio of female to male enrolment rates. Perfect equality between boys and girls enrolment GPI is equal to one, 0 indicates the higher disparity.

Coefficient of efficiency—refers to the ratio measured by comparing the number of pupils-years spent by the cohort with the number of pupils who completed in a given year. The ratio of one indicates that there are no repetition or dropout, as it is perfect system.

1.8 Organization of the Study

This paper is organized in four chapters. The first Chapter deals with background of the study, statement of the problems of delimitation of the study. Limitation of the study and definition of key terms, the methodology and procedures employed to collect and analyze the data are also included in this chapter. The second Chapter presents a review of the related literature and the third Chapter deals with the presentation, analysis of the data and interpretation of the finding. Summary of the findings, conclusion and recommendations are presented in the fourth Chapter.

CHAPTER TWO

2. Review of the Related Literature

2.1 The Role of Education for Development

Education plays a central role in individual, social and economic progress. All countries, therefore, place major emphasis on educational policy in designing their plans for accelerating development (Hallak 1990:1). The concept that investment in human capital promotes economic growth actually dates back to the time of Adam Smith and the early classical economists who emphasized the importance of investing on human skill. In the early 1960's two studies showed that education contributes directly to the growth of income by improving the skills and productive capacities of labour force (Schultz (1961) and Demison (1962) in Psacharopoulas and Woodhull 1995:15).

The World Economic and Social Survey (2000:162) points out that the close connection between economic performance and educational attainment has led to the formulation and popularization of the concept of human capital in expositions on economic growth. Over the last thirty years much effort has been expended in quantifying the effect of education on social and economic development. The results clearly justify that greater investment in education leads to broad economic and social benefits for the individual and for society (World Bank, 1990:20).

The points stated above emphasize that education plays a key role in accelerating economic growth and development. The question should, therefore, be "which level of education plays a significant role and must be given top priority, especially in developing countries suffering from lack of educated human resource, financial constraints and poverty?"

2.1.1 The Link between Primary Education and Development

Tesfaye (2003:10) states that education is an avenue for poverty reduction, and promotion of peace and justice. From an economic point of view education is a means to increase productivity in different fields of production. Several studies have shown that a farmer with at least four or five years of schooling of primary education is more productive than one who is illiterate.

This idea is discussed by Psacharopoulas and Woodhall (1995:46) who, referring to a World Bank study, gave a detailed analysis of the link between education and physical measure of productivity in terms of crop production among farmers in eighteen low income countries. The result was that if a farmer completed four years of elementary education, on the average, his productivity would be 8.7 percent higher than those farmers without education. This study further indicates that, if allowance is made for the availability of complementary inputs required for improving farm techniques, the effect of education increases, as they are able to use complementary inputs. The annual output of a farmer who has completed four years of schooling was also observed to be 13.2% higher than that of farmers who had not been to school. Another World Bank policy paper (1990:10) has also indicated that four years of farmers education showed increase on small-farm productivity by seven percent across thirteen developing countries and by 10% in countries where new agricultural techniques were being introduced.

The World Economic and Social Survey Report (2000:162) has noted that ***"human capital formation was given a prominent place in studies of economic 'miracles' that had taken place in East Asian newly industrialized economies. One of the factors which enabled them to attain rapid growth of their economies was the emphasis on their countries education, which has resulted in a well-educated labour force"***. This Survey further indicates that studies have analyzed ***"the relationship between education and physical measures of output rather than earnings to measure the effects of better education on***

productivity in low income countries. It then concludes that farmers who have some years of education are more productive than those with no education, and that the increase in agricultural productivity will be greater when improved farming techniques and complementary inputs are available to all farmers".

These findings prove that there is a positive relationship between primary education and agricultural productivity.

On the other hand, UN study on world economic and social survey (2000:162-166) stated that, a labour force equipped with high quality basic education helps to tackle the challenges of industrial development and economic diversification. The first step for success is the structural change that often symbolizes economic take-off.

Developing countries that have succeeded in achieving high rates of economic growth such as the Asian economies, and those that came afterwards have launched their economic take-off from a platform of labour - intensive export-oriented industrialization. This was well illustrated in the case of Republic of Korea technological upgrading, which came at a later date in Korea's success story. Korea laid, in the first instance a strong foundation to provide successful primary education, from which to jump (UN, 2000: 164-166). Moreover, surveys of the urban informal sector in a range of countries have also indicated that primary schooling improves participation in work and that more education brings higher earnings for such workers. (UNESCO 2002:34).

The social effect of education in developing countries is also positive. Women with more than four years of education have 30% fewer children than with no education and their children have lower mortality rate. Children of educated parents are also more likely to enroll in school and complete more years than children from uneducated parents, (World Bank 1990:10). There is a strong relationship across countries between life expectancy and literacy. Moreover, infant mortality decreases as the mother's level of schooling rises. (UNESCO 2002:35). The idea is also supported by the world fertility survey (in UNESCO

2002:34) which indicates that, in Africa, Asia, and Latin America, women with seven or more years of schooling have lower fertility rates (between two to three children) than women with only three years of schooling.

Primary education is also associated with improved nutritional content of diets, and earlier and more effective diagnosis of illness. For example, a study in Ghana showed that an increase in the education of the head of the household from none to complete primary schooling, was associated with a reduction in the household's daily calorie gap by an amount equal to one-fifth of an adult's typical daily calorie requirements [Kyeremen and Thorbeck (1991: in UNESCO 2002:35]

Furthermore, in their discussion of private and social rates of return of education, Psacharopoulos and Woodhall (1995:54-55), which covered thirty-two developed and developing countries, came up with the result of: the return to primary education (whether social or private) is highest among all educational levels; the private rate of return is in excess of social returns, especially at the university level; and the rate of return to education in developing countries is higher than corresponding returns in more advanced countries.

From the above discussion, it can be concluded that primary education is a base for economic and social development.

2.1.2 Role of Primary Education in Poverty Reduction

In terms of human development, poverty is not simply lack of material wealth and resources. It is fundamentally a failure in meeting basic needs as well as incapacity in dealing with forces that shape the quality of life.

The poor, in any society, have the capacity to contribute to the economy, and to the social and cultural development of their communities and the nation at large. It is through education that individuals realize their potential to contribute to the production, wealth creation and execution of various roles that make for national development. It is also through education that they become fruitful

beneficiaries from the distribution of wealth in the economy, have a political voice and access to social goods and services to enhance their living standards (UNICEF, 2002:1).

As it is stated in the UN report (2000:167) there is a positive feedback between economic growth and educational advancement as there is a link between the possibility of poverty traps and a threshold level (or critical mass) of educational attainment that, once reached, allows growth to take-off. Until this threshold is reached, however, investment in education is not seen to pay off. A study in Brazil has found that

"a threshold existed when the amount of formal education per person of the labour force had reached three to four years. Admittedly, thresholds imply that the effects of education on output are small before a critical mass of education is achieved, yet, when the critical mass is reached, education gave a significant boost to economic growth."

It further added that, the governments need to make a considerable effort over an extended period of time to enhance education before a take-off in development can be expected.

Low Levels of Education and the Poverty Trap

Gross Enrolment Ratio	*No. Developing Countries*	*Gross Primary Enrolment Ratio (Average)*	*Average GDP Per Capita USD*
Below 70%	21	50.2	342
Between70%and 90%	24	80.2	2,749
Above 90%	67	108.7	3,541

Source: UNESCO and World Bank (in UN 2002 Page 167)

The above table shows a clear correlation between income per head and the gross primary school enrolment ratio, the average income per head in 24 countries with primary enrolment 80.2% was much greater (difference of 2,407 GDP) than that of 21 countries with enrolment 50.2%. Highest GDP 3541 USD

average per capita is also observed in 67 countries which have highest primary gross enrolment ratio (108.7%) as compared to the other two with gross enrolment ratio 50.2% and 80.2%. It can be, therefore, concluded that there is a positive relationship between greater access to primary schooling and increasing GDP per capita.

Wheeler as quoted by {Psacharopoulus and Woodhall (1995:20)} found on the average, an increase in the literacy rate from 20 to 30 percent tended to increase the National Income (GDP) from 8 to 16 percent. They also indicated that the relation is even stronger in African countries, and is supported by UNICEF (2002:1).

Education for poverty eradication can be a turbulent process. The newly educated citizens demand for their rights and agitate for more egalitarian and democratic norms to the age-old inequalities and injustices that often underlay poverty. It is known that universal basic education is the right type of critical pre-requisite for countries on the path of progress to sustainable development.

In general, from the above different studies, one can confidently conclude that primary education plays a central role in poverty reduction by enhancing social and economic development for developing countries, such as Ethiopia, in particular.

To address the basic problem of education such as access to school, quality, efficiencies, gender inequity, regional disparity, relevance, etc, national governments, international agencies and NGO's have been involved in running different projects of providing financial, material and technical support to African countries in the form of development assistance. However, the impact of development assistance generally has been disappointing. A study in 1994 by the World Bank found that 60% of all Bank projects in Africa in 1992 were not meeting their objectives.

Recently, project assistance has come under increasing criticism by both donors and recipients in Africa due to their being fragmented, donor - driven and of weak impact on solving basic problems at the sect oral level (World Bank 2001:1). Concerning the wide - spread limitations of projects, in the early 1990s, a new lending approach was developed in Africa ***"The Sectoral Investment Programme"***. The main rationale for this kind of sector wide approach was to address weakness of the project approach modality and to achieve greater impact with development assistance (World Bank 2001:Vi). It can be said that the sector wide approach has become a tool to address the problem of sectors, including education, which was not fully addressed by the project approach.

The terms programme approach and sector wide approach are used inter-changeably; for example, UNDP used programme approach whereas World Bank used sector wide approach. In the following discussion these approaches will be used widely.

2.2 Historical Overview of the Education Sector in Ethiopia

Ethiopia is one of largest populated (around 70 million) country in sub-Saharan Africa and given the current growth rates, is projected to double over the next 20 years. It is among the poor countries of the world with estimated per capita income of only about US $110 which is one-fourth the average of the African region. Nearly three decades of civil war and mismanagement through a centrally planned economy reduced the average per capita income in 1991 below that attained in 1960. Following the end of the war, however, the country embarked on rapid recovery and growth and the transformation of the economy from social-based to market-led system. The economic stabilization and reform programmes contributed to annual GDP growth of 5-6 percent in the first half of the 1990s. (World Bank 2001:95)

Studies like the World Bank (2001) and Pauline Rose and others (1997) indicated that as a result of previous neglect, Ethiopia is one of the most

educationally disadvantaged countries in the world and the Education Sector is characterized at all levels by extremely low participation rates.

2.2.1 Primary Education before 1994

2.2.1.1 Education during the Imperial Period

Modern schooling began when Emperor Menilik opened Menilik School in Addis Ababa in 1908, and during the period of Emperor Haile Selassie many schools were opened. According to Tekeste and (1990) McNab (1989) the focus of education during that time was on communication skills in international language. At that time, the state infrastructure was rapidly expanding and additional funds were needed to open schools and educate more people in order to meet the human resource needs of the country.

A special tax for education was levied in 1926 and a government budget for education was allocated. However, between 1936 and 1941 education developments were disrupted by Italian occupation but were restarted after independence, in 1941/42. The expansion was mainly concentrated in urban areas. In 1946 almost all the schools were in towns and only 10% of the student population was female (Fassil 1990 in Pauline and others 1997:12), according to Fassil land and import taxes were imposed in 1947 with the intention of expanding education services in the rural areas. However, revenue collected from these taxes was not all spent in the provinces.

From the points stated above, it can easily be said that in those days there were high urban/rural province (Region) and gender disparities even if there was an intention to expand education.

Pauline and others (1997:12-13) also stated that although primary education was far accorded priority in terms of curriculum development, expansion and teacher training, the Addis Ababa conference in African education

of 1961 revealed that Ethiopia's performance was far below those of most African countries.

During those times, student unrest escalated and challenged the social, economic and political foundation of the monarchy. In 1971 a committee of professionals was set up to examine the relevance of the curricula and to forge strategies with a view to provide basic education for all in the long-run.

The committee produced the Education Sector Review with recommendations to broaden the lower level of education (including instruction in the mother tongue instead of Amharic) and to scale down the rate of expansion of upper secondary and tertiary levels (including cost sharing at the higher levels).

However, these recommendations were not popular with particularly conscious educated elite, and in particular, students and teachers protested against the proposals in the Education Sector Review. Finally, in addition to the other problems, including the occurrence of severe drought, the army, teachers, workers and civil servants demand for salary increases, following the inflation and rise of cost of living consequent to the increased oil price, the proposed Sector Review became one of the causes for the downfall of the monarchy and to seizing of power by the military in 1974.

Therefore, it can be concluded that during the Monarchy period, even if primary education was a priority, the education sector was characterized by low enrolment ratio, wide gender and urban/rural regional disparities. In order to correct the problem, the Sector Review had also proposed that primary education should be given more emphasis, although it was opposed by educated elite.

2.2.1.2 *Education during the Military Period*

The Derg adopted a new education policy reflecting its Socialist philosophy. The aims of the policy were to reach the rural population and achieve social equity by providing free education at all levels, and to disseminate socialist ideology. Private schools other than those owned by missionaries and foreign communities were nationalized, and the education and health taxes in land were abolished. The reform led to an expansion in schools and enrolments at all levels. The rate of expansion of enrolment, however, exceeded the rate of increase in expenditure (Pauline and other 1997: 13).

Tesfaye (2003: 13) stated that different efforts have been made throughout prior to 1994: education policies and priorities were expressed in terms of plan and guidelines. Medium and long-term education plans were developed and implemented. He mentioned the ten-year General Education Development Perspective Plan (TGEDPP) 1984/85-1993/94. The guiding principle for TGEDPP was the Marxist - Leninist ideology of the Government.

With regard to primary education, the major objective was to expand general polytechnic education gradually. Based on the availability of resources the plan aimed at providing access and quality of education equitable to children at the appropriate age. The major focuses of the plan were access, quality and equity. Some of targets set in the plan were to: increase the total enrolment of primary education (1-6) from 2.8 million in 1983/94 to 5.2 million in 1993/94 and thereby raise the gross enrolment rate to 66.5% at the end of the plan period's, increase the enrolment of junior secondary schools grades (7-8) from 294.5 thousand in 1983/84 to 879.1 thousand in 1993/94 and thereby raise the gross enrolment rate to 35.6% in 1993/94; increase the number of primary and junior secondary school teachers by 56,000 and 21,000 respectively; and strengthen pre-service and in-service teacher training, etc.

Tesfaye further indicated that to implement the plan and achieve those and other targets, a total expenditure of Birr 5,985 million was estimated, of which Birr 2,676.9 million and Birr 873.3 million were for primary (grades 1-6) and junior secondary (grades 7-8) respectively. The total amount proposed for grades 1-8 was, therefore Birr 3,550.2 million which is equivalent to 59.3% of the total estimated education expenditure. He continued by saying although the 1984 drought and the internal conflict had negative impact on implementation of the plan, notable achievements were made in the first four years (1984/85: 1987/88). Total primary and junior secondary (grades 1-8) enrolment in 1987/88 reached 3,348,049 from 2,817,302 in 1983/84, which is an increase of 18.8% over four years. The number of primary and junior secondary schools increased from 7,952 in 1983/84 to 9,437 in1988/89 with an average annual growth rate of 4.4%, similar to the growth rate of enrolment. On the other hand, the number of teachers in the two levels for the same period moved up to 66,683 in 1988/89 from 52,751 in 1983/84 (1994 TGE) at annual growth rate of 6.4%, which is higher than both the growth rates of enrolment and of the number of schools. He noted that from 1988/89 - 1990/91 due to internal conflict in some regions, total primary enrolment declined in absolute numbers. In those years, many schools were closed and teachers were transferred to other areas. Prior to Tesfaye, before Pauline and others (1997: 13-18) had also indicated that beginning in 1984/85, the rate of expansion slowed down as the country was hit by drought and famine and the war in the north intensified, drawing heavily from the country's resources.

Enrolment fluctuated during the Derg period (1974-1991); between 1977/78 and 1983/84 until 1993/94 (see figure 1). However, different studies argued that there are notable weaknesses of the Derg period. They said the major weakness of the education sector and the area of policy concern during the Derg period were reported to be the use of Amharic as language of instruction for non-Amharic speakers at primary level; gender, inter-regional and urban/rural disparities in access to education; over-centralized management; and the chronic

issue of remuneration of teachers. (McNab 1989, Tekeste 1990; World Bank 1994 and Pauline and other 1997)

The World Bank study (2001:95) also pointed out that as the result of education not having been given sufficient attention during previous periods, the Ethiopian education sector is characterized by lower participation rate. Its gross primary standardized rate of 30% is one of the lowest in the world and is less than half the average for sub-Saharan Africa. Girls participation rates are much lower than those of boys especially in rural areas. In addition, there are several urban/rural and regional differences in access to education. The quality of education is poor with inadequately trained and poorly motivated teachers and lack of instructional materials. The system is inefficient and one-third of students drop out of school in the first year. Physical facilities are generally in disrepair because of the war damage and absence of preventive maintenance. Finally the sector is seriously under financed.

Regarding financing of education in the Derg period, Pauline and other (1997: 29-32) stated that: during the 1980's defense expenditure to support the war was a massive drain on government resource. During this period, the proportion of the government recurrent expenditure spent on defense peaked at 42 percent in 1988/89, while, the government's recurrent expenditure on education was 470 million birr standing at only (10.7%) of the total government expenditure in the same year (calculated from table 2.2 pages 30 in the study).

This study further indicated that the proportion of the recurrent budget allocated to education spent at primary level increased from approximately 42 percent of the total recurrent education expenditure in 1980/81 to 52 percent in1990/91 and to 56% in 1992/93.

The shift in priority of expenditure on education to the primary level was, therefore, evident under the previous governments and has continued under the present government.

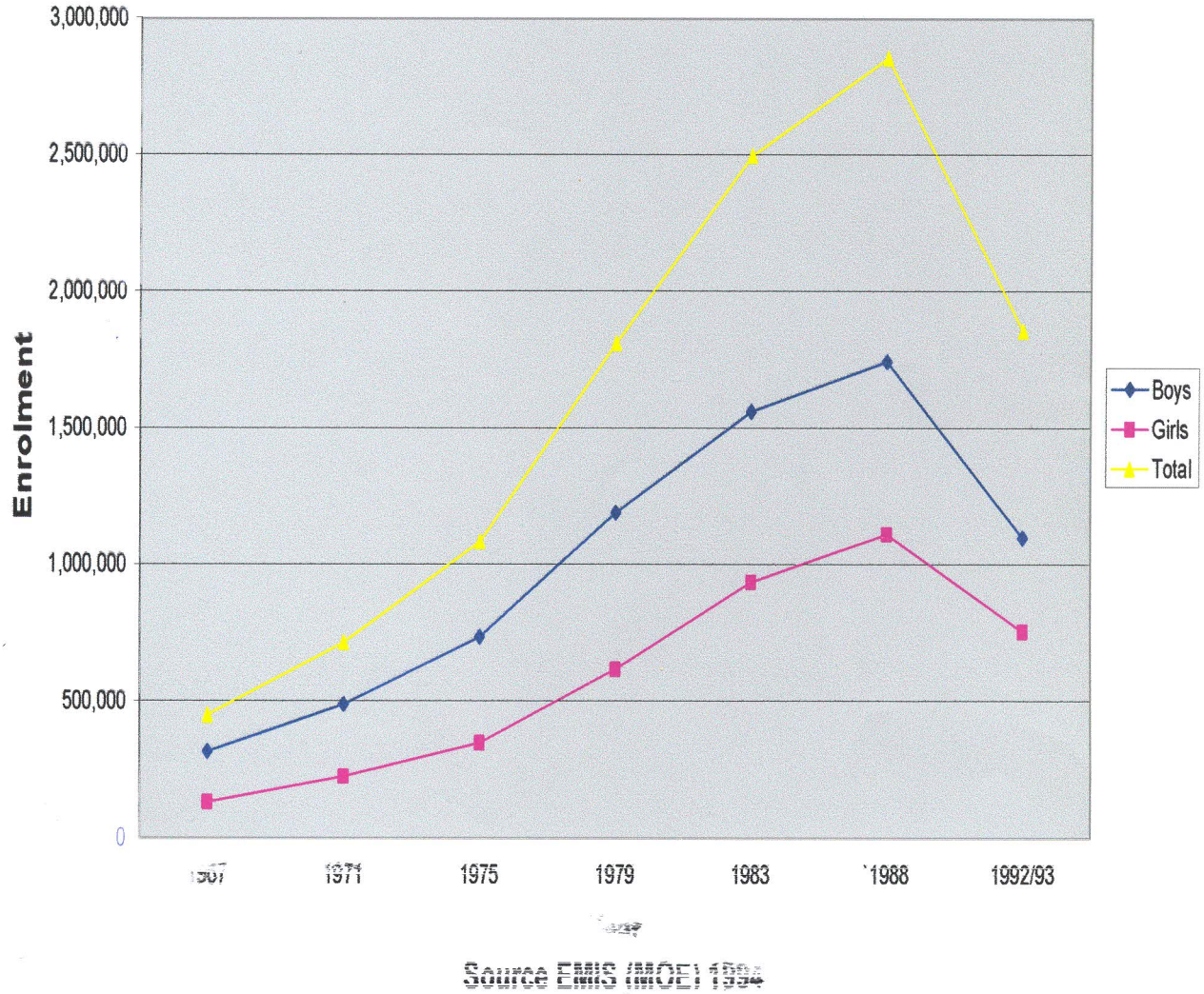
The discussion above, highlights some of the trends in the education sector in terms of low enrolments, and internal inefficiency, disparity between genders, regions and urban/rural dichotomy and inadequate financing. It has also been shown that, primary enrolment has been violates during the Derg period and remains extremely low. Education enrolment and expenditure patterns were dominated by political activity and the war in the late 1980s and early 1990s had negative effects on the education system.

Generally, the education system of the two regimes can be concluded by referring to Melaku's paper, 2003:2 ***" The State of Basic Education in Ethiopia"***. He pointed out that, during imperial and military governments, insignificant quantitative expansion of the education system was realized in Ethiopia. The country's student enrollment record at all levels was one of lowest in sub-Saharan Africa. Moreover, the quantitative performance thus realized in the education system was achieved at the expense of quality in services and of distributional equity. The education system under the two governments was not only characterized by low participation rates at all levels of the system but also by disparities of educational services. In addition, the contents of the curricula were irrelevant for rapid and sustained socio-economic growth, and the management of the system was highly centralized.

Therefore, it can be concluded from the historical overview that although primary education in Ethiopia, had been given top priority in relation to the other levels of education (in the planning and financing) the sector did not show significant change. The high gender, urban/rural and regional disparities, low enrollment ratio, high dropout and repetition rates and low services quality remained untouched.

Figure 1

Enrolment in Primary Schools (1-6 Grades)
Government and Non-Government



Source EMIS (MOE) 1994

2.2.2 *Universal Primary Education in Ethiopia*

As indicated in the first chapter, the Universal Declaration of Human Rights Article 26 states the right of free primary education for every one. Given this fundamental imperative, expanding education and thereby achieving universal primary education becomes a priority agenda for many countries. Consequently, numerous regional and international conferences and meetings have taken place.

In this respect, the first international conference of all African States on the development of African education was held in Addis Ababa in 1961 and was attended by Ethiopia. This conference recommended that education should become universal, compulsory and free by 1980(Bishop, a 1989 in Tesfaye 2003:10).

The first world conference on ***"education for all"*** held in Jomtien, Thailand in 1990, concluded with the world declaration on education for all, with the ultimate goal of meeting the basic learning needs of all children, youth and adults. It also set different targets among which was universal access to, and completion of, primary education by the year2000. This was another commitment of the Ethiopian government. (UNESCO 2000).

As stated previously, although primary education was the top priority of the government in the education sector during the monarchy and the Derg periods the sector failed to show the significant changes, which were expected. Above all, it should be noted that the change of government in Ethiopia took place just a year after the Jomtien Conference

The new government also committed itself to make education (particularly primary education). A priority agenda and the commitment was stated in the Constitution (highlighted in the first chapter) and was underscored in the Education and Training Policy and Strategy of 1994.

The other international conference in which Ethiopia participated was the world education forum held in Dakar, Senegal in April 2000.

The conference adopted six goals for education for all; and among the goals universal access to complete primary education of good quality by 2015 was salient (UNESCO 2000). This goal was in fact set by Ethiopia in 1994, i.e. six years before the Dakar world education conference.

The Goals of the Dakar Framework for Action 'Education for all 'which focuses on primary education are: expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children; ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to, and complete, free and compulsory primary education of good and quality; eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality and education of good quality. These goals are also part of The Millennium Development Goals (UNESCO 2000:13).

In general, The Dakar goals render imperative, improvement in four areas of primary education: access, quality, equity and efficiency. These require a comprehensive and broader change in primary education.

2.2.3 Education after 1994

After almost two decades of political instability due to civil war, Ethiopia entered into a new era when Ethiopian Peoples Revolutionary Democratic Front (EPRDF) took power in 1991, and the Transitional Government of Ethiopia (TGE) was formed. Since 1991, several sectoral policies, strategies and development programme, have been introduced in the country.

Education is one of the sectors, which has been given emphasis. The New Educational and Training Policy was formulated in 1994, and, thereafter, several radical changes and reforms have been made. --

2.2.3.1 Objectives of the New Educational and Training Policy

As highlighted in chapter one, the main objectives of the education sector are to provide good quality primary education with an ultimate aim of achieving universal primary education over a period of 20 years. It also aims to make education more relevant by emphasizing problem solving skills; providing vocational education and training at different education levels in line with human resource requirements of the economy; providing good quality of secondary and higher education in equitable way, and make special and non-formal education available in line with the needs and capability of the country. From the point view of the sector's organization, the policy aims are to improve the training and career structure of teachers, streamline the management through decentralization, increase resource by encouraging community participation, introducing cost-sharing mechanisms and increasing involvement of the private sectors; and improve co-ordination of the education with other sectors (TGE 1994 a; 1994 b).

The objectives mentioned above, are intended to underline that education plays a key role to bring about the economic development of the country.

2.2.3.2 Administration and Management of the Education System

Education management in Ethiopia was highly centralized prior to 1994, since the central Education Ministry was involved in all aspects of public education including planning, budgeting, school construction and the production and distribution of textbooks and other educational materials (World Bank, 1998:88).

After the new Constitution, which was ratified in 1994 and the TGE was replaced by the Federal Democratic Republic of Ethiopia in 1995, the new constitution established the right of nations and nationalities to self-governance, and management of internal affairs and resources. To this end, a federal form of government structure was developed with defined rights, duties and responsibilities of its constituents bodies. Education is perceived as one of the instruments to narrow the inter-regional gap.

Regions now manage their own educational affairs and have the right to use their own languages for instruction at primary level, as well as for administration purposes. Non-formal education, primary, secondary as well as teacher training institutions for primary levels are the responsibility of the regions, while MOE manages the tertiary institutions.

The role of the central Ministry (MOE) is to ensure that national policies and norms are adhered to and standards are maintained. Each regional bureau and sub-units (zone, wereda offices) prepare plans and programmes in line with the directives of the Ministry. The decentralization of authority to regional governments to run primary and secondary education has been preferred because education services at school level are expected to be more effectively managed by agencies located closer to communities (Pauline and other 1997:15, Melaku 2003:5)

In general, the relations between the center and the regions are clearly defined in order to manage the education system to this end and to achieve the intended of objectives of the ETP at primary levels. Even though MOE has it own role to play, much of the work depends on the effective management planning and implementation capacity of each region.

2.2.3.3 Structure of Education

Ethiopia's educational system has two main sub-sectors; these are the formal education sub-sector, which consists of academic and technical

training at the primary, secondary, and tertiary levels; and non-formal education, which includes technical and vocational skills training for youth and adults.

Between 1962 and 1994, general education was divided into three levels: primary school (Grades 1 through 6); junior secondary school (Grades 7-8); and senior secondary school (Grades 9-12). (World Bank 1998:78)

The new Education and Training policy has set a new structure which provides 10 years of general education preceded by 2 years of pre-primary for children from age 4 to 6 years. The general education is sub-divided into 8 years of primary education (grade 1-8) and 2 years of secondary education (grades 9-10). Primary education is again divided into two cycles: basic education (grades 1-4) and general primary education (grades 5-8). The first cycle of primary education provides children with functional literacy, whereas the second cycle provides students with an opportunity to prepare for further education and training: secondary education has also two cycles. The first cycle (grades 9-10) is a general secondary education whereas the second cycle (grades 11-12) prepares students for higher learning. Technical/vocational education and training is also conducted after 10^{th} grade for students who are not entering the preparatory (grades 11-12).

A system of higher education with diploma, under-graduate degrees and graduate studies are also the components of the education structure. This study focuses on primary education (grades 1-8).

2.2.3.4 The Status of Primary Education after 1994

In the previous discussion, it was identified that primary education, in particular, and the education system in general, was characterized during the monarchy and the Derg period, by low gross enrollment ratio; greater gender gap; and low quality and efficiency, with high regional disparity. It also suffered from highly centralized management system and was under-financed.

To address the deep rooted problems of the education system the new Education and Training Policy (ETP) along with its strategy were adopted in 1994 throughout the country. The particular emphasis on the ETP is relatively a long-term 20-years plan to address the problems of education in the country with the goal of universal primary education by the year 2015, and the formulation of Education Sector Development programme one(ESDP-1) was designed as part of a twenty-year education sector inductive plan.

This called for the formulation of sustained public investment programme through the mobilization of public investment programmes of the national and international resources. (MOE note dated) Before discussing the performance and the sift made in Ethiopia from project to sector wide development mode it is approprate to highlight some views on prgramme approach or sector-wide approach in general and its contribution in education in particular and experience of other African countries

2.3 ***Short Overview of the Programme Approach***

The programme approach has been used by various development agencies, after the UN General Assembly, mandated application with resolution 44/211 in December 1989. In this particular resolution paragraph 17(d) advocated the programme approach and gave a land mark for this particular approach (Internet UNDP: 1 and ACC 1998:1).

UNOs Administrative Committee on Coordination (ACC) further pointed out that, subsequently, the General Assembly passed resolution 47/1999 in paragraph 13 which called for an early agreement on common interpretation of programme approach; in addition paragraph 28 of the resolution 50/120 requested the United Nations development system to continue work to improve the definition and define guidelines for the programme approach. At the second regular session in September 1992 the Consultative Committee on operational activities issued a common UN system framework for the programme approach.

Later with the announcement of the UN reforms by the Secretary General in March and July 1997, the emphasis was on work to renew the rationalization and harmonization of the UN system activities at country level.

It is also indicated (Internet http:// mosquito. who. int /docs/ evaluation wap. doc) that the evaluation of the term ***"Sector Wide Approach"*** was most frequently associated with a mode of development assistance in health and education sectors. It further indicated that around **'93-6'**, there had been an increasing recognition among donor partners in many sectors (roads, agriculture, health and education) that their inputs might be more efficient if they were better coordinated, and collectively ensured a fully financed Sector Development Programme. This led to consideration of common procedures, comprehensive development budgets, and began to be known as a Sector Investment Programme, or SIP. And, like anything that acquires a label, certain tenets were proposed and definitions attempted to capture what was evolving.

Generally in the years since its introduction, various agencies of the system have endeavored to utilize the approach, by either making their existing programmeming instruments more sensitive to it, or by developing new tools which support the integrated aspects of the programme approach. (ACC 1998:1)

Therefore, it can be said that programme approach and sector-wide approach are recent approaches within the context of the United Nations development co-operation.

2.3.1 The Programme Approach versus the Project Approach

Programmes are mission driven, and have greater duration and usually contain multiple projects; while projects, driven by specifications, have finite time limits and result in a product, package, or service (Husen and Wait 1995:4754-5)

The other supportive argument to programme approach (UNDP 1997:1) indicates that the programme approach allows governments to articulate national priorities and realize sustainable human development objectives through coherent and participatory programme frameworks. It is a logical approach that integrates the process of macromeso and micro-planning and strategic management of any development within a broader systems context. The programme approach permits all donors, under the government leadership, to support several components of a national programme framework in line with their comparative advantage. It encourages the integration of all available resources (national and external) addressing national priorities.

On the other hand, projects proceed at their own pace, they are not synchronized with national plans, tend to duplicate efforts, since each of them is autonomous, and contain activities that are extremely difficult to manage in harmony. A complex, large-scale project usually lacks the flexibility of programme approach and often cannot be sustained over time. However, it is recognized that there are circumstances where the use of project approach may still be appropriate. For example, where cooperation is requested in a specific technical area, which does not require multidimensional responses, or where a specific development problem may have to be addressed. This can be done even where a full-fledged programme approach is being applied. In other words, the programme approach is not a cluster of related projects in the same sector or thematic areas.

The Consultative Committee on programmes and operational questions (1998:3) have also argued that: the programme approach pursues national development goals through cohesive national programmes. Such an approach by national authorities will permit the UN system inputs to be merged with national and other external inputs in supporting programmes that have been conceived by the country with such external assistance as it may seek.

The UNDP (1997:2) stated that the reason why governments apply the programme approach is, first, it is an instrument that enhances national ownership and leadership, in the development process. Second, it promotes the integration of financial investments, technical cooperation, and the identification of support requirements. Third, it harmonizes support in different external sources with national framework, thereby maximizing internal and external resources mobilization. Respective government units are consulted in the planning, implementation, monitoring and evaluation stages, and all managerial decisions are jointly executed. Finally, the integration of the programme into national government functions is a significant factor in the sustainability of the programme.

On the other hand, the Bank report (2001:1-2) entitled ***"Education and Health in sub-Saharan Africa"*** indicated that, the project approach has been criticized by both donors and recipients due to:

First, Project assistance has tended to be fragmented. Many countries host a multiplicity of donor-financed projects. In the agriculture sector in Zambia at one point there were over 145 separate projects. The situation was similar for the education sector in Mozambique as it is presented below. Project assistance is often characterized by the lack of use, and the lack of development, of government institutions and procedures. Each donor agency tends to follow separate procedures for the implementation of their projects. The concentration of attention and funds on specific projects also means myopia: lack of an overall view of the sector as a whole, and lack of attention to overall policies, institutional and economic environments, and constraints under which projects must operate.

Second, External assistance tends to be donor-driven. Donor agencies typically have their own sets of priorities and kinds of components they would most like to finance. The assistance maybe based on inconsistent visions) and conflicts may arise between the different approaches. Donor dominance with parochial agendas can result in the distortion of spending priorities by subs-sectors and between types of financing (e.g., development vs, recurrent spending).

Thirdly, despite successes in individual projects, the consequences of project-based assistance have been weak performance and impact at the sect oral level. It refers to other "islands of success in a sea of failure." The failures can be attributed in large part to the characteristics

of projects. Myopic enclave-type approaches ignore the lack of coherent sector policies, systems and budgets. The fragmentation strains government systems and personnel. It allows shifts in government spending to non-priority items .

Therefore, the above arguments tend to support the programme approach rather than the project approach. An example of the weakness of the project approach can be seen in Mozambique's education sector:

Prior external assistance to the Ministry of Education was provided under more than 150 different projects and subprojects, by more than 16 countries, 6 UN agencies, 3 major multilateral financing institutions and a large number of local and international NGOs operating throughout the country. The Government was simply unable to monitor this large number of project. In addition, there were serious inequities under this project in resource allocation schools, districts and provinces and more important resources were often not geared to wards urgent priorities. In addition, the numerous projects implementation units and in dependant, parallel activates such as audits, super- vision, etc. its drew heavily on the limited Government capacity, thereby reducing the government's resources to under take their administrative function. This was compounded by the use of different procedures and financial management systems by donors in parallel operations.

Source: Mozambique education case study quoted by world bank: 2001 page2

From the statements quoted above, it is clearly seen the project approach is fragmented, does not address the national priorities and the national governments are not able to monitor the implementation and the resource utilization.

In general, according to the points discussed above the programme approach helps different actors to achieve an intended outcome in coordinated and systematic way.

2.3.2 Sector Wide Approach in Education Development

As previously indicated, the use of Sector-wide Approach Development (SWAP) is being strongly advocated as a response to the weaknesses inherent in the traditional project-based approach to development. Those weaknesses are normally related to fragmentation of resources utilization, lack of coherence, poor national ownership, donor and supply-driven interventions, etc. (Ryander and Schmidt 1998:1)

When it comes to the Education Sector in particular, the above idea is supported by the Tanzania ESDPs (2000:17) experience, which has shown that the project approach to education development has often resulted in serious vertical and horizontal dislocations in the education system. Consequently, inequities have emerged in access and quality between districts, schools, gender and disadvantaged groups that are inherent in the approach. Worse still, the project approach leads to inordinate loss of time of executives spent on separate consultations with several individual donors, individual project leaders, consultants and other persons and in project appraisal/review missions. This in turn increases inefficiency and reduces the impact of development initiatives and resources, both financial and human.

The disruption of the project approach permeates right down to the rural areas where district officials spend too much time on single, stand-alone, donor funded activities, receiving visitors and trying to understand monitoring modalities, reporting formats and procedures for different projects.

The sector-wide approach to education development has been initiated to redress the problem of fragmented interventions. A holistic approach is being initiated in the education sector reform process. Inherent in this approach is the pooling of resources (human, financial and materials). The mobilization and deployment of resources is done from the sector wide perspective. The greatest strength and merit of the Education Sector Development Programme is the involvement of all key stakeholders in education planning, implementation, and monitoring and evaluation.

The sector-wide development approach, however, requires a new relationship between the Government and its development partners. The main emphasis in this relationship is the enhancement of partnership, coordination, cooperation and collaboration among all stakeholders in the provision of education at all levels. It can be concluded that the programmemme approach or sector wide approach is a new outlook useful for the educational sector development in order to address the basic problems of education at all levels. As a result many developing countries in general and African countries in particular are using this approach.

2.3.3 Experience of Sector-wide Approach in Africa

In the second half of 1999, the World Bank has reviewed the sector wide approaches in the social sector of African Region by taking eight countries as a case .The study pointed out, even if it is too early to tell whether sector wide approach in the social sector is making an impact, it is possible that useful findings can identified (World Bank 20001:Vii)

It further stated that, sector programmes are complex. They involve broad scope, new procedures, donor co-ordination, channeling of external assistance through government budgets and implementation of major reforms. Each of these adds a layer of complexity. Complexity comes at a price – in terms of time and resources required for sector approaches. Different kinds of staff are required, particularly those adept in policy analysis and negotiation. The study identified the strengths and weaknesses of sector wide approach.

The strengths of sectoral approaches have achieved several successes. Comprehensive plans and strategies were developed in all cases reviewed and in some countries capacities were built for decentralized planning. Stronger links were forged between policies, the allocation of funds and performance. Stakeholder consultations were strengthened and frameworks were established

for donor coordination. Donors adopted some common procedures, particularly for joint missions, monitoring, and progress reporting. These steps helped reduce the administrative burden on governments of external assistance. Some programmes have begun to move to budget support by pooling external resources and channeling them through the government budget. Resources allocated for the sectors have also increased under sector programmes in both absolute and relative terms.

Weaknesses identified at the design stage include the lack of rigorous sector analysis in some cases; the lack of systematic analysis of implementation capacity in most cases (such institutional analysis can be an antidote to overly ambitious programmes), and in adequate design of monitoring indicators. During implementation, problems and changes are the rule rather than the exception. This underscores the need for doing better risk analysis and contingency planning. Other specific problems have been weakness in data collection, and disappointment with the outcomes of joint semiannual reviews. Thus, this study shows that the sector wide approach has many strength and some weaknesses during implementation and development.

A study was also conducted by the Institution of Health sector (London :2003) in three countries of Africa: Zambia, Uganda and Rwanda to give overview of the development and the implementation of SWAPS, Some of the main points are presented as follow:

2.3.3.1 Experience of Education SWAP's - Uganda and Zambia

Poverty Reduction and SWAPs: improving access to education for poor and marginal groups is a strong or central objective of most education SWAps. This is closely linked to strategies for achieving Education for all goals which are now, with few exceptions, either part of or integrated within sector policy frameworks. Primary enrolment rates have substantially increased over the period since introduction of SWAPs.

A critical test of commitment to reduce poverty through education SWAPs is the willingness of government to increase the sector share and at the same time to commit increased resources to pro-poor expenditures within the sector. The majority of education SWAPs have significantly increased sector expenditure on primary education.

The education SWAPs, which have been most successful in benefiting the poor, have recognized the need to understand the specific constraints, which affect whether children (and adults) are able to access education services.

Each country's SWAP in education will give better understanding of how this approach works in African countries to improve the education sector, in general and primary school, in particular.

i) Uganda

The Uganda education SWAP is at a relatively advanced stage of development. This case study provides an overview of the key aspects of the SWAP,

Overview of the Education

Having emerged in the mid 1980s from years of civil conflict and related chronic under-development, Uganda has achieved remarkable success since the early 1990s, including economic growth rates exceeding 6% per annum. Notwithstanding this, the country is still characterized by declining terms of trade, low tax revenues, large inequities in wealth distribution and high levels of poverty.

In response to this, the Government of Uganda (GoU) developed the Poverty Eradication Action Plan (PEAP). Launched in 1997, this 'homegrown' plan was subsequently adopted as the poverty Reduction strategy programme

(PRSP). The National development planning framework, and education is a key element of the PEAP. The high priority and commitment given to education was most significantly demonstrated by the introduction of Universal Primary Education (UPE) in 1997 almost simultaneously with PEAP. UPE was regarded as the second most important initiative (after PEAP). UPE, which provides 'free' primary education for up to four children per household, almost doubled enrolment - virtually overnight - from 2.9 to 5.3 million. The very positive impact of UPE on increased access to primary education, particularly for the poor and for girls, is undisputed. However it has also resulted in significant challenges, due to the enormous pressure put on the education system. These include: over-crowded classrooms; insufficient learning materials; limited teacher supply and inadequate qualifications; poor teacher motivation; inability to meet the increased demand for secondary education; and overall funding gaps.

As a result, whilst access has increased, it is widely agreed that quality has decreased.

The Sector-wide Approach in Uganda

In the early 1990s external assistance to the education sector was provided through more than 100 different projects, funded by over 20 funding agencies and a large number of NGOs. Almost all of these projects were outside the Government budget and largely implemented outside Government policy, planning and financial systems. The problems associated with the proliferation of externally-led project aid are well documented, and were highly prevalent in Uganda.

The PEAP provided the opportunity and impetus for the development of SWAPs in Uganda. It established a framework for the translation of pro-poor national goals and priorities into comprehensive sector plans, bringing together the government, funding agencies and other stakeholders in a single strategy.

Both the PEAP and sector policy frameworks aim to fully integrate with public expenditure management systems. This should ensure realistic and efficient resource planning and allocation, which should in turn provide a sound basis for policy implementation.

Within this context, the Ministry of Education and Sports (MOES) - with the support of a small group of like-minded funding agencies - started to develop a SWAP, which was subsequently formalized under the Education Strategic Investment Plan (ESIP) 1998-2003. The SWAP incorporated alternative methods for aid delivery, with particular emphasis on strengthening Government leadership and ownership; harmonizing funding agency interventions; and achieving greater integration of external assistance with government priorities and systems. Initially, six funding agencies SWAP.

The main features of the Uganda Education SWAP are:it is based on a clear sector strategy and policy/financing framework that is sector-wide in scope (ESIP); national stakeholders lead and are responsible for decision-making (primarily the MOES); all main funding agencies contribute only to areas identified as priorities within the sector strategy and policy/financing framework; there is one system of implementation for the sector. All stakeholders share one set of common institutional and management arrangements, including one single source of audit, monitoring and evaluation reports; there is a reliance on national capacity, with limited technical assistance and a programmematic emphasis on capacity-building at all levels of the sector

The ESIP is the furthest advanced SWAP in Uganda. It is relatively mature and is widely regarded as a success. As such it represents a very useful example of the benefits of the education SWAP.

Education for All Uganda is committed to the core Education for All (EFA) goals and targets. EFA has been integrated within the ESIP policy and strategic medium-and long-term policy objectives, through EFA assessments. (A specific EFA plan is not considered necessary.) ESIP presents specific targets,

strategies and programmes in order to reach EFA goals, which in turn define the scope of ESIP. The priority to increase access to primary education, which has largely dominated sector objectives to date, can be justified due to immediate needs. However there is now an acknowledged need to give greater focus to other EFA-related priorities, in particular those about early childhood development, non-formal education and eliminating gender disparities.

There are plans to strengthen the integration of a non-forma leducation strategy within the ESIP and to expand programme implement will be established in Exist in donor and NGO supported programmes initiated in the mid 1990s (e.g. Alternative Basic Education for Karamoja and Complementary Opportunities for Primary Education) have piloted alternative and innovative approaches and are now being expanded and supported by the MOES, and integrated within ESIP. The recently developed Policy for Disadvantaged Children aims to widen access to basic education for those who are disadvantaged and/or may be unable to gain from formal UPE systems.

Gender Issues The ESIP Mid Term Review (completed in January 2003) highlights a number of challenges about gender issues within ESIP, suggesting that the intention to ***'gender'*** policy has been 'lost on the way'. Key issues include a lack of gender based indicators, the absence of clear gender policy and strategy, and perhaps not surprisingly, a lack of attention to gender in ESIP Reviews.

Institutional Arrangements, Co-ordination andPartnership An important aspect of the SWAP has been the establishment of intra-sectoral and cross-sect oral management and co-ordination mechanisms, resulting in enhanced policy dialogue, planning, co-ordination and partnership. Broad-based institutional mechanisms for consultation have ensured effective government/funding agency partnership and also inter-ministerial co-operation to take into account critical inter-dependencies and linkages with wider public sector reform initiatives.

Financing Modalities and Public Expenditure Management Systems The education share of the Government budget has increased steadily since 1990/91, from 12% to a peak of 26.3% in 1999/00. Although the share declined to 24.1% in 2001/02 this still represents a relatively high share, and is greater than for any other sectors. The proportion of the education budget spent on primary education is 67% in 2002/03.

With regard to performance of the primary education in 1997 enrolment was 5,303,564 in 2003 it reached to 7,592,293. However, high dropout and repetition rate 5% and 10% respctively in 2001 was observed (htt:/lwww. Education.go.ug).

From the point discussed above, it can be said Uganda will be a good example in implementation of SWAP in education in most of the programme and some issues such as gender dropout and repetition gender need attention.

ii) ZAMBIA

Zambia is in the early stages of developing a full education SWAP - however it has a relatively advanced sub-sector development programmer, with many characteristics of the sector wide approach.

Overview of Education

Zambia was once of the most prosperous countries in Africa, with a booming economy centered on copper. However, the decline in global demand for copper, poor economic management, and a rise in external debt all contributed to Zambia's decline over the past thirty years. The HIV/AIDS pandemic has also affected Zambia particularly badly, with an infection rate of almost 21% in the adult population. Currently approximately 70% of Zambians live below the poverty line.

In the early years after independence, the Zambian government invested heavily in education and was achieving enrolment rates of 96% in the 7-13 age group by 1985. With the economic downturn and the growing poverty, this situation changed - school infrastructure began to deteriorate, teachers' salaries declined in real terms, and the quality of education began to suffer. By 1990, the education sector was described as being ***"in crisis",*** with falling enrolment rates; dilapidated facilities, materials and equipment; a serious morale problem in the teaching profession; and a loss of public confidence in the value of education. The national average attendance rate in primary school in 1998 was 66%, of which only 50% progressed to grades 8 and 9. Attendance rates in rural areas were lower than in urban areas. In 2001, it was estimated that 620,000 children of basic school age were not in school, with children aged 7 years accounting for over 190,000 of this figure.

Sector Policy, Strategy and Management Arrangement

Following a change of government in 1992, priority was once again given to education and a new national policy on education was finally published in 1996 after a lengthy process of consultation. The country's stated goal: ***'Educating Our Future'*** gives priority to basic education, which is defined as the first nine years of school.

The publication of Educating Our Future coincided with a growing interest within the donor community in the sector wide approach and a desire to see the establishment of such a process in the education sector in Zambia. 70% of the education budget is allocated to lower and middle basis education, mainly because of the support provided by 15 donors to BESSIP. (in 2000, basic education accounted for 56% of all expenditure in the education sector.)

Public expenditure and budget management systems within the Ministry of finance and Economic Development have been weak, due mainly to limited

capacity. This has been a major obstacle to the movement towards direct budget support by the donor community.

The Wider Context

Zambia finalized a poverty reeducation paper in 2002. the PRSP covers the period 2002-2004 and identifies education, health and HIV/AIDS as priority areas for social investment. The strategic plan for education incorporates the major PRSP strategies into its goals and objectives but extends the time frame to five years.

Zambia has also been involved In public service reform for a number of years through the public service capacity building programmer. This is a long-term programme aiming to rationalize and re-structure the civil service, including decentralizing and the development of capacity. Progress has been slower than anticipated, but re-structuring within the Ministry of Education has taken place. These have facilitated the integration of BESSIP into the mainstream of activities at the Ministry.

The decentralization process is ongoing and focused on the districts, as opposed to the provincial offices. Districts have now begun to take on more responsibilities for procurement, disbursement of some funds and for supervision through the inspectorate. However, the newly appointed district education boards are still unclear of the districts and planning capacity has been strengthened through their involvement in the preparation of the Annual work plan for BESSIP in 2002 and the education sector strategic plan. (2003-2007)

The movement towards a full sector wide Approach took a step forward with the development of a new strategic plans for education, following extensive consultation with stakeholders. The plan, which was approved at the end of 2002, covers the period 2003-2007 and envisages an overall increase in

expenditure on education with at least 48% of the budget being allocated to lower and middle basic education. A number of future scenarios were initially presented in the draft plan-the one chosen on the basis of affordability focuses on achieving the education for all goals by 2015.

Performance Sector Wide Approach Programme in Zambia

When Basic Education Sub-Sector Investment programme (BESSIP) started, there was a strong desire to have some visible improvements quickly, especially at the level of the school. This was seen as important in order to generate confidence in the Ministry's capacity to deliver on the programmer. It did nor happen immediately, but this is nor unusual in the early stages with expenditure implementation of BESSIP activities was slow in the initial stages with expenditure against budget very low. However by the year 2001, expenditure has increased substantial and progress had been made in a number of areas. There is general agreement that BESSIP is now beginning to deliver results, albeit modest in some cases.

By the end of 2002, enrolment and retention rates hand increased, as had progression rates from grade 7 to 8. The pupil teacher ratio has begun to fall; the textbook: pupil ratio has improved; and performance rates in English and mathematics have shown modest improvements. The gender gap has begun to narrow, especially in the urban areas where it is now almost at parity. 52 new schools have been built in the country in the past two years. there has been no improvement in the drop-out rate.

Capacity in the Ministry has also improved, although many challenges remain. There are continuing concerns around re-structuring and decentralization, while capacity In policy analysis, strategic planning and information management is still weak. Planning and information functions in the central Ministry are not well- coordinated with the provinces and the districts. At the moment,

important statistics on enrolment rates, drop-out rates, educational materials and teachers are neither up-to-date nor accurate. In general, monitoring and evaluation systems in the Ministry are weak.

Early reporting systems within the ministry were weak, but the quality of reports has now greatly improved.

Key Lessons, Challenges and Risks

BESSIP was an ambitious programme, conceived against the background of extreme poverty, a growing HIV/AIDS pandemic, a serious crisis within the education system in Zambia, and weak capacity within the Ministry of Education. The preparatory process that preceded the launching of BESSIP was an important period In its development. Despite many difficult negotiations, the process resulted in the establishment of a trusting, business like relationship between the Ministry and the co-operating partners. There was willingness to take calculated risks and to believe that the necessary capacity within the ministry would develop as the programme got off the ground.

One of the critical success factors in BESSIP has been the degree of local ownership of the process.

There is also a sense of genuine partnership between the ministry and the donor community, and civil society representatives are now beginning to identify their role in the process more clearly.

There are also challenges. A major one is decentralization and ensuring that there is ultimately real change at the level of the classroom. Increasing access to basic education and improving quality are still major obstacles to be overcome. There are not enough places in schools, especially now that the government has introduced free primary education. The problem is worse in the urban areas. Over 25% of school age is not enrolled in school. There is still a major shortage

of textbooks throughout the country, which has not been helped by the procurement problems within the ministry and logistical difficulties in getting them into the schools. Although there has been some improvement in the supply of teachers, the numbers still remain low and it has been hard to attract people to work in rural areas. Morale in the teaching profession is poor, one reason being the poor conditions of service.

The strong donor focus on primary education has been at the expense of second-and third-level education: this is why the new strategic plan, which will cover the three, levels, is now so important. Other important priorities -such as early childhood education, fictional literacy and alternative basic education - have also been neglected. This has implications for Zambia's attempts to achieve the education been all goals. Despite the long-time aims of the strategic plan, UNESCO as one of the countries that is unlikely to achieve the goals has identified Zambia.

HIV/AIDS presents a major challenge to the education sector. The loss of teachers and ministry personnel, the impact of sickness, the time taken up in attending funerals and the increasing number of orphans have had and will continue to have a serious impact on the education sector. The ministry has put a lot of effort into addressing the problem, especially through the use of well-managed technical advisors.

The highly centralized nature of decision-making within the ministry, along with the bureaucratic procedures and the inertia among some staff, makes it difficult to implement change in the education sector. There is also a need for greater co-ordination between various providers of education in the county, such as the line ministries, the private schools, the NGOs. And the churches Sustainability could become an issue in the future. Progress in the basic education sector is highly dependent on donor support, which accounts for 65% of all financing. But donors are currently prioritizing basic education. There are no

guarantees that this level of support will continue in the long-term, which is what is needed in the sector.

In general, it can be concluded that, SWAP's have prioritized primary education and it seems it is widely acknowledged that, this approach contributed towards increasing access to schools. However, the key on-going challenges art quality, efficiency and equity issues. An important lesson learned: high level political commitment, strong government leadership and ownership are essential is SWAP's development and implementation.

In common with other African countries, the Ethiopian Government is implementing Sector Wide approach in Education System since 1997. This will be discussed at length thoroughly in the following chapters.

2.4 ***The Rationale for the Education Sector Development Programme in Ethiopia***

The rationale for the education sector development programme in Ethiopia has been extensively noted by different writers. The World Bank report (2001:96) indicated that, from government perspective, the problems of education were massive. Isolated projects were felt to provide an inadequate strategy for improving the situation. Specific projects in the past had tended to have limited impact. The report also stated from the donor perspective, the sector programme is a response to the government - initiated sector programme with the purpose of generating support for the programme, by way of a search for a more effective approach to external assistance. For example, IDA had seven previous projects in the education sector and had relatively few accomplishments to show for it. Specific investment credits would continue to have limited impact but a sector-wide approach was more likely to identify, address, and have success in solving the most critical issues for the education as a whole.

In addition, the sector wide approach could avoid the ***"balkanization"*** or fragmentation of donor aid to education. The Banks report further indicated harmonization of procedures could help reduce the burden on government of different procedures.

Previously, Peter Harrold et-al (in Stephen Lister 1998: 4-5) had pointed out the aim of sector investment programme and social sector development programme in Ethiopia was to get away from the fragmented approaches which yield unsatisfactory and often unsustainable donor projects. There is recognition of the costs of aid management and also recognition that aid is bound to have only limited effects in the absence of a clear and compelling national strategy.

They give six defining characteristics of Sector Development Programme (SDP) in Ethiopia. First, it is sector-wide and includes all levels of the services, from primary to tertiary and covers federal as well as regional activities. It also includes recurrent activities as well as capital investment and it predicates that all donor projects, on-going and future, should be part of Social Development Programme (SDPS). Another report also stated that, ESDP in Ethiopia is sector-wide with programmes that encompass education related undertakings of the government both at the central and regional level. The programme includes basic education, secondary education, technical and vocational education and training, teacher training, tertiary education (both formal and non-formal), special education, distance education and institutional developments (World Bank 2001:16).

The second characteristic is that it is a coherent sector policy framework. A series of consultative meetings multi-actor workshops, joint donor technical assitstance missions have been conducted in the preparation of the ESDP. While there are bound to be issues on which further policy work is needed, the commitment to work within a realistic framework for each sector is an important discipline which helps to ensure consistency between policies and programmes;

and, to a large measure ascertains that a coherent nationwide sector policy framework can be reconciled with Ethiopia's federal system. The third characteristic is that the local stakeholder is in the driver's seat, implying that the government of the Federal Democratic Republic of Ethiopia has clearly been the driving force behind the Social Sector Development Programme SSDP (Health and Education). Increasingly, regional stakeholders have been drawn in, through the process of preparation and review of the regional plans. Thus, there is no doubt of Ethiopian ownership. However, there have been suggestions that non-government local stakeholders should be more involved. It is also indicated in the World Bank report (2001: 96) that in all aspects, the government was in the ***"driver's seat"*** for the ESDP. Therefore, the programme leadership is in the hands of the government of Ethiopia.

The fourth characteristic is that all donors sign on. The study pointed out that there are strong indications of donor good will towards, and active support for, SDPs. This is illustrated by the reaction at the DebreZeit Conference in March 1997 and by the number of agencies sponsoring consultants for the joint donors' technical assistance missions.

The fifth characteristic is the common implementation arrangement, while the sixth is the element of long-term technical assistance. In this respect, the GOE has made very plain its skepticism about the value of most foreign technical assistance, while the donors generally recognize the importance of using and enhancing local capacity.

From the points discussed above, the sector-wide approach is believed to be the best approach both by the government of Ethiopian and donors to address the basic educational problems of the country which had not been met by the fragmented project approach. The same is valid with regard to other African countries practicing the sector-wide approach.

The World Bank report (2001:96) also pointed out the existence of potential preconditions for the sector-wide approach in Ethiopia for the

improvement of the education system. First, the government had achieved a growth environment in the 1990s. It had the right macroeconomic policies, and GDP was growing at an average rate of 7% annually, generating resources to support additional investment in the social sectors. Second, the Government had developed a credible sector programme without donor intervention and with substantial Government ownership and commitment backed up the policy document. Third, there was an adequate knowledge base for a sector-wide programme, in part generated through an Ethiopian executed PHRD grant. The above idea supports Peter's and colleagues' argument in favor of the sector-wide approach to take place in Ethiopia.

In general, education sector development programme is believed to be a best approach: covers all areas of education, on-going and future donor projects as part of ESDP; is coherent as far as government and education policies are concerned and is centered around priorities. Such factors are likely to bring qualitative and quantitative change into the Ethiopian education system with the leadership of federal and regional governments. It also calls for long-term donor support thus avoiding fragmentation of aid.

Chapter Three

3. Presentation and Analysis of the Data

3.1 ESDP's in Ethiopian Primary Education at National Level

As discussed in the pervious chapter, the Education and Training policy of 1994, along with its strategy, was adopted to address the deep-rooted problems of the education system. To translate it into action, ESDP-I was launched in the 1997/98 academic years and covered five-year period (1997/98-2001/02). Currently ESDP-II (2002/03-2004/05) is being implemented.

In order to assess the progress of ESDP-I, key educational indicators were identified and targets were set at the beginning of the programme period. These include: access, equity, quality and efficiency (Please refer to chapter one on page)

Before discussing the survey result of the sample areas, it is deemed appropriate to review the current state of performance at the national level with regard to primary education. This part will assess the performance of ESDP-I in terms of the above indicators as well as the performance of the first year of ESDP-II. This procedure will help obtain an overview of current situations, at nation-wide as well as in the sample regions and to analyze the trends in primary education using different indicators.

Educational indicators play an important role in providing a clear picture of the performance of the education system, and can be used by policy-makers, planners and other stakeholders for different purposes (Tegene 1998:101).

3.1.1 Access and Coverage at National Level

As indicated in ESDP-I Action Plan 1999 (21 and 42) access is measured by enrollment and number of schools built. The ESDP-I target was to raise student total enrollment from 3.1 million to 7 million and the gross enrollment ratio from 30% to 50% and to increase the number of schools from 9,690 (1996/97) to 12,595 (2001/02) at the primary (grades 1-8) level. The following topics aim to review the performance of ESDP-I in terms of access: firstly at the national level and secondly, in the sample regions and finally deal with the responses given by the respondents with regard to access.

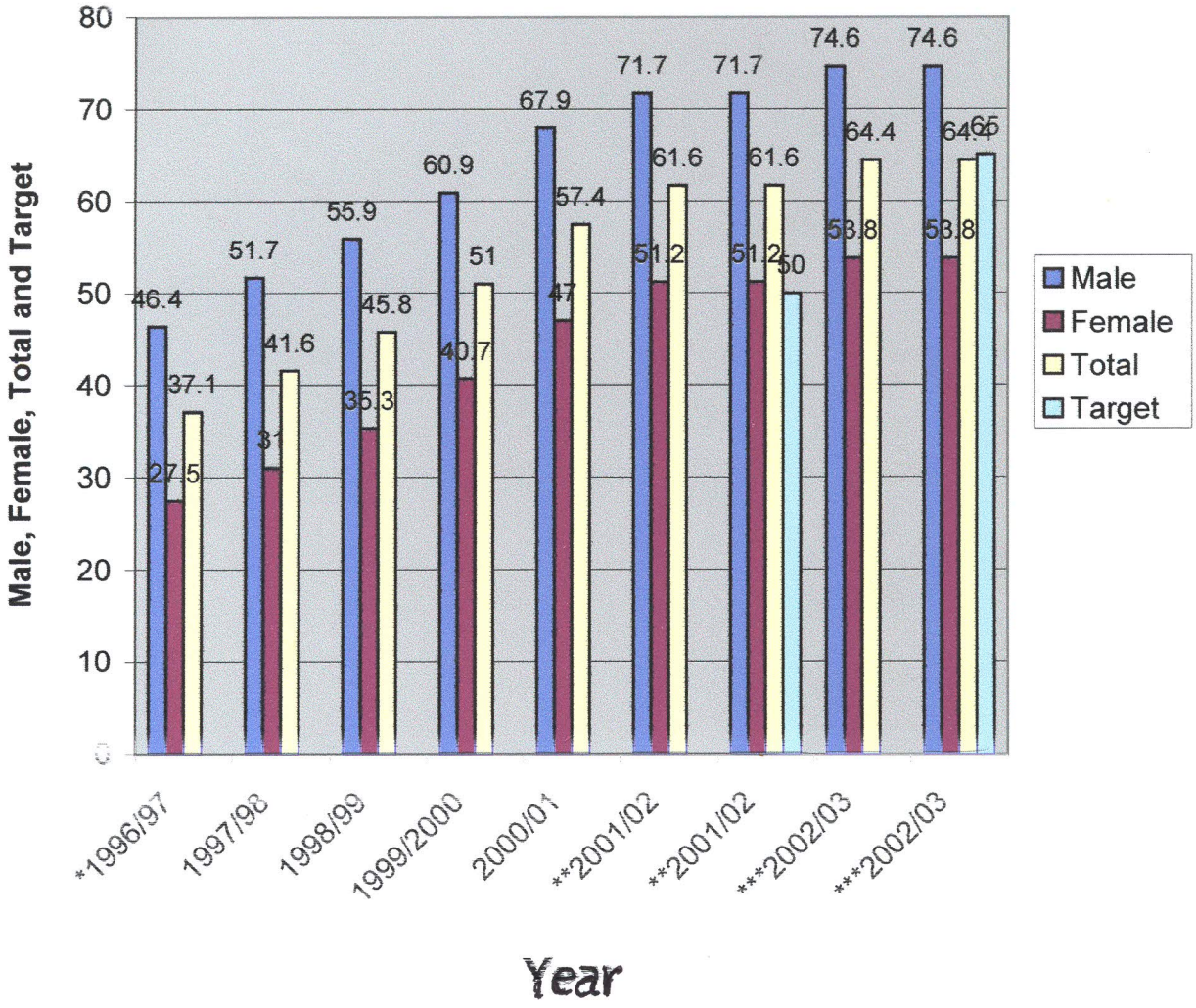
(i) Gross Enrollment Ratio (GER) and Net Enrollment Ratio (NER)at Primary Level

GER is a crude measure of coverage, which is widely used as indicator of access or participation in developing countries. It is the proportion of total enrollment out of the corresponding primary school age group and, since it includes over and under- age pupils, it can be higher than 100%. In Ethiopia, age range of students in grades 1-8 is defined as 7-14 years and the starting age at grade one is seven years.

On the other hand, the NER is the best way of measuring participation and is a more refined measure of coverage in terms of indicating the proportion of pupils enrolled from a specific age groups. However, due to the fact that age specific data from schools are sometimes questionable, it is less reliable in the Ethiopian case (EMIS, 2002 and 2003).

Although, ESDP-I and ESDP-II did not use NER as an indicator of performance, it is included in this paper in order to give the tenders an idea of the trends of participation in both indicators, (GER and NER) in the primary education nation-wide and in sample regions.

Figure 2 Trends of Performance of ESDP in GER (Grades 1-8)



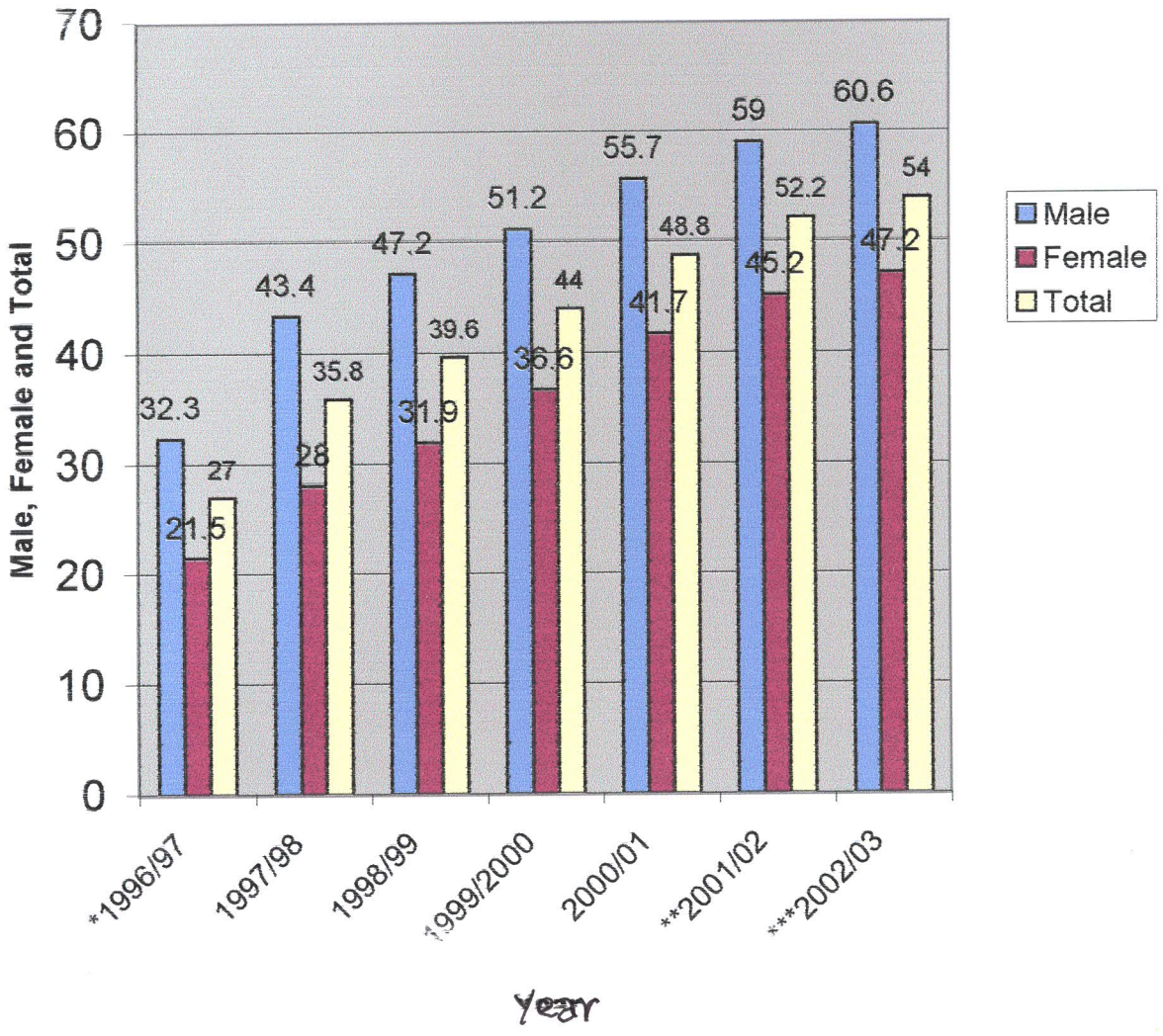
Source: EMIS 2001/02 and 2002/03
*Base Year of ESDP **ESDP-I Performance ***ESDP-II 1st Year Performance

Figure 2 shows that GER in primary education has been increasing for both boys and girls at national level. The ESDP-I target for 2001/02 was to reach 50% while the performance was 61.6%, which is greater by 11.6% than the expected result.

Regarding ESDP-II, the planned target was to reach a GER of 65% i.e. 57.1 and 72.8 for girls and boys, respectively. While the performance of ESDP-II in the 1st year was 64.4%, which is closer to the target set for the year 2004/05 (see figure 2), it was learned from the interview with the MOE planning department head that it was recently decided to raise the target to 70%.

These indicate that a commendable achievement was registered in increasing access both in ESDP-I and the 1st year of ESDP-II. However, it should be noted here that Ethiopia is still far behind Sub-Sharan Africa average GER, 81% which was four years ago (1999).

Figure 3 Trends NER for Primary Education at National Level (Grades 1-8)



Source: EMIS 2002 and 2003

*Base Year **End of ESDP-I ***1st Year Performance of ESDP-II

Figure 3 also shows NER has also increased. It also indicates that the appropriate school age children (both girls and boys) were entering primary school at the national level. Although this could be encouraging, it should be noted that 39.4% of the boys and 52.8% of the girls who belong to the appropriate school age groups were out of school. The other issue is that as compared to sub-Shara Africa's NER of 57% in 1999 Ethiopia is still behind in 2002/03.

(ii) Increasing the Number of Primary Schools

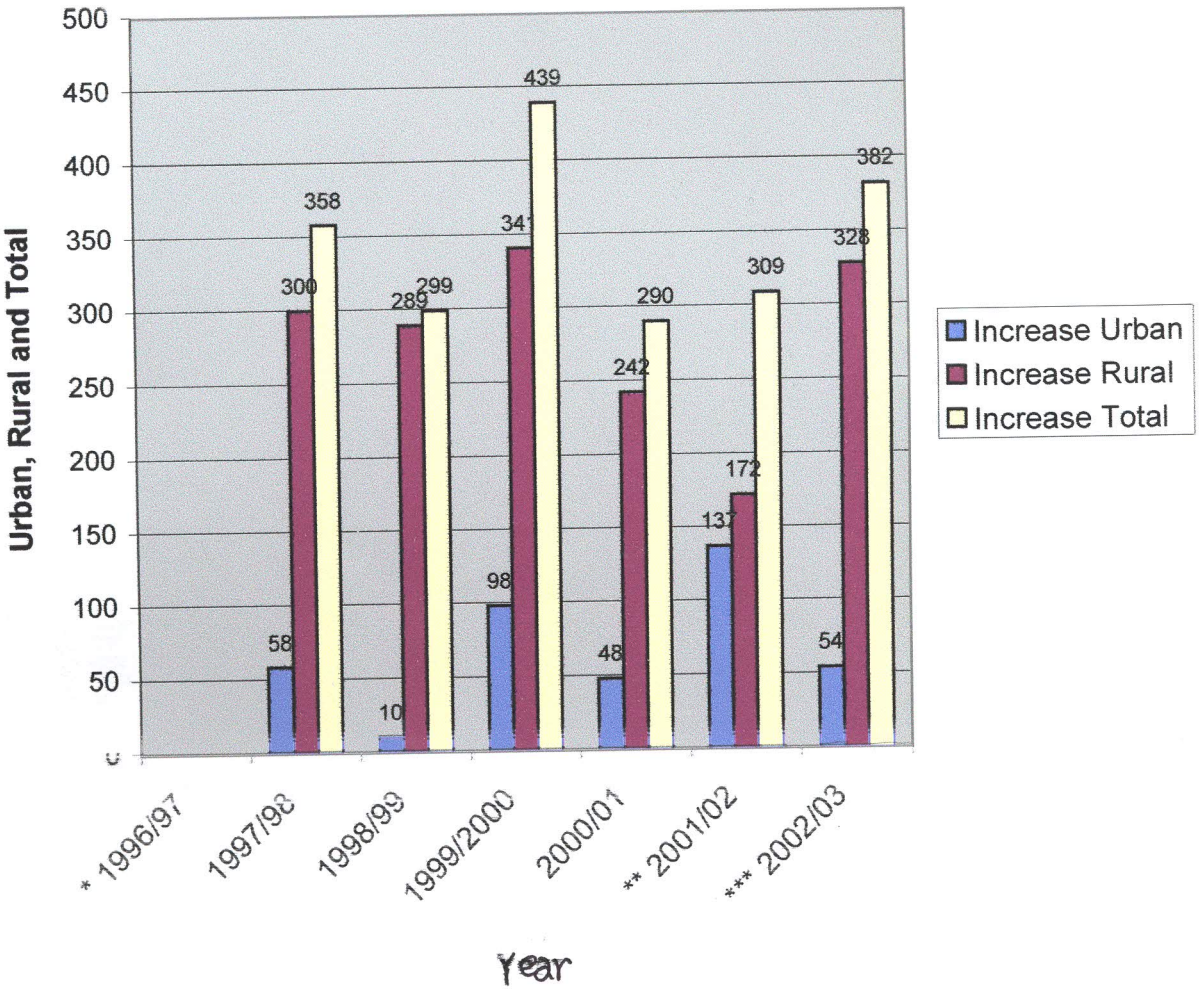
One of ESDP focus objectives is expansion of primary education with special attention to the rural areas. Graph 3 shows that among the newly built primary schools, 71% were provided to the rural community during ESDP-I (1997/98 to 2001/02) and that the number of new schools further increased by 40.8% in the rural areas in the first year of implementation of ESDP-II.

While the national target of ESDP-I was to reach a total number of schools of 12,595 in 2001/02 the performance at the end of ESDP-I was 12,089 or 96% which is less than by 506 (4%) from the target.

In increasing total number of primary schools the target of ESDP-II was to reach 13,201 at the end of 2004/05. Its 1st year (2002/03) performance has reached 12,471 which accounts 44.9% of the target set.

It would appear that the performance of ESDP-II is better than ESDP-I in regard to building new primary schools, especially in the rural areas, and may achieve its targets in the course of the remaining period of one and half year, if the present performance continues at the same pace.

Figure 4(b) Trends increase in Number of Primary Schools



Source: ESDP Revert National Performance 2001/02, 2002/03 and EMIS 2002
*1996/97 is the base year of ESDP-I **2001/02 is end of ESDP-I
***2002/03 is the 1st year performance of ESDP

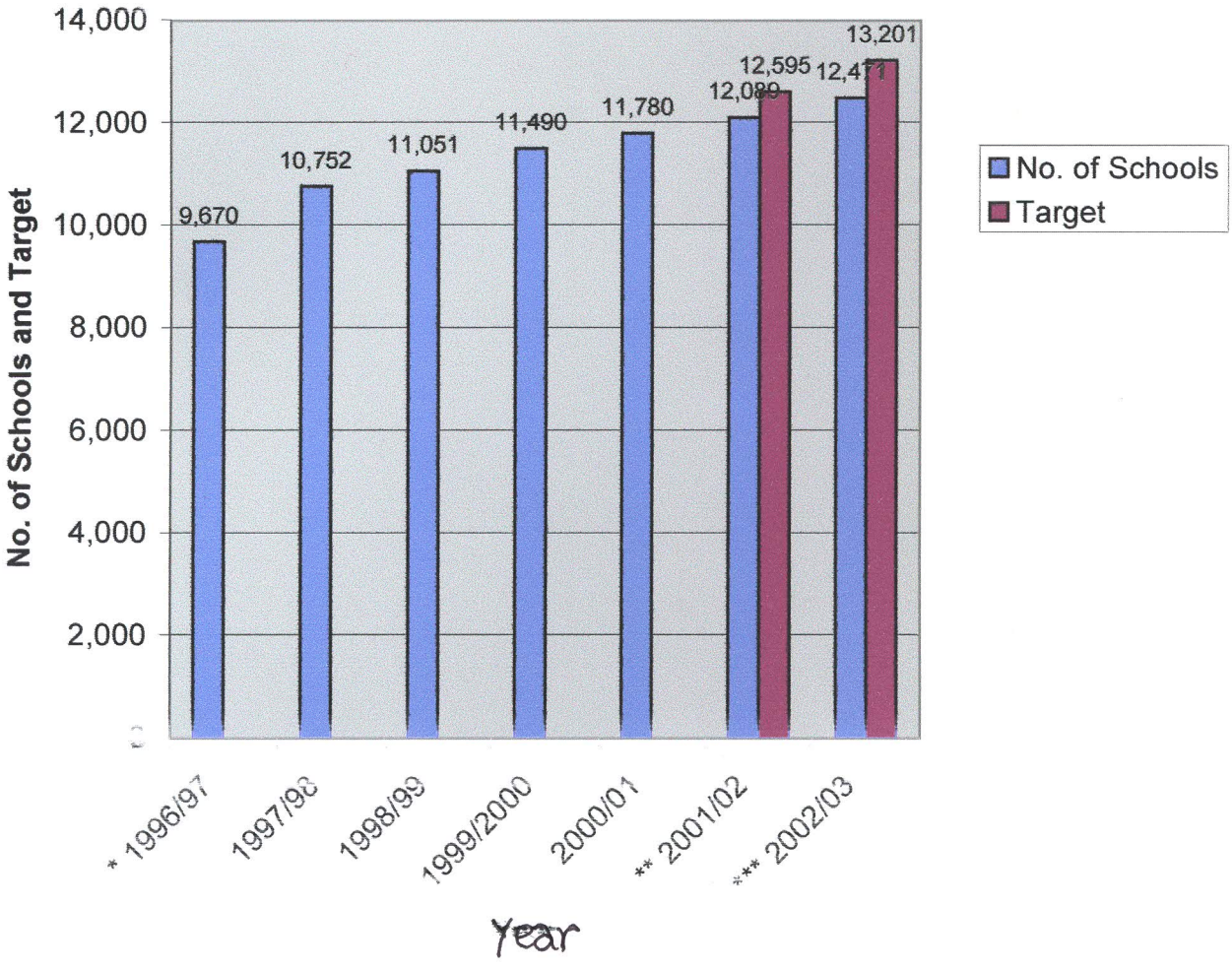
In general, in terms of access, a remarkable achievement was registered under ESDP. The programme was also performed well in building schools at the national level. At this point, it should be noted that the overall GER reached 61.6% (8.1 million student population) in 2001/02, higher by 11.6% from what has been targeted for ESDP-I. On the other hand, the number of newly built schools was less by 4% as compared to the target set for the programme.

3.1.2 Performance in Access of ESDP-1 in the Sample Regions

The ESDP-I Action Plan (1999:12-14) states that the regions have been fully involved in planning, from the early stages of ESDP, and each region has produced a development plan. It is also indicated that a continuing emphasis on decentralization would continue since 87% of the plan for ESDP-I was supposed to be implemented by the regions and only 13% by MOE.

This indicates that the success of the programme was heavily dependent on the regions' performance in the different activities. The researcher has tried to study each of the sample regions' ESDP-I document in line with the targets set by each region in relation to the different indicators and by comparing their achievements (see table 3)

Figure 4(a) Trends increase in Number of Primary Schools



Source: ESDP Revert National Performance 2001/02, 2002/03 and EMIS 2002
*1996/97 is the base year of ESDP-I **2001/02 is end of ESDP-I
***2002/03 is the 1st year performance of ESDP

Table 3 (i) Primary Education Enrolment Performance by Region

Regions	Base Year 1996/97			Taget 2001/02			Achievement 2001/02			2002/03			Different from	
	T	M	F	T	M	F	T	M	F	T	M	F	A B.Year	B Target
Addis Ababa	80.3	79.5	81	90	-	-	128.4	126	130	135	131.3	139.2	48.4	38.4
Amhara	28	30.2	25.7	50	-	-	58.1	62.4	53.7	58.5	62.9	53.9	30.5	8.1
Oromia	30.8	41.2	19.7	50	-	38	62.4	78.1	46	66.9	82.8	51	31.6	12.4
SNNPR	44.8	60	27.7	50	-	42	67.5	83.8	59	71.8	88.1	55.4	27.7	22.7
Ben/Gumuz	66.9	28.5	48.6	-	-	-	89.1	111	66.1	98.4	121.2	74.5	22.2	-
Somalia	11.6	16.2	6.6	25	-	-	13.1	16.1	9.5	15.1	19.4	10	1.5	-11.9
* Afar	8.4	10	6.4	25	-	-	12.6	13.3	10.5	13.8	15.7	11.8	4.2	-12.4
National	34.7	43	26	50	-	-	61.6	71.7	51.2	64.4	74.5	53.5	26.9	11.6

Source: Each Regions ESDP-1 plan and EMIS 2001/02 and 03

N.B

GER 5.7 the Afar state ESDP-1 plan

GER 18 the target set by Afar Regional plan

2002/03 data shows the first year of ESDP-II performance

The difference is calculated for (a) the base year (1996/97) in relation to the actual achievement 2001/02 (b) in actual achievement 2001/02 of the planned target. Somalia target of participation rate girls 24.8% to 50%.

Table 3 indicates that 1996/97 has been taken as a base year for both the national and regional performance and that each region developed its own target of access to be achieved at the end of ESDP-1

Except Addis Ababa, three regions, i.e. Amhara, Oromia and SNNP adopted the national target of 50% GER. The target set by the MOE for Afar and Somali was 25% GER each. Afar Regional State planned to raise primary education enrolment from 5.7% GER to 18% GER at the end of ESDP-1. This was different from the national target and the base figure set for the regions as indicated in the MOE's statistical abstract.

The researcher took the target set by MOE as the consolidated and official document for all regions. In achieving the target set by the sample regions (except Somali and Afar), the regions as well as the federal government achieved results above the target. Addis Ababa, Benishangul Gumuz, SNNPR and Oromia achieved far more than the national achievement, while Amhara's performance was higher than its own regional target by 8.1% but less than the national average performance.

On the other hand, Afar and Somali regions have shown little improvement in increasing access from the base year by 4.2% and 1.5%, respectively. These are far behind (almost by half) the national average, and less than the targets set to them, in particular. In general, from Table 3 it can be learnt that except Oromia, SNNPR and Somali, the targets set for access is increasing for girls. The other regions (Afar, Amhara, Benishangul Gumuz and Addis Ababa) seem to fail to set targets in gender disaggregated way. The national ESDP-I target was to raise the participation of girls (grades 1-6) from 38% to 45% by the end of ESDP-I. This target was partial since primary education covered grades 1-8.

Thus, it can be said that, ESDP-I targets both at the national level and in most of the sample regions did not set measurable statistical target about gender in their plans. The researcher endeavoured to obtain the opinion of officials and experts on the achievement of access in their respective areas.

3.1.2.1 Remarks on Performance Regarding Access

All regional respondents were asked to give their opinion on the extent of ESDP-I successes in achieving access at primary level in their respective regions. Respondents from federal offices were also requested to give their opinion about the success, realized in primary education access. Chi-square test was used to examine if there was any significant difference in their opinions.

Table 4 Performance of Access

Access	Very High %	High %	Medium %	Low %	Very Low %	Number of Resp.	Chi-square	
							χ^2	P
Males	23.3	43.4	25.3	5	3	89	54.38	.000
Females	19.2	31.3	32.3	12.1	5	99	28.02	.000
Total	16.5	39.3	33	6.5	-	101	51.9	.000

Table 4 shows that the majority of the respondents gave their answers to this particular question and that 66.7% and of 50.5% of the respondent's opinion regarding achievement of access was 'very high' and 'high' for male and female, respectively. A considerable number of respondents rated the achievements as 'low' and 'very low', and in particular, 49.5% of the respondents reported the achievement in access for girls was 'medium', 'low' and 'very low'. Both of the χ^2 statistical of show the value of 54.36 for male and 28.02 for female at P value of 0.000. Given these general opinions, specific views are stated as follows.

At federal level, 27 (96%) of the respondents gave responses of which 26% and 37% reported 'very high', 'high' and 'medium' respectively. With regard to some of the regional respondents,: 23.5%, 17.8% and 47% in Amhara believed the achievement was 'very high', 'high' and 'medium'. In Afar 85% of the respondents said the achievement for overall access was 40% and 60%. Respondents from Somali believed that achievement was 'medium' and 'low', respectively.

As reported by 12.5%, 37.5% and 31% of the respondents, regional achievement was 'very high', 'high' and 'medium', respectively; and some 18.7% of the respondents believe their achievement was low. Also 72.7% of the SNNPR respondents reported that their achievement was 'high' and 'medium'.

From this, it can be concluded that all the respondents at the federal level believed that the overall achievement in access was medium and above. In Amhara, Oromia and SNNP, most of the responders also indicated that the achievement in access was medium and above, while the majority of the respondents in the two under-served regions (Afar and Somali) believed their achievement in access was low.

The same question was also presented to relevant experts of USAID, BESO, UNICF, World Bank and ADB for their opinions regarding the achievements of ESDP-I regarding access. All of them agree that ESDP-I and the first year of ESDP-II succeeded increasing access at national level even though significant regional and gender disparities were observed.

In general, the opinions of national and regional respondents and the statistics assure that the ESDP-I's target for access has achieved it goal at national level.

(ii) Performance of Sample Regions in Building Primary Schools

As stated in all regions ESDP-I documents' targets were set to build schools and most of them gave priority to rural area.

Table 5 Performance in Building Primary Schools

	Target set and Achievement in Building School in the Regions			The Share of Primary Schools in the Rural Area in the Sample Regions	
	2001/02		%		
	Target	Achievement		1996/97	2001/02
Amhara	592	270*	45.6	87	89.4
Oromia	224	367*	163.8	81	86.4
SNNP	636	323*	50.8	86	88.3
Afar	109	62	56.8	75	71.8
Benishangul Gumuz	100	49	49	87	91.6
Somali	-	-	-	72.2	52.9
*Addis Ababa	20	14	70	*	*
National	12595	12,087	96	80.2	84.04

Source: Completed from EMIS 1996/97 and 2001/02 each regional ESDP-I plan and the introduction part of the ESDP-II plan in each region.

No data

* The achievement in most areas taken for 2000/01

Table 5 indicates that there is an increase in building schools in all regions and at a national level. The achievement in increasing rural schools varies from region to region.

In Afar, and Somali the share of rural primary schools in 1996/97 was 75% and 77.2% respectively. However, from their reports schools decreased to 71.8% in Afar and to 52.9% in Somali, and this indicates that in these two regions priority in school construction was not given to the rural areas, while the national as well as the regional strategies were to build more schools in the rural areas.

As indicated above, regions, in their respective ESDP-I plans, set their targets for the number of schools to be built at the end of the period (2001/02). However, most of the regions were far below their set targets, although Oromia region achieved higher than its own target. As indicated in Oromia ESDP-II plan for 2002 and from the interview of the regional planning and project head, the

reason for the greater achievement (in building 367 schools) was the active participation of government, non-government, and community agencies and organizations.

The responses in their respective areas: respondents drawn from federal offices, 23.1%, 46.2%, 19.2% said the achievement in building schools was 'very high', 'high' and 'medium'. Only 50% of the respondents from Oromia claimed that their region in school construction was high. On the other hand, while 37.5% of the respondents in Amhara reported the achievement of their region in building schools was high, 62.5% felt that it was medium. Concerning Afar 60% of the respondents said that their regional achievement was high.

In Somalia only few respondents replied: 50% of them said high and the other said the achievements is low. In SNNP some people gave answers to this question: 75% of them said high and very high. In Addis Ababa 66.7% and 19.2% of them said 'high' and 'medium'.

It should to be noted that most respondents, working in relevant departments, did not answer to this question, which might be due to lack of information. On the other hand, the rest of the respondents who gave answers to this question believe that their achievement is 'high' and 'medium'. However, the reality can be observed from the above statistical data that except Oromia achievement is far below the targets set for almost all regions.

In conclusion, the 2001/02 education statistics annual abstract at the national aggregate shows the number of schools of the primary level section grew from 85,137 in 1997/98 to 108,888 in 2001/02 which increased by (21.8%) while the number of pupils increased from 5,090,670 (1997/98) to 8,144,337 (2001/02) (by 37.8%). This may show that there is unbalanced growth between the number of sections and students, thereby leading to overcrowding in the classrooms.

3.2 *Achievement of ESDP-I in Educational Equity*

Article 26(i) of the universal declaration of human right states ***"Every one has the right to education which shall be equally accessible to all"***

In relation to this Philipos and others (1999:2) have stated that equity has been given higher priority in education development. In response to this declaration countries have been putting their greater focuses on fair distribution of educational opportunity. Thus, educational equity is a question of basic human right. This implies that education opportunity should be equally distributed among genders, regions, urban/rural, ethnic etc. social formations.

However, as it has been highlighted in the previous chapter, the Ethiopian education system has been characterized by inequality of educational opportunity. Consequently, the issue of equity has been given emphasis in the 1994 Education and Training Policy and Strategy and in ESDP-I.

3.2.1 *The Performance of ESDP-I in Decreasing Gender Disparity*

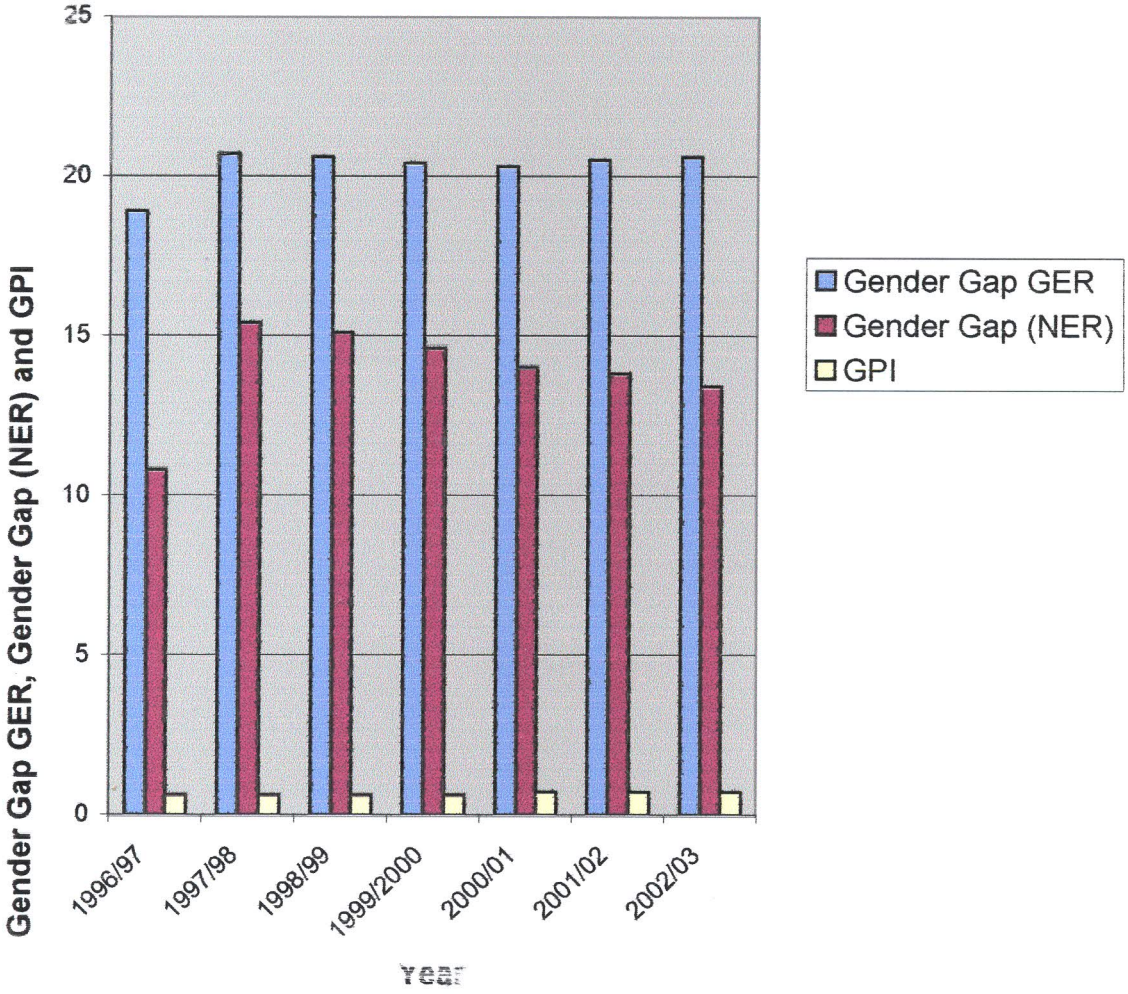
Gender disparity can be examined in two ways:

(i) using gender parity index (GPI), the ratio of female to male enrolment (perfect equality between the two sexes as GPI is 1, while 0 indicates the highest disparity (EIMS).

(ii) gender gap difference between boys and girls in GER or NER.

Even if gender is not clearly mainstreamed and targets were not set in most regional ESDP-I, different Education Statistics Annual Abstracts can show the achievement of ESDP-I in decreasing gender gap.

Figure 5 Trends of Gender Disparity in Primary Education at National Level



Source: EMIS (MOE) 1996/97 - 2000/03

As aforementioned, although ESDP-I targeted to reduce gender gap by about 10%, for grades (1-6), the gap is still 20% wide at national level. In fact it increased from what it was during 1996/97 by 1.6% in 2001/02. The situation is even worse for some regions. The gender gap is much higher than the national average in Gambela, Benishangul Gumuz, Harari, SNNP and Oromia. In these regions, the gap ranges from 49.9 to 31.6%.

The gender gap by NER is narrower as compared to GER, both at national and regional levels although it has increased from 10.8% in 1996/97 to 13.8% in 2001/02 (end of ESDP-I) and dropped marginally to 13.4% 2002/03 (end of first year of ESDP-II). In Addis Ababa and Tigray the situation is in favour of girls.

It would therefore, be noted that first, the gender gap was narrower in NER than GER. This may show that children are coming to school at their appropriate age for both sexes. Secondly, as indicated earlier, both in GER and NER, there is incremental trend for both sexes. At the end of ESDP-I it reached to 71.7% and 51.2% for males and females, respectively.

Regarding NER, it increased from 32.2% in 1996/97 to 59% in 2001/02 for males, and from 21.5% to 45.2% for females in the same period. The increase in GER for males was 35.1% and in NER was 26.7%. The increase for females in GER and NER was 23.7%. This indicates the growth rate for males was greater than females in both GER and NER during ESDP-I

The difference in increment in NER is only 3% between males and females, this may also clearly show the proper age children are coming to school even if there is a slight difference between the two sexes at national level (Figure 5).

In general, it may be concluded that, a wider gender gap was observed in GER and a relatively narrow one in NER, at national level. With regard to the

above-mentioned five regions the gender gap was substantial in GER and a slightly lower gap in NER. This will be presented in depth in the sample regions.

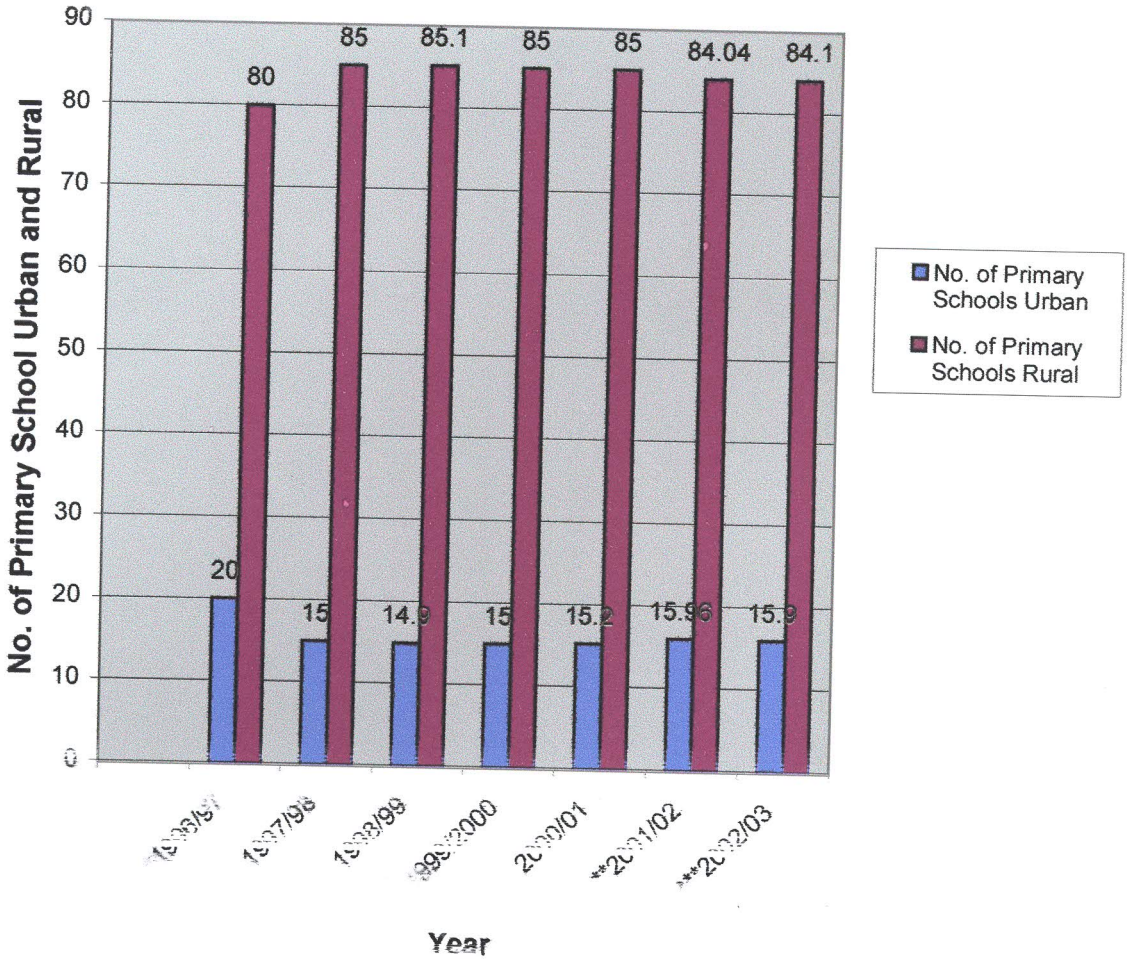
At this stage, it is well worth reviewing the Ethiopian case in relation to sub-Shara Africa and in light of the Dakar framework of Action and the Millennium Development Goals. The average GER in sub-Sharan Africa in 1999 was 76.3% for girls and 86% for boys, making the gender gap only 9.7% [which is less more than by half than us and Gender Parity Index GPI was .89 more than by .19 from Ethiopia] This leads to the fundamental question: Is Ethiopia in the right track to achieve the Dakar agreement and the millennium development goals to which the country is committed to "eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels not later than 2015" (UNESCO 2002:13)?

3.2.2 Performance of ESDP-I in Decreasing Urban/Rural Disparity

In Ethiopia, the distribution of schools and other facilities to the rural areas, where over 85% of the population is living, has been extremely limited ever since modern education started. And enrollment ratio of students in the rural areas has been low compared with those of the urban centers of the country.

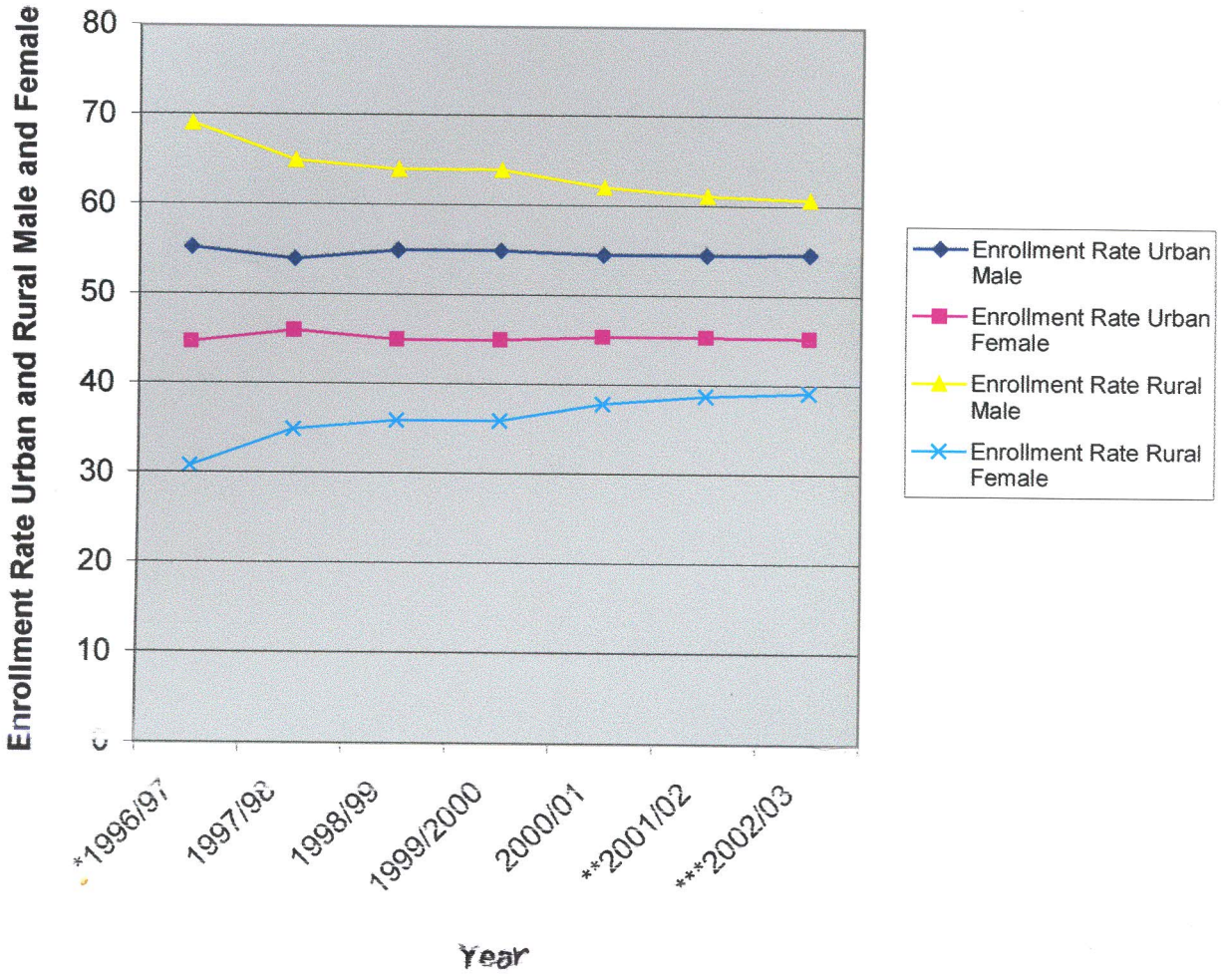
Improving access coverage of primary education, in the rural area is one of the objectives of ESDP. Therefore, it is imperative to review the extent of ESDP-I's achievements in reducing urban/rural disparities at national level.

Figure 6(a) Distribution of Primary School in Urban and Rural Areas



Source: Completed from EMIS (MOE) 1996/97 - 2002/03 and 2001/02, 2002/03 ESDP Consolidated National Performance Report
*Base Year **End of ESDP-I Performance ***1st Year Performance

Figure 6(b) Primary School Participation Rate in Urban and Rural Areas



Source: Adopted from EMIS (MOE) 1996/97 - 2002/03 and 2001/02, 2002/03 ESDP Consolidated National Performance Report

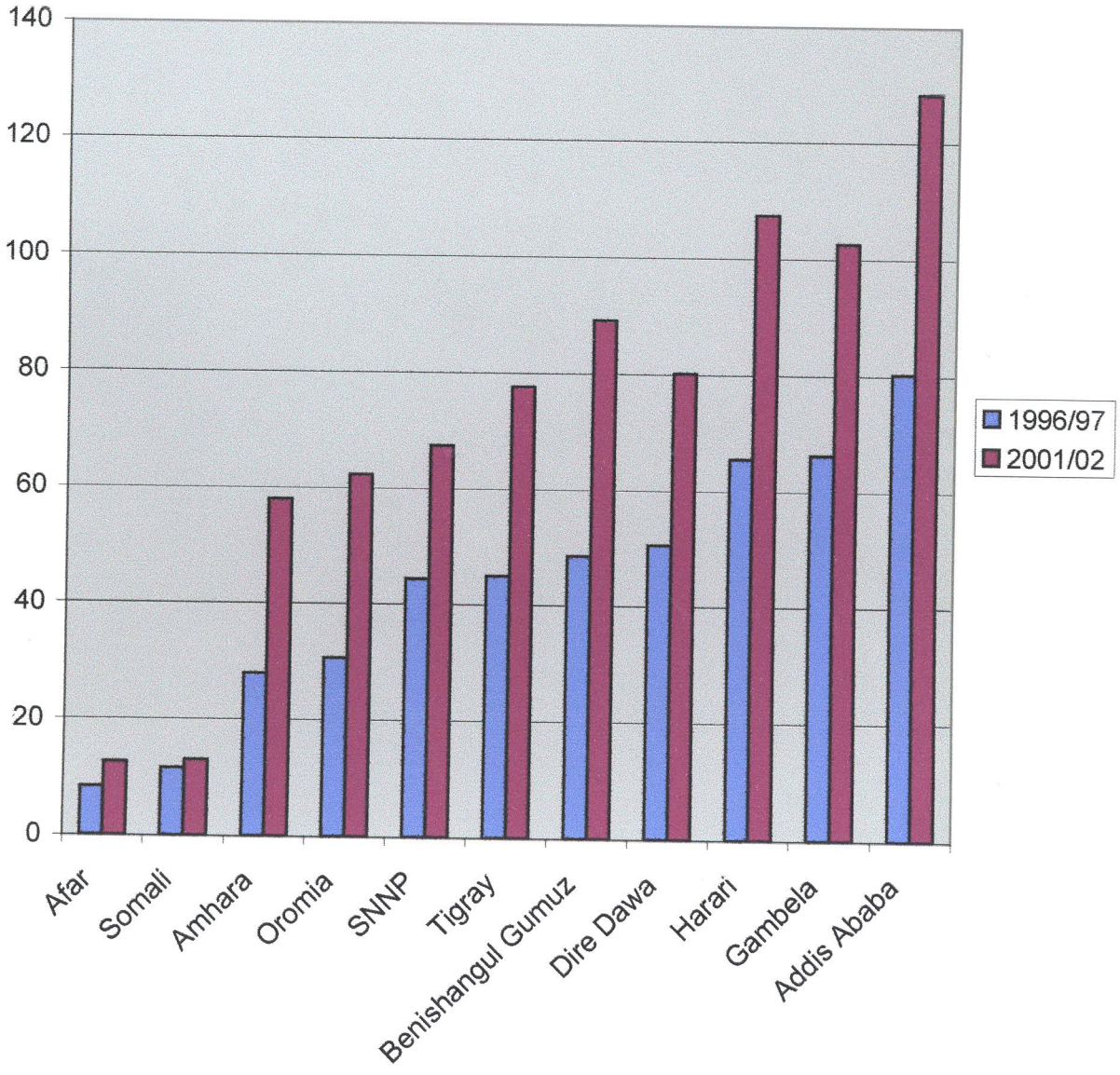
*Base Year **End of ESDP-I Performance ***1st Year Performance

As shown in the figure 6(b), 84.1% of the primary schools were located in rural areas. In 2002/03 the share of schools in the rural areas increased by 4.04% at the end of ESDP-I over that of the base year 1996/97. And there was an improvement of (0.06%) in the first year of ESDP-II. On the other hand, the share of urban schools shows a decreasing trend from 20% to 15.9%.

3.2.3 Performance of ESDP-I in Decreasing Regional Disparity

ESDP-I set a target to increase participation rate (in GER) in the two (Afar and Somali) most under-served regions to 25%. However, it did not establish clearly defined targets to narrow regional disparities. Nonetheless, from Educational Annual Abstract data it is easy to see in full the range of the regional disparity between the base year (1996/97) of ESDP-I and end of ESDP-I (2001/02)

Figure 7 Primary School Enrolment in Regional Disparity



As observed in figure 7 disparity among regions has become quite substantial since the base year of ESDP-I.

The two most under served regions, i.e. Afar and Somali do not show much change while the other regions show noticeable improvements. As a result, the disparity among regions, instead of narrowing down has in fact widened. For example, the difference between Addis Ababa and Afar in 1996/97 was by 71.9%, but increased to 115.8% at the end of ESDP-I (2001/02).

Afar, Somali, Amhara and Oromia were below the national average in 1996/97. Except Oromia the three regions are still below the national average.

In general, regional disparities in primary education participation was the major problem that demands serious attention. At this point, the existence of this widening regional gap poses the valid question: is Ethiopia in a position to achieve the Dakar agreement of UPE (goal 2) which says ***"ensuring that by 2015 all children, particularly girls, children in difficult circumstance and those belonging ethnic minorities have access to and complete free and compulsory primary education of good quality"?***

3.3 Educational Equity in the Sample Regions

This research tried to examine each region's performance in ESDP-I in order to discover the way the regions have planned to address the issue of equity or to decrease disparities between gender, urban/rural zones and weredas.

Although most of the regional documents did not set clear targets to address equity issue in terms of objectives or strategies, they have highlighted their intent to decrease zonal gender disparities. Furthermore, Afar and Oromia regions have begun to decrease inter-wereda disparities. The following section presents the discussion on gender and zonal disparities in the sample areas and the respondents' opinions with regard to achievement of ESDP-I in educational equity.

3.3.1 *The Performance of ESDP-I in Gender Equity in the Sample Regions*

With regard to increased girls' participation in the primary education, only Oromia, SNNP and Somalia had set clear statistical targets to be achieved at the end of ESDP-I.

However, sufficient data were available to enable review the performance of all regions in decreasing gender gap in GER in ESDP-I (Grades 1-8)

Table 6 Regional Performance in Gender Equity

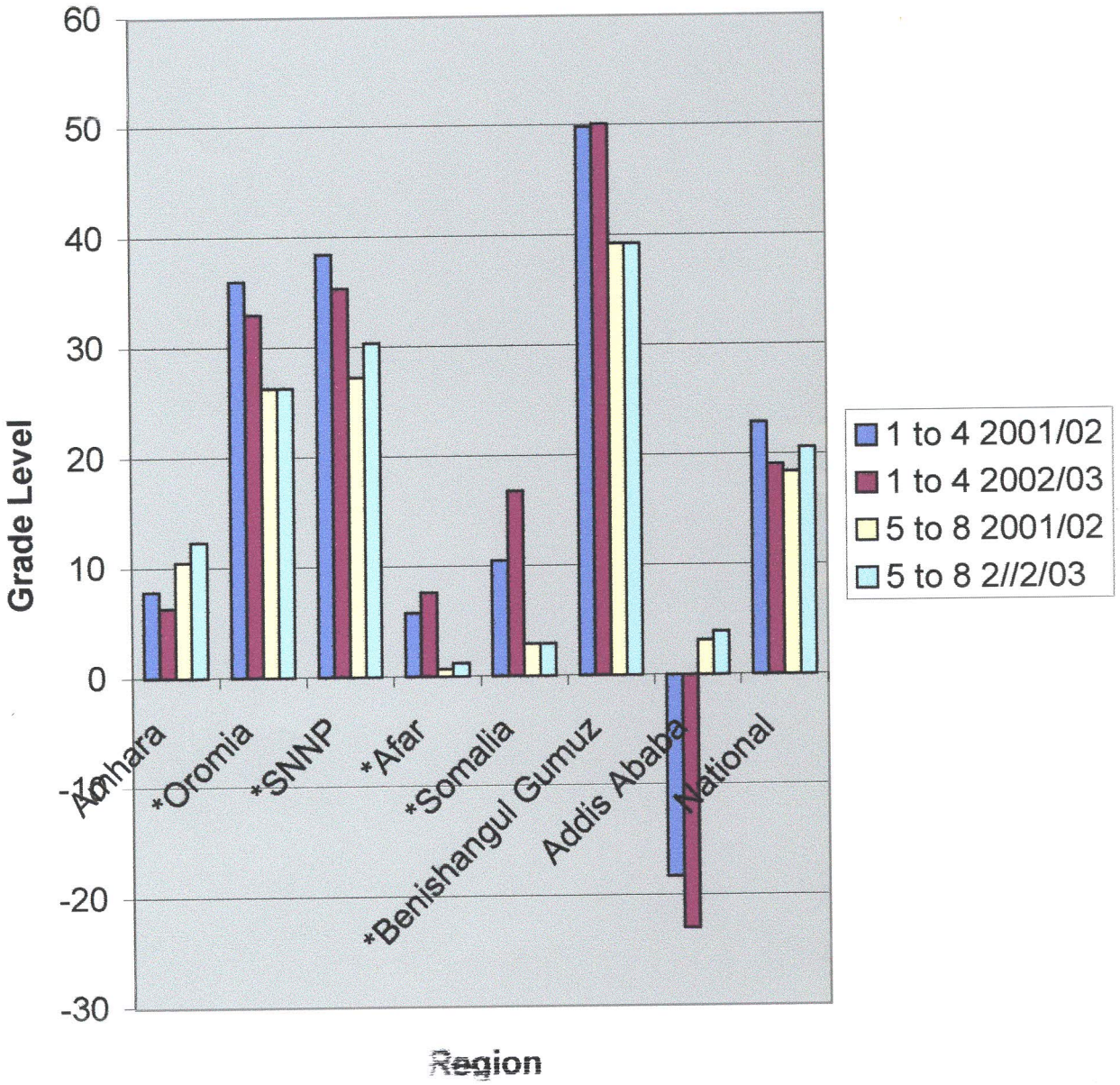
	1996/97			2001/02			2002/03		
	M	F	GG	M	F	GG	M	F	GG
Amhara	30.2	25.7	4.5	62.4	53.7	8.7	62.9	53.9	9
Oromia	41.2	19.7	21.5	78.1	46.5	31.6	82.6	51.0	31.7
SNNP	60.5	27.1	33.4	83.8	50.9	33	88.1	55.1	33.0
Afar	10.0	6.8	3.7	13.9	10.8	3.1	15,7	11.5	4.2
Somalia	16.2	6.2	3.2	16.1	9.5	6.6	19.4	10	9.3
Benishangul Gumuz	66.9	28.5	38.4	111	66.5	44.9	121.2	74.5	46.7
Addis Ababa	79.5	81	-1.5	126	130.5	-4.5	31.4	139.2	-7.9
National	43	26	17	71.7	51.2	20.5	74.6	53.8	20.8

It is to be noticed from Table 6,, that gender gap becomes wider from 17% in 1996/97 to 20.5% in 2001/02 at a national level. The gap further increased by 0.3% in 2002/03. In almost all sample regions the gender gap has been widening instead of narrowing down. Although a small improvement was observed in Afar region when it decreased from 3.7% in 1996/97 to 3.1% in 2001/02, the gap rose to 4.2% in 2002/03.

The situation is worse in Benishangul, SNNP, and Oromia with respective gaps of 46.7%, 33% and 31.7% in (2002/03) a range far wider than the national average. In Addis Ababa, girls participation is higher than that of the boys. In this respect, comparison is made between the 1st and 2nd cycles of primary education overall because of the unavailability of data for 1996/97 (the base year).

The data for 2001/02 and 2002/03 show the current situation of gender disparity in the two cycles of primary education.

Figure 8 Gender Gap by Level



The above figure 8 illustrates that gender gap was higher for the first cycle grades (1-4) in Oromia, SNNP, Afar, Somalia and Benishangule Gumuz than for the second cycle grades (5-8). In Amhara gender gap at the scored cycle was slightly higher than the first cycle. At the national level, fluctuation was observed, In 2001/02 gender-gap was greater at first cycle and in 2002/03 it was greater in the second cycle.

In Afar and Somalia, gender gap was narrow in the second cycle. Among the populated regions, Amahara was seen to be better in both cycles this may be as a result of the region having developed a workable action plan in accordance with the local situation. Benisangul Gumuz, SNNP and Oromia had wider gender gaps. In Addis Ababa, in the first cycle, the enrolment of girls was greater than boys. On the other hand, in the second cycle boys enrolment slightly exceeded that of girls. It can be further said that ESDP-I did not meet its target in minimizing the gender gap, although greater achievement was recorded in access and coverage for both sexes. This might be because of the failure to set targets and the absence of an appropriate machinery to achieve, and evaluate the targets in the process of implementation.

3.3.2 ESDP-I Performance in Decreasing Zonal Disparities in Access to Primary Education

As stated before, significant disparity was observed between regions at the national level in access. This part tries to see if there were zonal disparities in the selected regions under study. Addis Ababa is excluded because it is an urban center and schools are assumed to be accessible to students.

Table 7 Zonal Disparities in the Regions in terms of Access to Primary Education

Region	1996/97 Zone			2001/02 Zone		
	Highest	**Lowest**	**Gap**	**Highest**	**Lowest**	**Gap**
Amhara	86.7% Baherdar	13% Oromia	73.7%	67.5% Baherdar	32% Oromia	35.3%
Oromia	63% W. Wellega	30% Borena	33%	77% W. Wellega	45% N. Showa	32%
SNNP	69.1% Sidama	23.23% Oromia	45.9%	-	-	-
Somali	13,210 Jijiga	997 Fique	12,213	27,389 Jijiga	5,396 Karahe	21993
Benishangul Gumuz	N.A	N.A	-	116% Kamashi	70% Metekl	46%
*Afar	N.A	N.A	-	20,625	5,486 Zone two	15,139

Source: Computed from each Region's statistical abstract and ESDP-I and II plan documents

* MOE EMIS documents

As shown in Table 7 a substantial zonal gap is observed in the Amhara region. The zone with the highest planning enrolment was Baherdar and the lowest was Oromyia. However, some improvement was made to decreases the gap from 73.7% in 1996/97 to 35.2% in 2001/02. In Oromia region although the gap seems to be much narrower than in Amhara region, a significant gap exists between zones. Replacing Borena zone N.Showa became the lowest, in 2001/02 this indicates that Borena zone has improved in access.

In the Somali region an extremely large gap was seen between Jijiga and Fique with in 1996/97. At the end of ESDP-I the gap between Jijiga and Korahe was 80.3% with a numerical difference of 21,993. In this case, the gap in both cases remained high. Even if there is improvement and change of zone is also

observed. Fique was the lowest in 1996/97 and Karahe become lowest in 2001/02 it indicates that Fique has improved. In Afar and Benishangul Gumuz the data from Education Statistical Annual Abstract for 2001/02 showed that there exists wide zonal gaps in both regions.

In general, substantial zonal disparities were observed in all sample regions, posing a big challenge to the regional education Bureaux, planners and decision-makers.

3.3.3 *Remarks of Respondents on ESDP-I's Performance Regarding Equity*

All of the respondents were asked to give their opinion on the extent of ESDP-I's success in achieving equity across the different indicators such as gender, zone, rural/urban: The regional respondents were expected to give their opinion on their regions and the federal on their observation at nation.

In order to see the significant difference in the respondents' opinions in the regions, a statistical test using ANOVA was employed.

Table 8 ***Extent of Success of ESDP-I in Decreasing Disparity in Zonal and Gender Primary School Enrollment***

	Sum of Squares	df	Mean Square	F	Sig.
Zone					.
-Between	13.358	7	1,908	3,063	006
-Groups	52.327	84	.623		
-Within Groups	65.685	91			
Total					
Gender					
-Between	37.836	7	5.405		.
-Groups	63.076	94	.671	8.055	000
-Within Groups	100.917	101			
Total					

Significant difference of 0.006 and .000 levels is observed among the respondents in different areas. Thus, the majority 46% and 38.5% of the respondents in the federal; 36% and 50% in Oromia; 42% in Afar; 50% and 36% in SNNP; 53% in Amhara believe the achievement in decreasing zonal disparities is medium and low and only few of the respondents in Amhara and federal indicated the achievement as very high and high. With regard to gender: 54% in federal; 77% in SNNP; and 50% in Oromia said the achievement is medium, and on the other hand, 31% in the federal; 75% in Benishangul Gumuz; 50% in Oromia believe the achievement is low. Furthermore, 85% in Addis Ababa; 23% in the MOE; and 12% in Amhara classified the achievement as very high and high.

In summary, data obtained and treated show that most of the respondents believe that the achievement of ESDP-I in decreasing zonal and gender disparity was by and large between medium and low. Some exceptional statistics indicated that there are big gender and zonal disparities. Therefore, a great deal of work remains to be done in the education sectors both at national and regional levels.

3.4 ***Achievement of ESDP-I in Internal Efficiency at National Level***

Efficiency is a borrowed term from economics and is defined as the optimal relationship between inputs and outputs. An efficient activity is one in which an optimum output is obtained for a given minimum input. Educational planners have adopted the term efficiency to an education system (Tegegn 1998:105).

The education statistics Annual Abstract of MOE states efficiency rate helps to understand how the education system works in terms of the use of available resource and time. A student has three paths in a particular academic year: a promotion, repetition or dropout.

Repeating a grade means utilizing more resources than allocated to student, and leaving a school (dropout) before completing a particular level of education is

also wastage of resources. In both cases, the meager resource allocated for education and time will be wasted. Thus, repetition and dropout rates are indicators of the level of efficiency of the education system.

The decreasing repetition and dropout rates at primary level were among the major objective of ESDP-I in order to increase the internal efficiency of the education system.

Table 9 Performance Target set in ESDP-I Reducing Repetition and Dropout Rates

	1996/97 %	Target 2001/02 %	Achievement	
			2001/02 %	2002/03 %
Grade 1dropout rate	28.5	14.2	28.7	-
Total primary (1-8) dropout	8.4	4.2	17.2	-
Average grade 4-8 repetition rate	12.8	6.4	11	9.8
Average grade 4-8 repetition rate for girls	16.2	8.1	14	12.7
Coefficient of primary school efficiency	60	80	32.8	39.1

Source: MIES 2001/02 and 2002/03 (computed)

Table 9 indicates that dropout rate at grade one was expected to decrease to 14.2% in 2001/02 from 28.5% (1996). However, it remained as it was in 1996/97, in fact with a marginal increase to 28.7% from the base year. The target for the total primary (1-8) dropout rate was to be 4.2% in 2001/02 from the base year (8.4%). Unfortunately, it increased by more than double to 17.2% at the end of ESDP-I (2001/02). This indicates the ESDP-I not only failed to meet its target to decrease the level of dropouts, but the situation was seriously exacerbated.

Regarding repetition rate for grades 4-8, the target was to decrease it by 50%, i.e. from 12.8% to 6.4% for the total number of pupil. The target for the girls to decrease was from 16.2% to 8.1%. This target also failed to succeed as it was expected. It decreased only to 11% from 12.8% for the total and for girls from 16.2% to 12.7%, respectively. Although a slight improvement has been observed, repetition rate remained high in 2002/03.

The target for the coefficient of primary school efficiency was set to increase from 60% (1996/97) to 80% at the end of ESDP-I (2001/02). However, it decreased to 32.8% over the programmed period.

As stated above, the coefficient of efficiency decreased almost by half at the end of ESDP-I (2001/02). Therefore, the efficiency of primary school in Ethiopia, which was expected, to increase to 80% (which is closer to 1 or 100%) dropped to only 32%. This shows the sector failed dramatically in achieving the set target and decreased abysmally even from the base year reality. This indicates the primary education system at national level has performed poorly with regard to internal efficiency, i.e. at unacceptably high dropout and repetition rates. This will be discussed in depth in the next section, taking into account the different levels of primary education in the sample regions in comparison with the national level results.

In general, efficiency indicators in ESDP-I did not meet their target and, in some cases, deterioration has been observed.

3.4.1 ESDP-I Achievement on Internal Efficiency in the Sample Regions

As discussed earlier ESDP-I has targeted at the national level to reduce both the dropout and repetition rates in primary grades to 50%.

Within the context of the target set to decrease repetition and dropout rates attention made have under to reveal ESDP's performance in the respective sample region. For example, Amhara had set a target to decrease dropout rate by 20% while no target was set for repetition rate Oromia's plan was to decrease dropout rate by 50% and the repetition rate by 95%. Addis Ababa set targets to decrease repetition rate from 7.6% to 4% and the dropout rate by 3%; the other regions did not set clear targets.

At this juncture, analysis of the status in the sample regions will help obtain a clear picture of the efficiency performance of ESDP-I of primary education in terms of repetition and dropout rate at different levels of primary education.

Table 10 Dropout Rate in Primary Education

Region	Grade 1		Grades 1-4		Grades 5-8		Grades 1-8	
	1996/97	2001/02	1996/97	2001/02	1996/97	2001/02	1996/97	2001/02
Amhara	27.3	24.2	11.3	14.8	7.3	10.5	15.9	14.7
Oromia	29.5	28.4	12	18.7	8.3	10.8	10.8	17.8
SNNP	34.1	36.3	15	17.3	7.7	14.8	18.8	29.4
Afar	48	37.6	18	17.1	16.1	5.0	22.6	19.5
Somali	24.8	17.7	21	20.8	36.5	2.1	27.5	17.8
Benishangul Gumuz	35	35.4	36.2	20.1	2.4	12.5	22	20.4
Addis Ababa	8.3	8.1	3.4	2.7	4.1	1.2	3.4	2.1
National	28.1	28.7	13.3	17.7	7.6	11.1	8.4	17.2

Source: Computed indicators of Ethiopian Education System MOE Dec. 2003 EMIS 1996/97 and 2001/02 EMIS

The above data show that dropout rates were higher in the lower grades with particular severity in grade one, both at the national level and in all the sample regions. Furthermore, no significant decrease was observed at the end of ESDP-I in SNNP and Benishangul Gumuz. Instead of decreasing, dropout rates were increasing.

The situation in grades (1-4) seems to be relatively better to in Amhara, Oromia, SNNP and with National level. Even though it is still considerabl of high, significant improvement was observed in Benishangul Gumuz. Although in second cycle primary grades the dropout rate appeared to be lower than that of first cycle, wastage at this level was still high. Significant improvement was observed in Afar and Somali. In the remaining regions, including the national level but excepting Addis Ababa, dropout rate has been increasing during ESDP-I.

In general, dropout rates at primary level in almost all sample regions and at the national level have maintained high. Addis Ababa presents a relatively better picture, mainly because of accessibility of schools to students, but also other factors may have contributed in this regard.

Table 11 *Repetition Rate in Primary Education*

Region	Grade 1		Grades 1-4		Grades 5-8		Grades 1-8	
	1996/97	2001/02	1996/97	2001/02	1996/97	2001/02	1996/97	2001/02
Amhara	15.7	18.1	8.1	13.7	12.8	17.2	11.5	14.58
Oromia	11.3	4.65	8.0	5.5	13.2	8.985	11.3	5.97
SNNP	12	14.96	7.7	11.945	8.0	14.1	10.1	12.81
Afar	19.1	22.56	15.1	15.0	12.8	15.6	14.8	17.43
Somalia	13.1	0.45	9.4	2.55	12.0	5.42	9.6	2.41
Benishangul Gumuz	22.7	13.28	12.5	13.41	12.1	18.9	16.7	14.67
Addis Ababa	2.1	0.64	2.6	2.5	11.7	12.7	7.3	7.85
National	13.54	10.83	7.98	9.12	7.59	12.105	10.37	9.96

At a national and regional levels repetition rate was high in 1996/97 specifically in grade 1. At the national level it slightly decreased to 10.83 at the end of ESDP-I. In the Amhara, Afar, and SNNP regions, repetition rate increased in 2001/02.

Somali, Oromia and Addis Ababa showed a record of improvement in repetition rate in grades 1-4. According to information from the respective regions planning and project department, this was partly because of continuous assessment policy implemented in the lower grades. The other regions in the sample showed an increase in repetition rate over that of the base year including the national average. In Afar there was no change, while a substantial improvement was seen in Somalia. In grades 5-8 in Amhara, SNNP, Afar, Benishangul Gumuz and Addis Ababa, the repetition rate became high in 2001/02 in relation to the base year, whereas Somalia and Oromia showed improvement at this level as well.

In general, high repetition rate was recorded in almost all regions. This in turn, leads to conclude say that, access tends to increase, while repetition and dropout rates in the primary schools both at national and regional levels remains high. This again is another challenge to the sector.

3.4.2 *Remarks of Respondents on ESDP-I's Performance Regarding Repetition and Dropout-rate*

Table 12 Performance on Decreasing Dropout and Repetition Rate

	Sum of Squares	df	Mean-Square	f	Sig.
Dropout					
Males					
- Between Groups	14.277	7	2.04	3.390	.003
- Within Groups	55.9614	93	.602	.3	
Total	70.238	100			
Females					
- Between Groups	14.513	7	2	999	0.07
- Within Groups	69.987	94	2.073		
Total	79.500	101	.693		
Repetition					
Females					
- Between Groups	12.536	\7	1.791	0.03	0.03
- Within Groups	48.925	94	.521		
Total	61.461	101			
Males				4.487	.000
- Between Groups	16.226	7	2.318		
- Within Groups	47.534	92	.517		
Total	63.760	94			

There is also variation of response with an ANOVA statistical test (at significant level .000 for male and total, 0.03 for females in repetition rate) 77% of of the respondents drawn from federal office reported that the achievement was 'medium' and 'low'. There over almost all of the respondents in the Amhara regional office reported that it was 'medium' and 'low'. In Afar they believed that their achievement (72%) was 'low' and 'very low'. In SNNP they believed that their achievement (70%) was 'low'; in Benishangul (75%) that it was low performance, and in Oromia majority, 80% of them, said the achievement was medium and above while in Somalia 60% said their achievement was 'low'. On the other hand, the fact that the statistical data show improvement may lead to consider that the respondents are not aware of the statistical results or the data reported are at variance with what is happening at school level.

With regard to dropout there was also significant difference among the respondents with an ANOVA statistical test (at 0.03 for male, and 0.007 for female

and 0.002 for the total). In general, information gathered from annual statistical reports, and respondents discussions with stakeholders revealed that, and ESDP-I did not meet its target in decreasing dropout and repetition rates. At this point, the questions that come to mind are; is the root cause for the failure. Defective planning? Or unattractive school environment? or other non-school factors? And why did some regions show improvement while others did not? The issue is open for extensive discussion and investigation to come up with workable policy options because primary school efficiency does have significant impact on human and financial resources in the country at large. Furthermore, Ethiopia is committed to the millennium development goals which stipulate in goal two/ target three: ***"Ensure that by 2015, children everywhere, boys and girls alike will be able to complete a full course of primary schooling".***

Therefore, effective reduction of dropout and repetition rate is not only a matter of minimizing resource wastage but also is an imperative of the international obligation to which the country is committed.

3.5 ESDP-I Quality Target and Achievements

In assessing the progress in the provision of the degired level of quality of education at primary stage, indicators such as pupil/ teacher, and pupil/section ratios, textbook/ student ratio and number of certified teachers are used (ESDP-I report 2003:10)

3.5.1 Pupil/Teacher (PTR) and Pupil/Section Ratio (PSR) at National Level

Pupil/ section and pupil/ teacher ratios are both indicators of quality and efficiency of an education system. The national standard for both PTR and PSR is 50:1 (MIS 2001/02). A lower ratio compared to the national standard means under-utilization of human and material resources, and on the other hand, a ratio

above the national standard leads to over-crowded of classrooms, which may have a negative impact on the quality of education.

ESDP-I Target was to meet the national standard: by raising PTR from 42.1% to 50:1 and reducing PSR from 57.2 to 50:1 over the period of 1996/97 to 2001/02. However, at the end of ESDP-I (2001/02) PTR and PSR, in fact, increased to 63:1 and to 73:1, respectively.

This indicates that the number of students coming to school was more than capacity of the schools and sections. This may also indicate that, firstly, newly constructed schools and sections were not able to accommodate the students up to the standard set. Secondly, the existence of shortage of teachers at primary level calls for careful planning and effective implementation. Regional variations on this issue will be presented in the next topics.

3.5.2 Teaches' Qualification at National Level

According to the national standard, the first cycle primary education (1-4) requires teachers with minimum qualification of TTI certificate and the upper primary school grades (5-8) a minimum qualification of teacher training at college diploma level.

Table 13 Targets and Performance on Teachers' Qualification

ESDP-I Target	1996/97	Target 2001/02	Achievement 2001/02
Share of teachers (grades 1-4) who are qualified	85	95	95.6
Total no teacher (grades 5-8)	27,381	36,77	47,718
Share of qualified teachers (grades 5-8)	5,729 (20%)	20,000 (54.4%)	12,186 (25.5%)

Source: EMIS 2001/02

From the above table 13, share of qualified teachers in the first cycle (grades 1-4) has met the target act for ESDP-I plus a marginal increment of 0.6%.

The number of qualified teachers in the second cycle primary grades (5-8) did not meet its target. The plan was to increase the share of qualified teachers from 20% (1996/97) to 54.4% by the end of ESDP-I (2001/02). However, the share remains low at 25.5% at the end of the programme period.

In the first year of ESDP-II the performance of increasing the number of qualified teachers for the (grades 5-8) level rose slightly to 28.7% in 2002/03 but is expected to reach 80% in 2004/05 i.e. at the end of ESDP-II

From the above facts, it can be concluded that a large number of teachers who are not qualified are assigned to teach in the second cycle of primary education in a situation of overcrowded class rooms at national level.

Thus, the implication would be that quality was not addressed well during the implementation of ESDP-I and that a lot has to be done at national level to increase the number of qualified teachers.

3.5.3 ESDP's Performance in Providing Quality Education at Regional Level

Regions set their own targets to increase the provision of quality education in primary schools. In this regard, different activities have been identified in each region's ESDP-I plan: viz. to increase the number of qualified teachers in the first and second cycle, to distribute textbooks to each student; and to up- grade teachers student and student section ratio to the national standard 1:50. In this respect, the following table shows the sample region's individual targets and achievements along the above indicators.

Table 14 *Quality Targets and Performance*

Qualified Teacher	Amhara			Oromia			SNNP			Afar			Somali			Benishangul Gumuz			Addis Ababa		
	B	T	A	B	T	A	B	T	A	B	T	A	B	T	A	B	T	A	B	T	A
Grades 1-4	95%	100 (1000T)	94.6%	27356	38856	41156 97.8%	89	-	96.2%	659	1304	83.5%	-	2031	91.7%	-	-	98.7%	-	-	86%
Grades 5-8	-	800	34.4%	11393	13210 13%	13630	13	83	17.8	52	880	58.4	-	938	4.2	-	-	47	-	-	57.3
Text Books	1:5	1:1	1:1	4:2	1:1	1:3	1:5	1:2	*1:4 1:3	3:1	1:1	1:2	3:1	1:1	1:1	-	-	-	-	1:1	1:1
T/P	1:40	1:50	1:70	1:38	1:50	1:66	1:52	1:57	80	1:24	1:25	1:31	1:49	-	1:44	-	-	1:52	1:70	1:50	1:35
S/P	1:48	1:50	1:76	1:53	1:50	1:73	-	-	1:80	-	-	1:42	120	-	72	-	-	1:59	-	-	1:66

Source: From regional ESDP-I plan national report of ESDP-I and some region states

N.B

* Base year 1996/97

T = Target 2001/02 ESDP-I

A = Achievement in 2001/02

* In SNNP 1:4 is for the first cycle

1:3 if or the second cycle

Data on Table 14 reveal that there was shortage of qualified teachers for the second cycle of the primary schools in all regions. The problem was severe in Somali, Oromia and SNNP, where the percentages of qualified teachers were 4.2% 13.0% and 17.8%, respectively for the second cycle of primary schools. Afar was relatively in a better situation as compared to the other regions. In the first cycle, the situation seems relatively better in all regions but there are still unqualified teachers for the level all round (Table 14).

With regard to the distribution of textbooks, Amhara, Somali and Addis Ababa have achieved their targets. Although Afar and Oromia did not meet their targets, there is some improvement but still these regions have a stiff "homework" to do. Statistical data are not available for Benishangul Gumuz. However, in the course of discussions with the head of education planning department, it was mentioned that there is severe shortage of books. A severe problem is also observed in SNNP in the first cycle at a distribution ratio of 1:6. In Afar, a JRM report (2003:7) indicated that in some schools one textbook is shared by five students. It may indicate that what is reported and the situation on the ground are not the same.

According to the previous discussion and data in Table 14, in teacher/pupil ratio (PTR) and pupil/section ratio (PSR); neither the sample regions nor the national level could meet their targets. This indicates that the national standard set by ETP is still "on paper".

On the other hand, in Afar and Somali both teachers and classrooms are under-utilized. Teachers in Addis Ababa are also under-utilized. Afar region had planned to raise the teacher/pupil ratio from 1:24 to 1:25, but it achieved 1:31 at the end of ESDP-I, still the teachers are further under-utilized in the region.

Overcroweding is observed in Amhara, Oromia, Addis Ababa and SNNP. The situation is even worse in some zones and weredas within the regions.

For example, in SNNP pupil section ratio ranges from 47 to 99 in Derashie Special Wereda and Hadiya zone (education statistics of SNNP 2001/02). In Mirab Gojjam P/S ratio in urban was 88 and 97 in rural (Amhara educational statistics 2002/03). This situation clearly shows that there is a serious problem of over-crowding. In addition to shortage of qualified teachers and lack of sufficient supply of books for students, especially in SNNP, provision of quality education is hardly practical.

3.5.4 ***Remarks on ESDP-I's Performance Provision of Quality Education***

In response to the query items noted in the questionnaire, different respondents from USAID, ADB, UNICEF, World Bank and BESO have given their reactions as presented and analyzed hereinbelow.

All the respondents agreed that ESDP-I has achieved its target in terms of GER and in increasing the size of school facilities. However, in so far as the increase in the number of classrooms did not match the rise in student enrollment, over-crowding and shortage of qualified teachers – particularly in the second primary cycle – continued to the detriment of the quality of education delivered. In short, the message was clear that TPR and PSR ratios failed to reach the planned levels and, in effect the major issues of quality and equity pose a continuing challenge to the education system overall.

To further stress their concern about the quality of education one of the respondents indicated that in the specific schools visited in rural areas a classroom population of 160 (at three times the national standard) has

been noted in a school of total student population of 6000. In another school only four teachers were in charge of a student population of 800.

On the other hand, the case was submitted to the effect that the situation was not as hopeless as stated above in view of the fact that during ESDP-I.

a) The number of teachers had increased by 21%, and the number of sections by 37%; and

b) The dropout and repetition rates remained almost constant granted that these increments were less than the concurrent increases in student enrollment, the overall impact on the issue of quality was not too adverse. By and large, some respondents concurred that although the increased access was commendable, yet the issue of quality should be given careful attention.

Reaction from the experts and official respondents in the federal and the sample regions indicated that the perceived success of ESDP-I with regard to quality was due especially to the increased number of qualified teachers and the improved supply of text books to students as follows:

Table 15 Respondents Opinion on Increasing Qualified Teachers

Increasing Qualified Teachers	Very high %	High %	Medium %	Low %	Very low %	Total No. Res.
Grades 1-4						
- Male	22.4	50	25	2	-	98
- Female	16	42.7	30.2	9.4	-	96
Grades 5-8						
- Male	5,5	28	44	22	6.1	100
- Female	4	19.2	39.4	31	6.1	99
Books	14.1	25.3	37.4	18.2	5.1	99

Table 15 shows that 98%, and 89.6% of the respondents indicated that performance of ESDP-I in qualified teachers for both sexes in the first cycle is medium and above. This directly coincides with the national achievement: the targets set to be achieved was 95% at primary level and the achievement at the end of ESDP-I was 95.6%.

With regard to the number of qualified teacher in the second cycle 33% of respondents' indicated is very high and high for male teachers while 23% the respondents suggested that achievement in female teacher was very high and high.

On the other hand, 39% of the respondents said the achievement of the qualified female teachers was medium and 44% of them believed the achievement for male qualified teachers was also medium.

As may be observed from the actual statistics, the number of certified primary school teachers for (grades 5-8) is far below the set target of 54.4% In the sample regions SNNP, Oromia, and Somali are far below the national average in both sexes (see annex 1). Hence, the response given by the respondents seems un realistic. This may be due to lack of information regarding the teachers' qualifications or the quality issue as related to teachers' standards. It may also be for the reason that many of the respondents are new.

With regard to book distribution 76% of the respondents said medium and above. In the regions the following are worth nothing: 62% at the federal level said the achievements are medium and low; in Amhara 29% and 53% said high and medium, respectively; SNNP 54% and 18% said low and medium; in Oromia 69% said the achievement is medium; and in Benishangul Gumuz 75% of respondents said the achievement is very high.

Judging from the responses received, one can say some respondents did not have information about the distribution of books in their respective regions or they are satisfied with their present achievements even if targets have not been met. For example, 18% and 54% SNNP respondents believe their achievement is high and medium and only very few (18%) said low. However, in reality, the book distribution ratio is 1:4 in the first cycle and 1:3 in the second cycle. In addition, according to the head of resource material distribution department in some schools one book is being shared by 6 or more students. (Interview with heads)

In Benishangule Gumuz clear data are not available at national or regional levels but 75% of the respondents believe the achievement is very high. In Oromia, although the statistic show that one book is shared among three children, 69% of the respondents said the achievement is medium.

In general, from the national and regional statistics and from the respondents interviewed, educational planners and international stakeholders, the issue of providing improved quality of education is a challenge in primary schooling, both at national and regional levels and needs careful planning and developing alternative measures to address it.

In summary, at the national level and the sample regions, the performance of ESDP-I, in terms of increased access and percentages of qualified teachers in the first cycle (grade 1-4) showed successful results. From analysis of documents review, response of questionnaires and interview of relevant stakeholders, the other indicators, viz efficiency, quality and equity do not show as much change as was expected.

At this juncture, it will be appropriate to review the relevant departments' set targets, the extent of their achievements and the degree of their involvement in the ESDP-I.

3.6 *Remarks on ESDP-I Targets and Achievement, in their Specific Areas of Work*

The consistency of different departments yearly plan with ESDPs target is very important. Above all, the involvement of the departments at different stages of the programme will have much contribution for planning and implementing their activities in line with ESDP-I targets. To this end respondents at federal and regional levels were asked questions as to what extent their departments' yearly plan match to accomplish the ESDP-I targets.

To this particular question 101 (92%) of the target groups gave answers and most of the respondents (84.2%) said their departments' yearly plan was in line with ESDP targets which is, statistically significant (chi-square test P .000). It seems the target departments' yearly plan was designed in line with the ESDP programme.

The respondents were also asked to indicate the major targets of ESDP-I and the degree of achievement to each of them in their respective areas of work.

However, out of 110 respondents only 49 (44%) replied to this question. The major targets identified by these respondents can be summarized as follows: increasing access and quality; decreasing gender disparity, dropout and repetition rates increasing schools and school facilities; and providing capacity building programmes for teachers and educational personnel

Accordingly, the results are:

Table 16 Identified Targets and Performance at Department Level

Target	High %	Medium %	Low %	Never	Number of Res.
Increasing Access	42.9	34	22.4	-	49
Increasing Quality	9.3	51.2	33	7	48
Decreasing Gender Disparity	8	44.4	18.5	7.4	29
Decreasing Dropout	10.7	32	42.9	14.3	28
Decreasing Repetition	20	13.3	40	20	15
Increasing Schools & School Facilities	29	44	18	7	27
Capacity Building Programme for Teacher & Education Personnel's	17.2	44.8	24	13.8	29

Table 16 shows among those who gave response 49 (44%) in which (Most of them from Federal, Amhara, SNNP and Oromia) answered that increasing access was one of their department target. Among respondents 77.16% of them said that the achievement was high and medium Increasing quality was the other area of the respondent's target in which only 43 (39%) of the target population answered, from these 51.2% and 33% of them said the achievement was medium and low.

In setting targets for decreasing dropout and repetition: only 28 (25.5%) for dropouts and 15 (13.5%) for repetition answered that their department has set targets. And their response for their achievement, for dropouts 57% of them, and 60% of them for repetition believed the performance was low and never. This indicates that even if few of them set targets to decrease dropout and repetition rates, the achievement is low and never.

With regard to different areas, the federal set target to decrease dropout and repetition by 50%. From the regions Oromia, Amhara, SNNP

and Addis Ababa have set targets. But Benishangul Gumuz, Somali and Afar did not setting target regarding to decreasing gender disparity. This was indicated by only 29(26.4%) respondents in which the performance was 9 (8%) and 12 (44.4%) which was said by the respondent, 'high' and 'medium' respectively.

At this point, it is reasonable to see which region has set a target to decrease genders disparity. (the number of respondents are 12, from federal 5, from Amhara and Oromia 3 and 4 from South).

At the federal level it was set to increase the participation of girls (grades 1-6) by 10% (ESDP-I document), From sample regions Oromia, Somali and SNNP have set a clear target to increase participation of girls from 20 to 38% Oromia, 24.8 to 50% Somali and from 30 to 38% SNNP. In Afar ESDP- plan indicate to raise girls participation at all levels but did not set clear target. Amhara region did not set a target at all.

Setting increasing schools and school facilities as their target was also identified by only 27 (24.6%) of the respondents. Among these, 8 (29%) and 12 (44%) said the achievement is high and medium.

The other target area identified by 29 (26.4%) of the respondents was providing capacity building for teachers and educational personnel. From those 13 (44.8%) of them said the achievement was medium and a considerable number of respondents (37%) said their achievement was low and never.

As indicated previously from 110 respondents of the questioner 84.2% of them answered that their department yearly plan was in line with the ESDP-I target.

On the other hand only few number of respondents identified the targets and achievement of their departments range from 49 (44%) to 15 (13.5%).

At this point it is good to raise the question as to whether the departments were aware of the targets of ESDP-I? Did they participate in planning, implementation and annual review meetings? As it is discussed above, the majority of the respondents did not answer about the target set of their and achievement departments. Very few of them responded to the question of quality as if their achievement was 'medium' while the reality was different.

The following table shows the degree of involvement of the respondents department during ESDP-I

Table 17 Involvement of Departments During ESDP-I

	V. High		High		Medium		Low		Never		Number of Respondents		Chi-square	
	No	%	No	%	No	%	No	%	No	%	No	%	$\chi 2$	P
Developing (Planning)	25	22	24	21.8	26	23.6	11	10	8	7.3	94	85.5	15.7	.003
Implementation	24	21.8	29	26.4	32	29.1	10	9.1	3	2.7	98	89.1	32.1	.10
Annual Review Meetings	22	20	19	17.3	29	26.4	18	16.4	14	12.7	102	92.7	6.14	.10

Table 17 indicates majority response of 85.5% regarding developing (planning) in ESDP-I. Of these 22% and 21.8% said that their departments involvement were 'very high' and 'high'. A considerable number 23.6% said that their departments were involved at medium level. Generally, 79.8% of the respondents agree that their departments' involvement was at medium and above which has statistical significance in (chi-square value 15.7 at 0.03 level of significance). In regard to implementation of ESDP-I 86.7% of the respondents said, their departments have been involved at medium, high and very high level.

Which is also statistically significant $\chi 2$ value 32.1 and p.0.1 level significant. With regard to the involvement of their departments in annual review meetings, the majority 56.8% of respondents said, medium and low.

Thus, the involvement of the respective departments in annual review meetings seems low compared to the developing and implementation stages. This is not statistically significant at the value (chi-square 6.14 at p. 10)

First, it seems the lower degree of involvement in annual review meetings may negatively affect the respective departments in achieving targets of increasing capacity, decreasing dropout, repetition and gender disparity. It further seems they do not have information about quality issue. Secondly, the issue of gender disparity, quality, dropout and repetition rates were topics of discussions in each of the annual review meetings for the last five years.

The experts and other officials (implementers) do not appear to be fully aware of these critical issues. In most of the annual reviews, participants are the education Bureaux heads and planning head except few regions, these people do not stay in their positions for long. In addition to this, during interviews most of the respondents (the stakeholders as well as planners) said that due to high turnover of officials and experts in most regions, institutional memory was not built. Furthermore, people who participate in different capacity building meetings do not disseminate information to others.

It is also appropriate to see how many of the respondents were in their current position when ESDP-I was developed and the number of years of service in their current position.

Table 18 *Current position and Service of Respondents*

Less than 1 Year		1-2 Years		3-4 Years		5 Years and Above		Total Number of Respondents		Chi-square	
No	%	No	%	No	%	No	%	No	%	χ^2	p
38	34.5	22	20	16	14.5	28	25.5	104	94	32.02	.000

Table 18 shows majority of 77.3% of the respondents were not present in their current position, a considerable number (34.5%) of the respondents have less than one year and 20% between 1-2 year of service at their current position. Only few (25.5%) have served for 5 years and above it indicate that these people may have better understanding in their respective department targets.

It seems that the response to the department's target and achievement in table 16 is limited in number. It can be also said that most of the respondents are new to the current work (Table 18). In addition to absence of institutional memory; they may not have sufficient knowledge about the targets of ESDP-I. This had negative impact on planning and implementing as well as in the follow-up of the implementation at grass-roots level to achieve efficiency, quality and equity is the target set at national level.

3.7 The Performance of ESDP-I in Capacity Building Programme

The World Bank report on Africa region human development series (2001:25) stated institutional capacity is complex and involves at least three types of capacity: leadership capacity, management of sectoral services, and programme management, including management of financial flows and procurements.

Thus, capacity of the institution is a very important element in the success of the sectoral programme. Regarding planning and management capacity in ESDP-I action plan (1999:3-4) it states:

> ***The decentralization of the government, as a result of the federal arrangement, has changed the roles and responsibilities of government at each level (federal, zonal and wereda). With this change, the need has come to build implementation capacity to assume the new roles and responsibilities. Organizational structures need to be reconfigured and information systems strengthened. At all levels, planning and management capacity need to develop, but especially at regional and sub-regional levels, since much of the responsibility for the implementation of the ESDP will rest at these levels.***

Thus, the issue of capacity building was one area of concern at the federal level. ESDP-I plan documents of the sample regions also affirm either in their objectives or strategies to undertake capacity building programmes for educational personnel and experts at different level.

To this end, the writer of this paper has tried to review the extent of capacity building programme and other supports that have taken place in the course of ESDP-I and their contribution to the effective implementation of the programme, which further have positive impact on achievement of the educational targets set by the federal as well as regional governments.

3.7.1 *Response in the Involvement of the Experts in Capacity Building Programme*

Table 19 ***Involvement of Experts in Capacity Building Programme***

	Adequate	Somewhat adequate	Inadequate	Total Resp.	Chi-square	
					χ^2	Sig.
Seminars	24.8%	50.5%	24%	105	77.9	.000
Workshops	26.2%	53.3%	20%	107	19.6	.000
Conferences	13.9%	43.6%	41%	101	53.3	.000
Long-term Trainings	7%	8%	84%	100	186.8	.000
Short-term Training	8.8%	29%	64%	68	29.1	.000

As the above data (19) illustrate, the involvement of experts in seminars and workshops was at medium level; while in long and short-term training it was very low. Even though, the statistical test chi-square (χ^2) seemed significant to all, specially the majority (84%) of the respondents said long-term training was inadequate. While respondents with M.A/MSc are 41 (31.6%), with B.A/BSc 60 (55%) and those at diploma level were only 8 (7.3%).

Analysis of respondents' educational status was pertinent at this stage prior to pass judgment on the need for long-tern training.

Majority of the respondents have in hand B.A/BSc and M.A/MSc degrees and 91.7% of them have served for 6 years and above. In general, it seems the need for long term training was not immediately required, given the respondents' substantial years of experience and the low financial capacity of the country. In order to avoid hasty generalization, a statistical test ANOVA was used to see regional differences in the educational level, experience and responses in short and long-term trainings.

Table 20(a Educational Level, Experience and need of Short and Long-term Trainings

Sever in Current Position	Sum of Squares	df	Mean Square	F	Sig.	Status
- Between Groups	20.303	7	2.900	2.069	.054	
- Within Groups	134.581	96	1.402			Significant
Total	154.885	103				difference
Total years of Service						
- Between groups	42.181	7	6.026	4.839	.000	
- Within Group	125.782	101	1.245			significant
Total	167.963	108				difference
Educational Level						
- Between Groups	7.174	7	1.02	3		Significant
- Within Groups	31.835	101	/315	252	.004	difference
Total	39.009	100				
Long-term training						
- Between Groups	42,181	7	6.026	4.839	.000	
- Within Groups	125.782	101				Significant
Total	167.943	108	1.2615			difference
Short-term training						
- Between Groups	3.384	7	.483	1.135	.354	
- Within Groups	25.557	60	.426			not significant
Total	28.941	67				

From Table 20(a), except for short-term training, all have significant differences in the regional respondents at value of (.054, 0.000, .004 and .000).

With regard to the length of service of officials and experts in their current position 55% have served 0-2 years. Concerning their educational status 35.6% have M.A/MSc and 57.8% B.A/BSc degrees, while 6.7% have diplomas. In their education specialization, 44.4% are educationalists, 18% in social and natural science and 10% in business and economics.

At the federal level, (57.1%) and (42.9%) respondents have second and first degrees and 85% said long-term training for the experts is inadequate. In Oromia 23% and 62% and 23% of them have M.A, B.A

and diploma respectively. Regarding long-term training, 87% of them said it is adequate in SNNP 5 (31%), 9 (56%) 2, and (12.5%) have M.A, B.A and diploma respectively, 62.5% of them said long-term training is inadequate. In Afar 2 of them have M.A and 2 diplomas and the other 2 have B.A and most of they did not answer this question. In Benishangul Gumuz 3 of them have B.A and 2 have diploma and they did not answer in regard to long-term training. Respondents from Somali 1(16.7) M.A, 5 (83.3%) B.A, and 50% of them said inadequate and somewhat adequate.

Regarding the total service years, all of the respondents from federal, Amhara and Addis Ababa have served more than 10 years.

In the other areas, the respondents' service years vary from less than one to 20 years and above. The service years in current positions, specially the official and experts, 34% was less than one year 23% between one and two years.

Thus, the respondent's qualifications and total years of service do not indicate a great need for long-term training. However, those who are at diploma level may need this type of training. On the other hand, the capacity training programme in seminars and workshops appear not to have been satisfactory and then the question which is going to be treated next is. What type of workshops and seminars were given? Were they relevant to their day-to-day activities or just seminars and workshops?

Therefore, it seems short-term and long-term training was important in the area of education and relevant to their day-to-day activities in order to build individual as well as institutional capacity by using as many means as it could be available and pertinent.

3.7.2 *Opinion of Respondents the MOE and Regions Successes in Capacity Building Programme*

In the previous topic, the researcher tried to note the extent of the experts' involvement in different capacity building programmes.

This part will give some idea to the extent of capacity building programmes provided to implementers by the Ministry of Education in the sample regions. The target groups in the federal and in the regions were asked to give their opinion on the extent of their organizations' success in capacity building programmes during ESDP-I.

Table 20(b) Success of MOE and Region in Building Capacity

MOE	Very High %	High %	Medium %	Low %	Very Low %	Total Res.	ANOVA Sig
- Experts	-	7.1	60.7	28.5	3.6	28	.119
- Educational Personnel	13.6	7.6	53.6	32.1	3.6	28	.705
- Regions	-	35.7	46.4	32.1	3.6	28	.708
Regions to different level							
- Experts	12	41.3	28%	3%	-	75	.119
- Educational Personnel							
. Zone	-	12	39%	28	3.4%	75	.020
. Wereda	12	46.	31%	10	-	67	.003
. School	1.3	9	45%	33.4	10.4%	77	.102

See annex 2

Table 20(b) shows that with respect of providing capacity programmes for experts 7.1% and 60.7% of the federal respondents said the achievement was high and medium. A considerable number 32.1% of them believe it was low. From the regions, majority of the responses were as follows' 12%, 41.3% and 28% very high, high and medium, respectively. An ANOVA statistical test was employed to see if there were regional difference for this particular response and the result is 0.119

(not significant), which means that all regions have almost the same degree of response.

In providing capacity programmes for educational personnel 53.6% and 32.1% of the federal respondents said it was medium and low. In conducting capacity building programmes for the regions, most of the respondents: 36%, and 46% in MOE said high and medium; a considerable number of respondents 35.7% said it was low and very low. An ANOVA statistical test was also used to see if there were differences among respondents. In both cases, they were not significant (level of significance 0.705 and 0.708)

With regard to regions providing capacity building programmes for zonal educational personnel, majority of the respondents (39% and 28%) said it was medium and low, some of them believed that the achievement was high at 12% and 3.4% declered low. It is statistically significant (0.020) in ANOVA test, which means there was regional difference i.e. 70.5% in Amhara, 69% in Oromia, the capacity programme for zone educational personnel was very high and high; 50% in Benishangul Gumuz; and 40% in Afar said low.

Providing capacity building programmes for wereda educations personnel, 58% of the respondents believed very high and high; 31% and 10% said it was medium and low. Significant variations also exist among regions (ANOVA sig. 0.000) in capacity programme for weredas in which 68.7% in Amhara, 78% in Addis Ababa, 69% in Oromia said it was very high and high; on the other hand 60% in Afar and 40% in Benishangul Gumuz said the achievement was low. In SNNP 54% and 38% was high and low.

With regard capacity programme for educational personnel at school level significant difference (significant level 0.102) among regions

was observed very few except 27% in Addis Ababa. The achievement 41% in Amhara, 56% in Oromia 41.7% in SNNP said the achievement was medium, 60% in Afar and 40% in Benishangul Gumuz said the achievement was low and very low.

In general, it can be deduced from the response that providing capacity building programmes for experts at regional levels seems better than at the federal. Building regional capacity by MOE also seems good. It can also be said there was an effort to provide capacity building programmes for educational personnel at different levels. There wasn't significant difference among respondents at federal level in their opinion in all items and also at regional levels in building capacity for experts.

Significant difference was observed in regions with regard to providing capacity building programme for educational personnel at zonal and wereda and school levels in the populated regions and Addis Ababa, letter performance was observed although there was a need to do more. In the disadvantaged regions, performance was low or very low in building capacity at different levels for personnel who were directly involved in the implementation of ESDP-I programme.

Therefore, one can conclude the capacity building programme was not given due attention in these disadvantaged regions, and this may have contributed to their lower achievement.

3.8 Opinion of Respondents Extent of Success in Decreasing Attrition Rate of Implementers

As indicated before one of the major constraints in the implementation of ESDP-I probed to be turnover of educational officials, experts and other educational personnel even though the problem varied from region to region. In this respect the respondents were asked to give their opinion on the extent of

success in decreasing attrition rate of experts educational personnel and teachers.

Table 20 [c] Extent of Success in Decreasing Attrition Rate

Experts	Sum of Squares	df	Mean Square	F	Sig.
- Between Groups	11.759	7	1.680	2.661	0.015
- Within Groups	56.179	89	.631		
Total	67.938	96			
Educational Personnel					
- Between Groups	6.767	7	.967	1.609	.143
- Within Groups	53.460	89	.608		
Total	60.227	96			
Teachers					
- Between Groups	8.799	7	1.257	1.853	0.087
- Within Groups	61.746	91	.679		
Total	70.545	96			

As observed in Table 20[c] ANOVA statistical test was employed in order to see variation among regions and it showed a significant variation (at 0.015 level of significance). In the federal 51% and 40% said the achievement is medium and low. In Amhara 50% and 30% said medium and low; in SNNP 55% said low achievement; in Oromia 60% said it was low; in Afar almost all said low and very low.

In Addis Ababa 56% said medium; 33% of them said low and high; 60% in Somali said medium. Therefore, the achievement in some regions (SNNP, Oromia, Afar) was low and in others, including federal, medium and low.

With regard to reducing attrition in educational personnel: majority 48% and 33% of the respondents said medium and low and a few (11%) believed it was very low. Statistical test result shows (significant 0.14) not that much significant difference among regions. In Amhara, federal and Addis Ababa, majority of the respondents said the achievement was high while the rest of the regions ranged between low and medium.

With regard to reducing attrition rate of teachers, 44% and 34% said medium and their significant difference among regions was (an ANOVA statistic test sig. 0.087). In SNNP about 60% said low achievement, in Oromia 55% said low, in Afar 86% said low and very low, in Amhara 50% said low and very low, and 33% said high, 75% Benishangul Gumuz and Somali said medium, 50% federal said medium, and Addis Ababa 55% said medium.

Therefore, in Oromia, Amhara, Afar, SNNP seems attrition rate of teachers is a problem where other areas seems at medium level. In general, it can be said there is attrition noticeable of implementers in almost all sample areas, and this fact calls the attention of the concerned bodies both at national and regional levels.

In addition to this, it should be noted that the capacity building was not that much effective. It was at medium level and worse in Afar and other disadvantaged regions even if there were who received capacity programmes at medium level. Due to the high attrition rate of implementers, the capacity they acquired from different exposures may go with them and the institutions remain without any reference document. This may have negative contribution for day-to-day activities for those who were assigned to fill the vacancies.

3.9 ***Allocation and Utilization of Budget in Primary Education in Sample Regions***

Education sector is one of the priority areas of Ethiopian government in the budget allocation. The ESDP target was to increase the share of total education budget from 13.7% (1996/97) to 19.0% (2001/02) and to increase the share of primary education budget from 46.2% (1996/97) to 65% in 2001/02. At the end of ESDP-I the share of total

education budget reached 17.6% (MOFED) and the primary education share also increased to 62.2% in 2001/02 (MOE Planning Project Department). Even if ESDP-I did not reach its target, the achievement was short of target by only 1.4% and 2.8% of the total education share and share of primary education, respectively; registering a good improvement in the budget allocation. It can be said that the government's commitment is being practical as it was pointed out during the discussion with stakeholders and educational planners even if much remains to be done. At this point, it is appropriate to review briefly how the allocated budget was utilized in the sample regions and at national level. The following table highlights the allocation of budget for the two years of ESDP-I and the first year of ESDP-II.

Table 21 Allocation and Utilization of Budget for Primary Schools

Regions	000 (Birr) capital						Recurrent					
	2000/01		2001/02		2002/03		2000/01		2001/02		2002/03	
	Allocate	%. Utilize	Allocate.	%	Allocate.	% .utilize.	Allocated.	%. utilize.	Allocate.	%. utilize.	Allocate.	% .utilize.
Amhara	61991.8	28.9	457622	45.4	45525.3	35.9	200134	98	18560.8	9	189293.8	90.6
Oromia	87642.1	68.4	92688.7	74.9	38398.6	62.6	32255.6	99.4	353068.3	99.6	NR	NR
SNNP	68392	41.0	66169	29.7	NR	NR	227107.3	88.9	22594.3	98.9	--	--
Afar	18626.4	43.6	13664.4	53.5	15434.5	74.6	24487.5	44.8	103.6	85.1	8396.9	100.1
Somali	NR	NR	NR	NR	97828.8	NR	NR	NR	NR	NR	26870.3	131.0
Ben/Gum	12021	34.2	14370.1	31.7	16847.7	22.1	16689.7	90.1	18152.2	99.4	10731.2	41.9
A.A	27277.1	64.5	28537.5	43.7	11709.6	81.7	53550	96.9	56841.1	110.1	NR	--
National	35867.5	4.8	327705.1	51.4	257810.5	53.7	928860.2	94.3	563723	100.3	661508.3	94.8

Source: ESDP-I consolidated report 200/0- 2002/03 2001/2 and the recurrent budgets of SNNP & Amhara from RFEDBS

The utilization of recurrent budget, in all sample regions and at national level, was higher than that of the capital budget, to the extent that some regions utilized the recurrent budget beyond the allocation. Amhara and Addis Ababa in (2001/02) have utilized 108.9% and 110.1%, respectively, in the same year in which the national average was 100.3%. It should be noted that recrrent budget utilization of Somali region showed 131.1% in the year 2002/03.

With regard to capital budget in most of the regions the utilization was poor. Oromia seems better in the last three years, its performance was 68.4% 74.9% and 62.%, respectively, Afar showed good performance (74.6%) in 2002/3. In the case of Somali full data are not available.

In general, except Oromia and, to some extent Afar, the utilization of capital budget was very low. This may have contributed to low physical performance (in new construction, expaending and upgrading schools) furthermore, it may have an impact on quality. In most areas and even at national levels too, the target set for schools construction was not fully met. The increase of enrollment was more than the available sections. In this respect, when asked about the adequacy of the budget, the majority of respondents (43% and 27.3%) said 'medium' and 'low': Very few (11.3% and 7.3%) said 'high' and 'very low'. The federal respondents were also asked to comment on the regions' capacity on the utilization of budget. 70% of them said that it is at medium level. The response of the finance bureau people showed that the utilization of recurrent budget is not a problem because most of this is allocated for salary. The challenge was on the capital budget due to low capacity of implementers, delay of fund disbursement and long processes of donor agencies. As a result the performance was always low.

An ANOVA statistical test was employed to see if there was significant regional difference on the respondents' opinions on the budget adequacy (see Annex 2). A significant difference was observed (0.004 significant level) 56% in the federal, 71.4% in Addis Ababa, 53% in Amhara and 57% in Oromia were at medium status level. On the other hand, 100% in Afar, 54.8% in SNNP, 50% in Somali, 43% and 41% in Amhara said the budget was low and very low. In Table 21 it can be observed that utilization of capital budget was extremely low in most of the regions.

It can be concluded that, it was unreasonable to say the budget was low or very low without using the allocated budget. However, it should be noted that to increase access, quality, efficiency and equity there was a need of mobilization of more financial resources along with increasing capacity of implementers. According to the World Bank education section head the budget allocated every year was not enough to address the sector's problems, in addition to the existing low capacity of required utilization and a general lack of accountability for the funds utilized.

All respondents were asked to give their opinions on the success of the region in mobilizing fund resources and the support from RFEDB of the Federal MOFED to which most i.e. 29.5% and 47.4% said that was high and medium, respectively. Majority opinion from RFEDB indicated the existence of good relations with Education Bureaus.

3.10 ESDP-I Achievement in Mobilizing Support from Different Stakeholders

In the introduction part of ESDP-I, action plan (1999) was stated that ***"key stakeholders have been involved in the preparation of the programme more involvement will be during implementation"*** It further indicated that in the topic of implementation arrangement of the programme, more ***"private sector involvement will be needed and also active participation of the community at all stages will be encouraged".***

In this regard the researcher wants to see the extent of regions mobilization to get support from different stakeholders like: communities, development associations, local NGOs, International Organizations and Women Affairs. (The rational for taking women's affairs into considerations is that the national women policy 1993 strategy, says the

federal women's affairs as well as regional bureaux will play a role in enhancing women's education).

In this respect, most of the (52% and 20%) respondents said community mobilization for support was 'medium' and 'high' respectively, and 28% of them said community mobilization was 'low' and 'very low'.

With regard to mobilization support from development associations, majority of them (39.2 and 45%) said it was 'medium' and 'low'. In mobilizing support from local NGO 66.3% believed it was medium and above. Among the respondents 35.2% and 15.4 of them said support from women affairs was 'medium' and 'high'. On the other hand, 38.5% and 11% of the respondents believed the support from women's affairs was 'low' and 'very low'. A statistical test ANOVA was employed to see if there was regional difference, but it showed not significant. (see Annex 3)

Concerning mobilization of support from international organization, only the federal respondents were asked and in response only 8% of them said it was 'low' and 92% of the response lies from 'very high' to 'medium'.

In general, it can be said that in mobilizing support from different stakeholders especially at local level, seems not that much encouraging as it was stated in the action plan of ESDP-I. In mobilizing support from international organizations it seemed better than the local.

3.11 Implementation Arrangement for ESDP-I

ESDP-I action plan (1999: 12-14) states: ***"ESDP is sector wide programme and not a project, and so requires a new approach from both government and donors. The key for successful programme support was agreement on programme objectives, targets and the process by which***

these will be reached". It further indicated that ***"it is essential to create a common understanding of implementation arrangements by all stakeholders, including donors and those directly responsible for implementing the programme".***

As a result overall financial management responsibility was given to MOF at federal level and RFBS, the implementation responsibility was for MOE at federal level and Education Bureaus at regional level.

Federal and regional joint donor - government steering committee was set up to oversee and coordinate the implementation process and to advise the government on matters related to programme (see annex 5). The education planning programme departments at federal and regional levels were assigned to be the secretariat for CJSC and RJSC, respectively, and play vital role in overall coordination and monitoring of the implementation of the ESDP-I. The responsibilities of the secretaries were providing assistance at different levels.

In order to see the extent of support given and degrees of achievement of monitoring and evaluation, questions were set directly and indirectly.

To this end, the target populations were asked to give their observation on the assistance given to the implementers at regional, zonal and wereda levels in planning budgeting, implementing, monitoring and evaluating of activities to help their ESDP-I goals. The result showed that the support was at different levels and was limited to monitoring and evaluation.

Table 22 Support to Implement the Programme

Support	Very High %	High %	Medium %	Low %	Total Res.	*ANOVA	
						F	Sig
Planning	13.6	28	39	19	103	2.09	.052
Budgeting	5.4	16	44	34	93	77	.617
Implementation	6.3	29.5	45	19	95	-1.218	0.302
Monitory and Evaluations	12.3	21.7	42.5	25	106	1.987	0.064

* See Annex 6

Table 22 illustrates majority of the respondents 42% and 39% believe that the support given in planning at different levels was medium and above. Very few, about 19%, said the support was low.

With regard to support given to implementers for implementation 81% of the respondents said it was medium and above and 19% believed it was low, 75% of the respondents said the support in monitoring and evaluation was medium and above, and 25% believed the support was low.

In budgeting, 65.4% and 34% said the support was 'medium and above' and 'low', respectively. In order to see if there was regional difference ANOVA statistical test was used to inspect budgeting and implementing. A significant value of 0.052, .062 was observed for support given in planning, monitoring and evaluation. With regard to planning from the federal respondents 15%, 37% and 40% said the support given to the region, was 'very high', 'high' and 'medium', respectively. In Oromia on the support given to sub-region 60% of the respondents said 'high' and 'very high' and 20% 'medium'. In Amhara 50% said 'high', 'very high' and the others 50% said 'medium'. Afar, and Somali 57% and 50% said the support made was 'medium'. In Afar 42% said it was 'low' and Benishangul Gumuz 75% of them said it was 'medium', and in Addis Ababa 36.7%, 30% and 29% said 'high', 'medium' and 'low', respectively.

With regard to the support given during implementation 62% in the federal believed it was 'medium', 53.3% in Addis Ababa, 75% Benishangul Gumuz and Somali also said the support made to sub-regional units was 'medium', in Oromia majority 40% and 33% of them said it was 'high' and 'medium' in SNNP 27%, 36.6% said 'high', 'medium' and 'low', respectively.

From this it can be said that support given by the federal to the regions and the regions to sub-regional units in different activities, the response ranges from high to medium in almost all the regions. In Afar, support for the sub-regional units by the region in budgeting and implementing seems low. This also might be taken as the other contributing factor to the low achievement.

3.12 Views on Monitoring and Evaluation Mechanisms Used

The ESDP-I action plan (1999:19-20) stated that ***"an assessment activity would be carried out during the implementation of ESDP-I including monitoring and evaluation".*** It also pointed that ***"monitoring and evaluation was vital to support the further planning and decision-making that take place during implementation based on quarterly and semi-annual monitoring and reporting cycle. To facilitate the use of information in decision-making, all reports will present accumulative information for the full year".*** To this end the respondents were asked to give their opinion on the extent of their organizations' success in monitoring and evaluation during ESDP-I

Only half (55) of the target population responded to this question: out of these 13 (23%), 22 (40%), and 16 (19%) said the achievement in monitoring and evaluation in their respective areas of work was high, medium and low. Very few 2(3.6%) in which each of them have extreme view of very high and very low.

An ANOVA, a statistical test was used to see if there were differences among federal and regional respondents, there is difference (0.040 significant level). Most of the respondents were from federal 23 (82%), Amhara 15 (83%), and Afar 4(57%). In other regions, only few respondents answered this question, and 17.4%, 48% and 26% of the federal respondents believed the achievement in monitoring and evaluation was very high, medium and low. In Amhara 53% and 26.7% believed the achievement was high and medium. In Afar 75% of the respondents said low.

It can be concluded that: firstly except in federal, Amhara and Afar regions most of the respondents in other regions seem to have no information or they do not know about the ESDP-I performance and achievement in monitoring and evaluation. Secondly, the Amhara region appears to have done a better job. While at the federal level, most respondents said medium and Afar region was at a lower level. In this aspect, it can be said that there was no effective follow-up of activities during the implementation of ESDP-I. It may have had a negative contribution to the low level of achievement in the quality, efficiency and equity parameters.

The response for mechanisms used to evaluate the performance feed back are shown below.

Table 23 ***Feedback Mechanisms***

	High %	Medium %	Low %	Never %	Total Resp.
Questionnaires	15	31	34	20	94
Supervision	19	41.6	36.6	3	10
Report Annual/Quarterly	50.5	23.8	19	6.7	105
Review meeting	30.5	31.8	25.5	12	98

Although there is a degree of variation vis-a-vis all the mechanisms used to obtain performance feed-back during the implementation of ESDP-I, annual and quarterly reports appear to be the major means and conducting review meetings as the second instrument of evaluation. In this regard, it can be said that a measure of monitoring and evaluation has been carried out during ESDP-I.

At this point it is pertinent to raise issue in relation to the response to the question of success of ESDP in monitoring, evaluation and the mechanisms of performance feed back from sub-units.

Only 55 (50%) of the respondents answered to the question in relation to performance feed back: in which most of them were from federal, Amhara and Afar regions. To see their performance difference of status and department, a statistical test an ANOVA was used on the reporting and review meetings as well as monitoring and evaluation. (which *Interview is widely used Table 23).

Table 24 Department and Status of Respondents in using Performance Feedback

Status of the Respondents

	Sum of Squares	it	Mean Square	F	Sig.
Monitoring and Evaluation of Targets					
- Between Groups	0.20	2	.010	0.012	.988
- Within Groups	44.816	52	.862		
Total	44.836	54			
Reporting					
- Between Groups	2.573	4	.643	.677	.609
- Within Groups	94.989	100	.950		
Total	97.562	104			
Review Meeting					
- Between Groups	4.009	4	1.002	.976	.424
- Within Groups	95.308	93	1.025		
Total	99.316	97			
Departments of the Respondents					
Monitoring and Evaluation of Targets					
- Between Groups	2.607	3	.869	.964	.419
- Within Groups	37.850	42	.901		
Total	40.457	45			
Reporting					
- Between Groups	11.616	5	2.323	2.633	.029
- Within Groups	77.661	88	.883		
Total	89.277	93			
Review Meeting					
- Between Groups	3.482	5	.606	.653	.660
- Within Groups	87.415	82	1.066		
Total	90.898	87			

As shown Table 24, except the annual and quarterly report mechanism, no significant difference was observed among the respondents. With regard to the report mechanism, there was difference (at 0.029 significance level) at the departmental level. Among the respondents 74% were in the planning and project department, 83% were from education programmeming and human resource department, they rated the report mechanism as high and medium level to obtain performance feed back.

Therefore, performance feedback in reporting was used mostly by those two departments. On the other hand, in the interviews with educational and project department heads at the center and regional levels and with stakeholders, most of them indicated that there were delays in reporting from regions and sub-regional units. This seems to be one of the challenges on the issue of follow ups, to which how activities were going on at a grass root level.

3.13 Major Constraints During the Implementation of ESDP-I and Measure taken to Address the Problems

3.13.1 Major Constraints

As stated in the World Bank report (2001:37) sector programmes are inherently complex. The complexity is derived first from the broad scope, the concern with everything in the sector top to bottom, wall to wall. Second, donor coordination is never an easy task, and is made even more complicated. Third, the attempts to channel external resources through the government budget, and fourth the simulation efforts at major sectoral reforms, such as decentralization. All these factors add layer of complexity to sector programme. It is further noted that complexity is not a weakness as such. It only becomes a weakness when ambition exceeds capacity.

As highlighted in the literature review, many draw backs have been observed during the implementation of sector development programme or sector wide approach in other countries.

Since, ESDP-I is the first experience to be implemented in Ethiopia, it should not be surprising in this broad approach if weakness or constraints are observed. What matters is the effort and commitment as well as willingness of the concerned bodies to apply different mechanisms to overcome the identified constraints.

During the implementation of ESDP- annual review meetings at federal level, and which involved different actors (regions and donors) have been conducted for the last five years. During the meetings, different constraints have been raised discussed and recommendations were also proposed in every meeting. Some of these are: existence of wide gender gap, low efficiency, low quality, low implementation capacity and delay in fund disbursement by external sources, etc.

The researcher's aim was to find out, whether all these problems existed in all sample regions, and, if so to what extent MOE and the regions, in particular, have applied their best efforts to overcome the problems? Are the problems identified and shared by experts and officials (target groups for the study)? And are there other problems?

In this respect, open-ended questions were asked, in order to enable the respondents to air their views freely. Out of the questionaire respondents 67 (61%) of them gave their views ESDP coordinators (planning and project department heads at MOE and regions), people from finance, (federal and the regions) and international stakeholders were also interviewed to give their views on major constraints.

The following constraints were identified. These can be divided into external and internal:

3.13.1.1 External Constraints

Financial constraint is identified for some activities and especially for capital projects. Delay in the disbursement of money form financial institutes and lending agencies (particularly ADB) were the major constraints identified almost by all.

The donors were not on board, specially during the Ethio-Eriterian conflict which affected the construction of schools and civil works and the government was forced to finance these from its scarce budgetary resources.

- Lack of harmonization of donors' procedures with those of the government, or lengthy procedures, resulted in the delay of construction implementation and other activities.

- Low level of participation from NGO's to invest on education because of government's uncompromising standard of financial management and the interest of the NGO. The government obliges them to integrate their financial flow according toits own rules. Due to this, most of them retreat from investing on education. Interviews with MOFED pointed out that there is lack of integration in planning construction among different agencies at regional level. For example, Ethiopian Social Rehabilitation and Development Fund (ESRDF) is building schools anywhere if the community contributes 10% (in kind, money or labour), which is very good. But most of the schools were under-utilized (no students). And the regional Bureaux was forced to assign teachers in the newly built schools where there were no students. A respondent stated that in some of the schools visited,

there were only 4 or 10 students. This was another wastage of scarce resources.

- Most donors prefer to forward funds via channel 3 (sending money directly to the project). It was a problem to monitor and evaluate the project because of poor capacity. [Thus, the country is using it as a budgetary support], and thus, harmonizing to implement is not a simple issue.

In the action plan of ESDP-I (1994:16) it is highlighted. ***"The Ethiopian budget system separates recurrent from capital expenditures ...The government naturally prefers aid that is in the form of budget support to the sector, and which does not have to be tracked to a specific project or activity. However, it is prepared to come to an available arrangement with donors until general agreements will be honored and accommodation made within the law for on going cooperation, but it will be in the interest of both donors and government to review disbursement of channels."***

Therefore, it seems the responsibility to influence donors according to the national interest and to use the money effectively depends on the negotiating capacity of implementers, especially, the Ministry of Education.

3.13.1.2 Internal Constraints

Low implementation capacity at all levels was raised by the majority of respondents, capacity of human and material resources.

Experts from World Bank, ADB, USAID, and MOFED raised the issue of capacity (not only capacity problem at regional level) and added MOE is not working as it was expected by supporting regions as some

regions need more support because of their weak human resource base and poor staffing. It was commented that MOE has to play its facilitating coordinating and supporting role not only by calling regions to come to the center but rather deliver direct technical support at their work place, especially in the four under-served regions.

Regarding the support to regions one of the interviewed person said, MOE was helping regions by developing various guidelines (financial and others). All regions were participating in the joint review meetings which was good experience exchange in reporting financial and other performance reports. On the issue of giving technical support to regions (by going to their places) especially disadvantaged regions. According to the MOE planning and project department response during interview, they give support, only if there is a request from regions, but they do not set it as their yearly plan. In some projects, there are technical working groups (from regions MOE and MOFED donors) attending to the four disadvantaged regions. Further constraints include the following.

- Low negotiation capacity of MOE with donors, and weakness in reporting on time from the regions and sub-regions were also identified as drawbacks.

- Inadequacy is observed in the number of qualified personnel and experts in some regions at regional level; and in all sample regions at wereda level. Most of them are posted for wereda offices from their teaching performance without undergoing management training.

In addition to lack of qualification essential posts are not filled by appropriate people at regional and wereda levels. The situation varies from place to place. For examples one of the interviewed from among the stakeholders visited 40 schools and some weredas in Amhara, and Oromia and met only a wereda education head and the office guard as the total

staff, the other posts being vacant in one school. The education planning and programmeming departments' heads have also affirmed this. The researcher also observed in SNNP planning and project department there are only five experts including the department head. Out of these the department head and three experts are new to their posts; two of them have served for not more than three months. High turnover of experts and education officials have been identified as one of the major constraints in all areas except in Amhara region, and the center. The problem in Oromia, Somali and Afar especially, turnover of Bureau heads is very high. The problem of turnover affects the implementation of ESDP-I since experts and staff who had participated in different training; workshops, visits, tours and who developed their capacity and experiences (knowledge) of ESDP-I left their posts. The capacity and knowledge they gathered was lost with them. No institutional memory and the newly posted experts start from the scratch.

In Afar the problem of turnover of bureau heads is compounded by the fact that all assigned were under-qualified (interview planning and project expert and response from the questionnaire). In addition to this, the joint review mission report (2003:17) also identified the problem ***"the overall managerial and technical capacity of the administration in Afar is weak and at times disfunctional, with a high degree of absenteeism and apparent denominations or disinterest. The performance of education is badly affected".*** The respondents also identified less commitment on the point of the regional government.

In Oromia due to the high degree of turnover of Bureau heads at least 11 Bureau heads were assigned in 10 years' time. Furthermore, when the heads come to assume office, they also assign their own people at sub-regional levels (interview from planning and project department). In addition, the internal efficiency of the institution was not result oriented. The other problem was the tendency of resistance to change. For example,

ADB has its own rule for financial disbursement. However, instead of adjusting the regional and federal capacity to the situation, the resistance on changing the bank's rule had affected the utilization of the available ADB money.

Weak monitoring and evaluation reporting system has been raised as a major constraint. Regional Joint Steering Committee (RJSC) was supposed to meet at least four times in a year (January, April, July and October) (ESDP action plan 1999:41), in order to follow up the effective implementation of ESDP (see annex 4). In some regions, such as Addis Ababa, Oromia, Benishangul Gumuz at the beginning it started working, but at a later stage it ceased to carry out its duty. In SNNP RJSC have conducted only two meetings in 5 years.

Failure to utilize existing ADB funds due to delays in submitting financial reports with supporting facts: ADB wants at least 50% report to disburse the rest of the money. Even if some regions send the reports on time, the delay on the part of other regions in reporting the minimum requirement of 50% financial report becomes an obstacle for the disbursement. As a result, Africa Development Bank (ADB) does not disburse the money. Thus, those regions which preformed well are affected because of the failure of others to report. The other constraints are:

- In some areas there was low commitment and motivation of experts and bureaucratic complexity. (Afar is a good example)
- Low performance was observed on dissemination of information to experts at zone, wereda and school levels about ESDP. In this regard at a higher level: Bureau heads planning heads, and others who participate in ESDP annual review meetings do not disseminate the important information to experts and other implementers. The

implementers do not know the weakness, strength and the proposed solution. So that it may contribute a lot to low capacity and motivation and low performance of the target set for ESDP.

- In some rural areas due to low demand of education, even though, schools are constructed, dropout and repetition rates are high due to the manifestation of poverty (person from World Bank).

- Gender, regional/zonal, urban/rural disparities and low quality (low level of distribution of books, and high teacher/student and teacher/section ratios) were also identified as major problems.

- Almost all respondents and stakeholders state that due to low awareness, there was problem of accepting the educational policy by the implementers (teachers and educational personnel).

- Lack of clear educational indicators was also identified as one of the drawbacks.

- Reports in annual review meetings focus only on over-achievement and under achievement which are not analyzed in-depth. The same issues have been mentioned in each annual review meeting as problems. It seems no-depth measures have been taken by the concerned bodies (Person ADB)

- Some experts tend to consider that ESDP was the responsibility of only Planning and Project Departments.

- lack of accountability of regions, if they do not utilize funds on time (World Bank);

- community participation in education remained inadequate;
- no common shared vision and mission at all levels (MOE);

- no integrated work within MOE and there was weak chain of planning;
- there was low attention and high reluctance of officials to narrow gender disparities especially at wereda level (person UNICEF); and
- promotion and devotion was not on (SNNP, Afar).

The above constraints were raised by respondents from the questionnaires and interviews made. The respondents were asked if there were any measures taken to overcome the major constraints.

3.13.2 Measures Taken to Overcome Some of the Problems

For this particular question about 65% of the respondents gave their views which are as follow:

- the joint Steering Committee at the federal level was working to solve the identified problems;
- different activities have been taking place regarding capacity building programmes at all levels (distance and summer programmes);
- especially for wereda education personnel, different modules were under preparation and training of trainers have been carried out (this is at 2nd year of ESDP-II (2004);
- awareness creation for teachers and educational personnel on policy issues has helped a lot;
- devolution of power to the weredas has been increased (end of ESDP-I to most of the regions);
- developing strategic planning team work and result oriented planning was introduced. (late 2003);
- promotion work on NGO's and private agencies assisted to invest on education;
- negotiation capacity with donors increased;
- regions were encouraged to set RJSC and to work actively;

- specific rules and regulations were made to improve the civil service and are ready to start the civil service reform;
- regions were consulted for complete information and securing exact data;
- much has been tried to bring good decision-making;
- there was community mobilization to construct schools and send their children to school;
- budget for education increased (Oromia);
- there was effective work by using the available human resource;
- using alternative basic education helped students coming to school specially girls, (Amhara, Oromia, and Benishangul Gumuz);
- teachers education system over all was started (2^{nd} ESDP) to overcome shortage of teacher for 2^{nd} cycle;
- changing the training mode of TTI from residence to non-residence increased the capacity of accommodating more trainees; and
- it also helped the administrators of TTI and TTC to consentrate their time on the academic issues rather than engaging on accommodation issues.

Awareness creation programmes about the country's policy and strategies for the training schemes were conducted three times (Amhara region educational Bureau head). In general, the measures taken for the constraints seem encouraging even if most of the measures were taking place in the second ESDP programme. For example strategic planning, the civil services reform and capacity building programme for the wereda education personnel can be cited. Respondents from Afar and Somali said that the problems were still there; especially low skilled people are being assigned in decision-making posts.

3.14 *Reasons for Success Major Strategies and Lessons Learned*

Reasons for Success: Among the respondents who were asked to point out the major reasons for this success, about 60% of them replied. Some of the respondents from Addis Ababa, Oromia, Amhara and at the federal level indicated commitment was observed from the regional and federal governments. A few of the respondents also said the effective work of officials and decision-makers, as well as experts of some in SNNP, Amhara, Benishangul Gumuz and Oromia said, to some extent have involved community and NGO in planning helped a lot. Raising awareness of the community in the rural area, too, helped a lot for access and building schools. The availability of materials at wereda and school levels was improving from time to time. This has also contributed; providing training of trainers and the conference of teachers, experiences sharing at wereda level in cluster schools have contributed a lot. Construction of schools closer to the community helped to increase access for both sexes.

In Addis Ababa, increasing the participation of private investors in education, tutorial classes in some areas, especially for girls, has contributed in decreasing dropout and repetition rates. Establishing the advocating committee at zone, and wereda levels (in Oromia) and in most areas was found to be effective. The distance education programme for teachers of the 2nd cycle, has also contributed.

The decentralization of power helped them to mobilize and plan for their own and the donors' contribution focusing primary education.

In addition, although sector wide approach is new, the above points have helped to see the different components of primary education (access,

teacher education, schools construction, curriculum, distribution of teaching learning materials etc) in an integrated way.

Different strategies have been designed to increase access and quality and to decrease gender, rural and urban disparities: Teaching the community about cultural habits and discussion with community, especially mothers to send their children to schools, taking schools to the community by decreasing schools' distance, making schools gender friendly by organizing girls committees in schools and giving tutorial support, and also avoiding gender bias in distribution of teaching learning materials, providing educational materials as support for needy girls, increasing the number of female teachers to be a role model; give special advice for female students as well as parents have gone a long way in contributing to the success. Additional factors include minimizing the textbook sharing ratio for female students; giving economic support for needy female students; providing dormitories (SNNP) and expanding alternative basic education and non-formal education were also among the contributing factors.

In few areas promoting the importance of girls education and giving more emphasis for female students to register at the exact school age and encouraging them to stay in school, and increasing community participation in school affairs were cited as contributing factors.

Strategies Used to Decrease Zonal/Urban and Rural Disparity:

The following define the important factors. Constructing more schools to the rural areas and paying more attention to the under-served areas in assigning teachers, and using low cost (local) materials in building schools, and encouraging parents to send their children to schools and awareness creation for the community.

To solve the problems the following should be considered: shortage of teachers, by employing professional teachers to the rural areas (Oromia, SNNP, and Amhara) and strengthen non-formal education in the rural areas, and increasing enrollment with effective coordination of kebele leaders by applying flexible school calendar and encouraging NGO (SNNP and Amhara) decreasing work load on children by providing and use of technology and school feeding programmes in areas where there is shortage of food.

Main Strategies for Repetition and Dropout: Assessing the academic problem by applying continuous assessment (automatic promotion) from 1-3 grades (Amhara, Federal Addis Ababa, and Oromia) full time education, tutorial support and creating awareness in teachers, strengthening the school community relationship, solving problems of students and designing action plans at school level; helping poor students; and research on education wastage (Addis Ababa, Oromia, and Afar); improving school libraries and student centered teaching methods (Oromia) were considered.

Awareness creation on harmful tradition habits, arranging flexible school calendar, increasing the quality of distance and in-service programme for teachers; clustering schools to improve teacher training curriculum; and the work of private colleges; and distribution of educational materials were some of the strategies identified in most of the sample regions and the federal respondents.

3.15 Remarks on the Commitment of the Government in Improving Primary Education

It was the researcher's aim to analyse the positive and negative comments on the government which may have positive contribution to the improvement of the performance of the federal and regional governments

education agencies. Response obtained in this respect showed that most (79%) of the respondents said that federal government is highly and very highly committed to improve primary education, very few (14% and 6.3%) of them believed that it was medium and low. An ANOVA statistical test was used to see the respondents area on regional difference. It was statistically significant (0.014 level of significance) that in Addis Ababa 90%, in Amhara 83%, in the federal 66%, in Bensgul 58%, in Oromia 75% of them believed that the federal government was highly committed while 60% of the respondents from Afar and Somali said it was medium and low.

With regard to the commitment of regional governments 76.1% of the respondents said that there was high and very high commitment; only few (18.2% and 5.7%) said that it was low and very low. An ANOVA statistical test showed a significant difference in respondents (at 0.001 significance level). Of the respondents, 62.5% at the federal level stated that regions were highly committed. While 80% in Amhara, 83% in Oromia, 80% in SNNP, 92% in Addis Ababa and 60% in Benshangul Gumuz said that their regional governments were highly committed. On the other hand, 60% of the Afar respondents believed that their regional government was less committed.

Table 25 Views on Commitment of Government

	Sum of Squares	it	Mean Square	F	Sig.
Federal					
- Between Groups	11.540	7	1.649	2.760	.014
- Within Groups	42.410	71	.597		
Total	53.949	78			
Regional					
- Between Groups	14.912	7	2.130	3.874	.001
- Within Groups	43.986	80	80		
Total	58.898	87	87		

Reasons given for the commitment of federal government are: good policy strategy directives, reasonable budget allocation, training to build the capacity of regions and endeavouring to make effective bilateral and muiltilateral agreements, fair distribution and coordination of funds, training teachers for second cycle and taking education, specially primary education, as one of the priority sectors. Negative comments were also identified: weak in sharing experience to the regions, low technical support for the disadvantaged regions in the implementation of ESDP, and low follow-up and the existence of coordination problems within MOE and different regions.

With regard to regional governments, some of the positive comments were: the commitment of these governments to primary education in relation to budget allocation, discussion on issues in the regional councils, training and initiatives to mobilize the community and NGO, construction of primary schools in the rural and disadvantaged areas.

To the contrary, some of the drawbacks identified were low follow-up, less effort made in community and NGO mobilization, less attention to improve the quality of education, the reduction of attrition rates and restrain the high turnover of officials, experts and other implementers; lack of accountability for non-utilization of budgetary and human resources. In Afar and Somali, lack of commitment to primary education of the regional governments has been identified.

3.16 Views on the Sector Wide Approach

Open-ended questions were submitted to the respondents and to the stakeholders to give their opinions on the sector-wide approach. Respondents and all stakeholders gave their views as follows. Sector wide approach was a systematic way of addressing big challenges of the

education system. It was an important strategic change by the government from project to sector wide approach since, it helped to think about the whole education system: the schools to be built depend on the number of students at different age and education level. One cannot think about secondary education with planning for primary education. The quality of primary education depends on the quality of secondary education and vice-versa, and the quality of secondary education depends on the quality of higher education and vice- versa. Generally, it helped to increase link between different sub- sectors and also to plan the linkage between education and other sectors, such as agriculture and industry etc.

It helped to identify where the bottleneck was. It helped the government to think strategically for the future as well as allocation and utilization budget of the present. It increased the role of the government, as the capacity of government increased to play its role, the sector-wide approach will be effective; otherwise it will be counter-productive. Although many challenges were there, by implementing the programme, the capacity of the Federal and regions have relatively improved (The interviewees from BESO, WB, ADB).

Among 110 respondents of questionnaire 59% responded to this particular question. Most of the respondents also said that instead of using the discrete project approach, sector-wide approach helped to ensure the sustainability of education endeavours. It also helped to involve and work with different stakeholders including donors in planning, budget implementing, monitoring and evaluating. In addition, it was also relativity cost-effective and helped to identify and prioritize problems to be solved.

In general, most of them agreed that the approach assisted to implement the education policy, its strategy and also to achieve universal primary education by 2015. Some of the respondents (30%) have indicated disadvantages of SWA in which the unnecessary procedures, prove an

impediment in budget releasing and decision-making, particularly in contexts of unique regional characteristics (Benishangul Gumuz) and pastoral education (Somali,) may not be seen. Respondents from Addis Ababa have pointed out that urban problems have been over-looked and decision was highly centralized. Most training on implementation did not depend on needs assessment of the implementers but rather on the interest of donors. There was also a concern on financial and human problems which man impact on the programme's sustainability (Amhara). The other drawback during implementation was that all sectors did not participate in the agenda of education as it was planned (Amhara. Oromia).

It can be concluded that even if some (41%) of the target population did not respond, most of the implementers and stakeholders believed that sector-wide approach is important to address the problem of Ethiopian education, in general, and primary education, in particular.

3.17 Remarks on the Achievement of Universal Primary Education by the Years 2015

As stated in the previous chapter, providing free primary education for every one is a basic human right. Consequently, many countries including Ethiopia became committed to achieve it by the year 2015.

In so far as the education sector's development has been taken as a priority agenda, MOE and regions were working on to achieve this vision. With this regard, the researcher endeavourd to canvass the views of the MOE respondents, the education planning heads and stakeholders on the targeted achievement of universal primary education by the year 2015.

About 93% of the federal respondents gave their views on the achievement of Universal Primary Education: Among them 46.2% and 34.6% said that it was high and medium, 11.5% of them said that, it was

very low; and 3.8% said very high and low. According to the opinion of various interviewees. It is possible to achieve that if the country addresses the challenges of the substantial dropout and repetition rates and low quality, by involving the community and other stakeholders and experts at different levels in the planning, implementation as well as up-grading implementation capacity and by conduction effective monitoring and evaluation. The stated goal may be reached at country level, although some pockets may not be covered. Furthermore, it demands the long-term commitment of all political leaders on allocating resources and to focus on key issues.

In the opinion of the relevant authority in USAID, few regions would make it and that it was doubtful even at the national scale as long as the right-age children fail to come to school and the issue of quality persists, as it was a severe problem.

A respondent from The African Development Bank said it can be achieved in GER, but in order to insure that every child completes primary education at right age: needs efforts to solve challenges of the sector (problems of equity quality, efficiency and utilization capacity of the funds) and that the commitment of donors continues.

Some educational planners hesitated to comment definite statements because growth rate of population and distribution of education may not be equal.

The former planning head of the Amhara region said that according to the current level of performance, the region will not achieve, on the other hand the education bureau head of this region; said "if we work day and night and if the commitment of the regions and federal governments continues as it is, we will". The planning head of Benshangul Gumuz believes that the region will achieve in GER but not in NER. People from

planning and project departments in Afar and Somali said that their regions will not achieve UPE by 2015 but may be by 2020 or 2025.

The EFA global monitoring report (2002 89-95) indicates to what extent the world is on track for achieving the six goals of the Dakar, which has divided the countries in four quadrants. Quad. 1 at risk of not achieving the goals; quad. 2 high chance to achieve the goals; quad. 3 low chance of achieving the goals; and the fourth serious risk of not achieving the goal. Ethiopia is in the third quadrant in net enrolment ratio (for NER less than 80%, low chance of achieving the goal) and in GER gender party index for less than 0.90% is in the fourth quadrant a (serious risk of not achieving the goal). These two quadrants also indicate countries far from the goal but moving towards it. In 2002/03, the situation in Ethiopia in light of different indicators was:

Table 26 ***Access by Level***

	GER 1-4	5-8	1-8	NER 1-8
Male	94.6	52.5	74.6	60.6
Female	73.5	31.9	53.8	47.2
Total	84.5	42.4	64.4	54.5

There is large regional variation in net and gross enrollment ratios for primary education. For example, in GER it was 135:4 in Addis Ababa and only 13.8 in Afar; in NER it was 91.5% in Addis Ababa and only 10% in Afar. With regard to GPI: high in Addis Ababa at 1.06; while low in SNNP, Oromia and Benshangul Gumze at 0.62, 0.62 and 61, respectively.

Therefore, it can be said that in NER Ethiopia is still in the 3rd quadrant. In Gender Parity Index (GPI); in GER it is also still in the fourth quadrant at national level. Addis Ababa: GPI was 1.06 while the two highly populated regions Oromia and SNNP were 0.62 considering net intake (NIR) rate was 29.9% in 2002/03. Starting from 1998/99 NIR

increased by 4.8 for boys and by 6.3% for girls. It seemed that girls showed good increase in starting school. Generally one can say that NIR remained 29.9% in which 70.1% of seven years old children in the 2002/02 were starting schools. Dropout rate in the lower grade was high at national level which was 28.5% for boys and 28.8% for girls and total 28.7% at first cycle and from grades 1-8, 16.7% of boys and 17.8% of girls repetition rate also did not show much change it was 5.6 % for boys and 7.7% for girls.

Considering the above statistical figures Addis Ababa may achieve in NER within few years. It has achieved in GPI. In addition to low provision of quality education, the wider gender and regional gap of the country, regions like SNNP and Oromia GPI were low, and in NER Oromia and SNNP were 56.8%, 60.9%, respectively, have achieved more than the nations average (54%). Where as, Amhara has got 51.3%, which was nearer to the national average. The achievement of these big regions was certain to have high impact on the national achievement. Generally, it can be concluded that some regions will achieve it in GER, in NER increase at the current rate and much effort was needed to close the gender gap, decreasing dropout and repetition rate also need much effort to improve quality at national and regional levels in order to achieve the goal or to be close to it within 11 years. Otherwise, the commitment of the government will remain unattainable

Chapter Four

4. Summary Conclusions, and Recommendations

The major purpose of this study was to identify and describe the factors affecting the success as well as the mediocrity in the implementation of the education sectoral development programme at national and regional levels, with special focus on the primary education.

In order to achieve this, basic questions were raised which addressed areas such as: the rationale for the shift made from project, to sector-wide approach, the current level of performance of ESDP-I in different educational indicators, major internal and external problems encountered during the implementation, and the significant achievements, if any. The concommitant issue of the measures to be taken to address the bottlenecks encountered and to achieve UPE by the year 2015 was also canvassed.

The study was conducted in three highly populated and three disadvantaged regions as well as an urban city Education Bureaus and at MOE level. Purposive sampling techniques were used to select regions and respondents.

The subject of the study were: one Bureau head, 6 vice Bureau heads, 91 officials and experts, one vice minister and one person from MOFED 5 heads and one expert from RFEDB, the ESDP secretariats of Federal and regional bureau (heads of planning and project department), persons in charge of education from international stakeholder organizations and one person from BESO closely working with MOE in primary education. Statistical figures and documents were mainly used in buttressing information obtained through respondents.

The data obtained were analyzed using some statistical tools such as, graphs, percentages, the chi-square and ANOVA.

From the statistical data and the analysis made from the information of the respondents warrant the following major findings and recommendations.

4.1 Summary

The primary education is considered as the basic human right and many studies agreed that primary education plays a central role in poverty redaction, by enhancing social and economic development in developing countries such as Ethiopia.

Although primary education in Ethiopia has been given top priority, in relation to the other levels of education, in planning and financing it did not show significant change during the imperial and military periods. Low enrollment ratio, high dropout and repetition rates high gender and regional disparity, and low coverage and poor quality and minimal relevance remained untouched.

The present government also committed itself to make education, particularly primary education, a priority agenda. Enshrined it in the Constitution and further underscored its essentiality in the Education Policy and Strategy of 1994.

The emphasis on the ETP is relatively a long –term 20- year plan to address the deep-rooted problem of the sector with the goal of attaining universal primary education by the year 2015. And the formulation of ESDP-I was designed (1997/98-2001/02) as part of the twenty-year education sector inductive plan.

The programme approach or sector wide approach is a relatively new approach, and has been used by the development agencies after the UNO's general assembly mandate affirmed in resolution 44/24 in December 1989.

The sector-wide approach to education development has been intended to redress the problem of fragmented interventions. The approach is holistic approach and is being implemented in the education sector reform process. This approach is the pooling of resources (human, financial and material). The mobilization of resource is done from the sector- wide perspective. The greatest strength and merit of the Education Sector Development Programme is the involvement of stakeholders in education planning, implementation monitoring and evaluation.

The sector-wide approach increases development relationship between the Government, development partners, and stakeholders. Its development is emphasized in relationship, partnership, coordination, and cooperation with stakeholders in the provision of education in order to address the basic problems of education at all levels. As a result developing countries in general, and African countries, in particular are using this approach.

Experience in African Countries shows that the approach is based on: comparative plans and strategies increase capacity decentralization in planning, consultation with the stakeholders, the allocation of funds and performance coordination with donors.

In Zambia, the enrolment and retention rates and increased pupil teacher ratios began to fall down; textbook has improved and gender gap has began to narrow, but there has been no improvement in the drop-out rate. Capacity in the Ministry has also improved reporting systems within

the Ministry; quality of reports has now greatly improved. The critical success factors in BESSIP the degree of local ownership of the process.

There are also challenges of decentralization and ensuring that there is ultimately change at the level of the classroom. Access to basic education and improving quality are still major obstacles to be addressed. The Uganda experience also showed an increase in access while droupout and repetition remain high. Since 1997/98 the Ethiopian government being implementing ESDP. Key indicator was set in ESDP in access, equity quality and efficiency, which help to assess the progress, and the achievement.

With regard to access and coverage:

a) The target set was to reach 50% GER at national level significant change over the target has been registered at national level (61.6%) also in most sample regions Afar and Somali did not meet the target at 25% GER performance which is less by about half and far below the national average. Amhara region has improved a greater deal but is still less than the national average. Also significant increases were observed in NER for both sexes for females from 21.5% to 47.2%, and males, increased from 32.2% to 60.2% in 1996/97 to 20.02/02. Which was in favour of females.

b) In expansion of primary schools, there was an improvement but the target at national level was not met by 4% less than the target set.

In almost all sample regions, the performance is less than the target set while Oroma achieved 163.8%. The share of primary schools in the rural areas has increased, in almost all regions and nationally from 1996/97 to 2001/02, except Afar and Somali.

With regard to the equity issue, a clear statistical target (gender was not clearly mainstreamed) was not set at national level (for grades 1-8) and in most sample regions.

a) Gender gap increased in GER and NER in Oromia, SNNP, and Benshangul Gumuz which ranges from 33 to 50.1% in the first cycle and from 26.2 to 39.2% for the second cycle. Except Amhara the gender gap is wider in the first cycle than the second cycle of primary education. In Addis Ababa, it is in favour of girls in the first cycle, girls are less than boys with slight difference in the second cycle. The Gender gap is smaller in NER than GER. Gender party index increased from 0.6 to o.7.

b) The Regional disparities continue to be higher at the end of the ESDP-I. It was 71.1 % and increased to 115.6% in GER (In Afar and Addis Ababa from 1996/97 to 2001/02). The zonal disparity in the sample regions was also very wide.

c) To decrease urban/rural disparities more schools have been constructed in the rural areas (the share of rural schools has increased from 80% to 84.1% at the end of 2002/03)

d) With regard to the dropout rate the ESDP-I target was to decrease it by 50% at grade one and grades 1-8 at national level and a few sample regions set targets while others did not. No significant change is observed in most sample regions even though it has increased in some regions and at national level. Dropout rate is higher in the first cycle than second cycle while in Afar and Somali it has been relatively better. With regard to repetition rate, the target was to decrease by 50% at national level some regions set their targets but others failed to do so. Slight decrease is observed at grades1-8 and grades1-4. But no improvement at grades 5-8 is

observed. Few regions have registered good performance Partly because of using continuous assessments for grades 1-3. The coefficient of efficiency target was not met, instead of improvement it deteriorated.

With regard to the quality issue:

a) P/S and S/S ratio was expected to be 1:50 to meet the standard set. However, it increases in almost all sample regions and at the national level. In Afar, both sections and teachers are under-utilized where as in Addis Ababa teachers are under utilized.

b) The target set to increase the qualification of teachers show the marginal 0.6% over in the first cycle, even if most of the regions did not set clear target the achievements seem good. In the second cycle the performance is far below the target set at national level and also in sample regions.

c) With regard to textbook distribution, some of the regions did not meet the target set and no statistical figures for Benshangul Gumuz are available. The situation becomes worse in SNNP and in Afar.

d) In summary the following table shows that the situation of primary education in relation to the first year (1997/98) performance of ESDPI-I and first year performance of ESDP-II.

Table 27 Summary on the Current Status of Primary Education in Ethiopia

Year	Student	No. teacher	Qualified Teacher		S/T	No. Section	S/S	Dropout rated grades			Repetition rate			Gap	
			% 1-4	% 5-8				1	1-4	5-8	1	1-4	5-8	Gender	Region
1997/98	5090 670	109224	85	5.8	46.61	85137	57.8	29	17.16	7.6	16.7	17.5	12.61	20.2	73.3
2002/03	8531 869	132596	97.1	30.9	64.34	117203	72.8	29.06	19.52	11.1	10.8	10.91	9.34	20.8	121.6
Total increase	344 1199 (67,7%)	23374 (21.4%)				32066 (37.66%)									

Source: Computed: EMIS 1997/98 and indicators of the Ethiopian Education Sector Dec. 2003.

*Repetition and dropout rate is for 2001/02

In budget allocation, the target was to increase the share of education budget from 13% to 19% from the total government budget and to increase the share of primary education budget from 46.2% to 65% at the end of ESDP-I. The share of total Education budget has reached 17.6% and the share of primary education within the education budget was 62.2%. The utilization of capital budget in almost all regions was poor relatively to recurrent budgetary spending. Most of the respondents believe the allocation of budget was medium and some said it was not enough.

The performance of ESDP-I in capacity building for implementers is seen at medium level with high degree of regional differences, some regions such as Afar showed poor performance.

Respondents believe in mobilizing support from the community, development association and local NGO ranges from medium to low level while mobilizing support from International is deemed better.

With regard to major constraints the following were identified by respondents: delay of disbursement funds from donors and lengthy, procedures have contributed to the low performance in construction of schools; low level of NGO investing on education and lack of harmonization of government and donors' procedures on financial support, lack of interaction with other sectors during planning and implementation and low implantation and negotiation capacity have been identified.

In some regions lack of qualification for high posts, turnover of staff and in some areas bureau heads. And lack of institutional memory, low commitment and interest of experts and bureaucrats, low level of information flow to implementer about ESDP. Low level of utilization of capital budget and lack of accountability for there. Regional joint steering

Although primary education had been given attention in Ethiopia by the previous government, the sector failed to show significant changes due to different constraints.

Thus, after the change of the government in 1991 among several sectors policies, strategies and development programmes the 1994 education and training policy and strategy was one of government's earliest actions. In the policy, primary education has been given greater attention by addressing the deep-rooted problems of access coverage disparities, quality, efficiency and relevance. In consequence, changes in the management and administration system are being introduced to devolve an expanded range of activities of the primary education and the responsibility for their execution.

In addition, a total shift was made from project to sector-wide development mode, which is a relatively recent approach in the context of the United Nation's development co-operation. The sector-wide approach is being implemented in many African countries.

Both donors and recipients have criticized the project approach, as a fragmented and donor-driven approach to address national priorities, and which National renders governments unable to monitor the implementation,resource utilization and the educational development process. It has also created serious vertical and horizontal dislocations in the education system. As a result, in Ethiopia both donors and the national government tend to favour sector development programme, which includes all the levels of services, from primary to tertiary formal and non formal and covers federal and regional activities.This is undoubtedly due to the existence of coherent sector policy framework, the programme leadership is in the hands of the government and the local stake-holders are in the

drivers seat. Furthermore, there are strong indicators of donor good will towards and, activities support, for the programme.

This was highlighted in the conference of DebreZit in March 1997 and, the sector approach was taken up as a common implementation arrangement. In addition to the macro economic policies, the government can develop a credible sector programme, without donor intervention and become committed to it. The PHRD study was basic information for sector wide approach to take root in Ethiopia. During the development of ESDP-1, although there was some limitation regarding the involvement of many experts at federal, regional and sub-regional levels, it has involved high officials in regions and also other donors. In the event, the planning of ESDP was a participatory approach. The ESDP –1 plan document set targets, using indictors: with regard to access and coverage, all at the national level and the sample regions have set targets. However, the entire document did not indicate any target regarding NER. This may have had an impact on the implementers at the grass-root level in their yearly plan to enable and encourage the right age children to come to school.

With regard to equity the plan set at national level was to increase only the participation of girls from grades 1-6, but not for the primary education as a whole and for the GER target set was 50% which also failed to mainstream gender. This may had an impact on the planning of the regions.

Most of the regions did not set targets for girls' education. This might be due to lack of awareness or through giving less attention to the gender issues in education during planning at all levels. This may have contributed to the wider gender gap because the sub-regions and other departments in the regions appear not to have planed for this particular issue.

The federal as well as most of the sample regions failed to set statistical targets for decreasing urban/rural zonal, and wereda disparities. The federal target set for Afar was to reach 25% GER, but their regional ESDP-1 plan target set was to reach 18%. It seems there was no interaction between the center and regional planners.

With regard to efficiency, in most of sample regions statistical targets were not set to reduce the dropout and repetition rates at regional level. This also may have contributed to the dropout and repetition rates to remain high. Although their achievement was not as expected, the issue of quality was well planned to increase the number of qualified teachers to improve the distribution of books, and to reach teacher/pupil and section/pupil ratio to 1:50.

At this point, it should be noted that an improvement was made in access indicators in ESDP-II (aggregating gender in GER) but there was no provision in NER at all. Regarding equity, target set for under-served regions in GER was to be 20% by the end of the ESDP- II, while the first ESDP target was 25%. It can thus be concluded that ESDP 1 was ambitious and yet gender is not still mainstreamed in setting targets for these regions at national level plan. Indicator ESDP-1 target pupil/ section ratio was 50:1 while in ESDP -II it was raised 60:1. It would seem the government has realized the situation of over-crowding, which was directly linked to its capacity to build new schools and expand the existing ones.

Creditable achievement was registered in increasing access for both sexes in the average GER and NER for last six years. This achievement is considered to be high by respondents. Nonetheless, Ethiopia is still behind the GER (81%) than the level reached by sub-Saharan African countries four years ago (in 1999). And the under-served regions are still very far behind from the national average. This urges the policy makers,

educational planners and other stakeholders not to be satisfied by the achievement made, but to realize that strategically there is a great deal to be done.

In expanding primary education, 96% of target has been achieved at the national level. Exceptionally, Oromia, registered 163%. In the other regions the performance was poor. There is also very poor utilization of capital budget in most of the sample regions, different reasons being given, such as: donors long procedures; delays in fund disbursement; and implementation capacity; and lack of infrastructure in some areas. Whatever the cause, the schools could not accommodate the increasing number of children entering schools. Mobilization capacity of local NGO's ; and the communities at large there are another area of challenge for the policy-makers, educational planner and the other stakeholders to think about and develop effective operational ways and mechanisms. This may call to increase the resource mobilization and utilization capacity of implementers and reinforce integration work with other sectors during the course of planning, implementing and following up. There are significant gender (even though the right-age girls are coming) regional and zonal disparities. In general, strategies were to increase the number of schools for the rural community ; building low cost schools ; mobilizing community specially mothers ; build mobile schools in Afar, and encouraging children to come to these lead to say that there were some efforts to address the problem. The other cultural issue that should be considered was that the support given for the under-serviced regions was not satisfactory even though regions were participating in the annual review meeting at national level, This might be one of the contributing factors for poor performance which needs careful planning.

The target set for reduction of the dropout rate was not success- full at national level as well as in most sample regions. Although achievement

varies (36.3% SNNP to 8.1% in Addis Ababa), 17.2% at the national level in SNNP and Benishangul, there were slight increase from the base year. Generally in all regions, dropout rates were higher in the lower grades than the higher grades of 5-6, with the situation being severe in grade 1. Significant improvements were observed in Afar and Somali, although most of the respondents in Somali said achievement is low. This may be due to the respondents not being aware of the statistics or perhaps the reported statistics differ from the reality.

In conclusion, dropout rates in most sample regions, and at national level, have remained high. Addis Ababa presents a relatively better picture mainly because of the accessibility of schools to students, but also other factors may contribute in this regard.

Regarding the repetition rates at first cycle grades in the sample regions these show an increasing trend and in Addis Ababa, Oromia and Somali noticeable improvements were registered. This is due to implementation of automatic promotion. At national level a slight decrease was observed at grade one and the primary school (1-8).

In short, it can be said that access tends to increase while repetition and dropout rates in the primary schools at national and most sample regional levels remain high. Then co-efficient efficiency of the target set was to increase from 60% to 80% at the end of ESDP-1. However, it decreased to 32.8% over the programme period.

The current situation in efficiency of primary schools show high wastage of scarce resource and this may have regressive impact on the Nation's ability to meet the millennium development goal to "... ensure that by 2015 children everywhere, boys and girls alike, will be able to complete a full course of primary schooling". This is another very big challenge to the education sectors and may prove a big homework for the

policy makers, planners and other implementers and supporters to seriously think on the issue and act on.

Regarding provision of quality education: the target for pupil/ teacher and pupil /section ratio was to be 50:1. However, in almost all sample regions and at the national level it has increased to more than 64% and70%, respectively, and in some zones it exceeded 100 students in a class. At the first cycle, qualified teachers reached up to 95.6% at national level showing an increase by 0.6% from the set target.

In the sample regions, although some did not set clear targets their achievement ranges from 83.2% in Afar to 98.7% in Benshangul Gumuz. This seems a good achievement, but still there are unqualified teachers for the second cycle. The performance (about 25%) was very far below the target (54.4%) set at national level. The percentage of qualified teachers in the sample regions for the level ranges from 4.2% in Somali to 58.4% in afar and student textbook ratio reported by some regions have achieved the target set 1:1. In SNNP, and Afar the situation is worse. The teachers are teaching in large class size without qualification for the second cycle of the primary school in some areas with serious shortage of textbook (in Afar) (1: 5). From the statistical figures and the discussions held with the stakeholders provision of quality education is at a lower stage and even though the government is aware of it, there is still a need for urgent actions.

Thus, it can be concluded that access is increasing while quality, efficiency, and equity remain challenging.

Finally, the increased percentage of students was 67.6% while teachers increased only by 21.4% and number of section by 37.6%. This unequal increase of students to the number of teachers and sections contributed to high student section and student teacher ratio. Higher

dropout and repetition rate as well as wider gender and regional gap and high percentage of unqualified teachers in the second cycle characterized the system. These may be partly affected due to major constraints faced during the implementation of ESDP-1. Some of these are: low level of integration during planning, and lack of information about ESDP-1 (for example, all the respondents were asked to indicate their departments' targets and achievements in relation to ESDP-I but most of them failed to respond), In addition, there is high turnover of educational personnel and experts without leaving institutional memory. In some regions, the turnover in bureau heads is very high and low qualified people are assigned for higher regional posts. This may have affected their managing capacity which intern lead experts and other workers to low commitment and performance. There was also ineffective mentoring and evaluation and timely reporting system. It can be also concluded that unlike the central joint steering committee, the regional joint steering committee has been inactive in almost all sample regions during the implementation period which was expected to do a lot. This may have a negative contribution to the low performance of the programme to most of the indictors because lot of activities regarding primary schooling is the responsibility of the respective regions.

It can be concluded that achieving universed primary education at the current level of performance in all regions seem inevitable, as some of the respondents said some regions may achieve in GER at national level assuming the performance rate continue as it is (GER has doubled from 37% 99/97 to 64.7% 2002 and in NER from 27.5 to 54%) in the same years. And also taking into account that the government continues with its commitment, the involvement of stakeholders, communities and NGO's support will be increased. If the implementation capacity of regions and the center continues to increase, and abstracting from other contingent future risks (like population growth, man-made or natural disasters,

changes in international situation, etc) one can say the country may partly achieve in GER and nearer to in NER, but not full UPE because the widening gender and regional gaps and high dropout and repetition rates along with low quality, pose challenges which may not be easily solved due to lack of financial resources.

In conclusion, sector-wide approach is similar to other African countries experience, there are lot of challenges and a lot remain to be done in the sector. And as many of the respondents believe, sector -wide approach in Ethiopia has contributed to primary education in increasing access to some extent by expanding schools, and by increasing relatively MOE's and regions' planning and implementation capacity. It also has helped to identify the existence of problems (low quality, low efficiency, inequity and low implementation capacity). This might have been due to the continuous joint annual review meeting made at a higher level and the active role played by CJSC ; and due to the fact that government has the leading role in the programme.

On the basis of the findings and conclusions drawn, the following recommendations are made; some of these recommendations might be in line with other recommendations with regard to primary schooling.

4.3 Recommendation

1. There is significant increase in access for both sexes, but still considerable numbers of school-age children are out-side school. And most of the respondents seem satisfied with the achievement made so far. It needs continuous effort by identifying the root cause of the problem and action in line with the local situation.

- Constructing low cost schools and alternative basic education is being practiced and the contribution found to be positive, especially for increasing girls participation, it seems there is a need to replicate these to the other areas. It is important to study the pros and cons in particular for alternative basic education according to the locality.

- ESDP paid greater attention to the expansion of primary schools in the rural areas. The regional governments should pay attention and develop workable strategies based on need assessment and encourage the NGO's and others to build schools in urban areas that may fill the gap and help decrease the number of over-crowded class rooms.

2. Mobilization of community and especially mothers have been found to be encouraging in sending children to school. To mobilize the masses is neither an easy task nor a one-time activity; it needs a continuous effort until the masses internalize the advantage of education for both sexes. The fact that regions have started, and set strategies to mobilize the community, and NGOs, the development associations. In addition, mass organizations (such as, women, youth, farmers, professionals, etc) and religious organizations will have positive contribution in increasing access, decreasing dropout; and narrowing gender gap as well as mobilizing financial human and material resources. So that the social return of primarry education will be improved by its role to play in poverty reduction furthermore, the achievement of UPE will be maximized. To make it realizable is not only the responsibility of the education sector but also the integration and coordination with other organizations which is very essential. The regional and the federal councils will have a major role; education must be made every one's concern.

This may need to organize special forums at different levels with accountability.

3. Decentralization of education is one of the government's priorities with main objective of devolving power, authority and responsibility for management of human and financial resources from MOE to regions up to wereda levels especially with respect to primary education major responsibilities was given to the regions. There is need to implement the decentralization effectively in order to increase access, ensure equity improve quality at this level. this is not a one time activity it needs continues effort with necessary imputes. However, unfortunately, almost all sample regions are working under extremely limited professional and material resources, low level of information about ESDP and serious problems of setting statistical targets for different indicators. It is important to strengthen the regions, in planning and implementing as well as monitoring and evaluating capacity with adequate availability of necessary human resources at all levels. This year, MOE and BESO have started training-trainers for the wereda education personnel. This should continue with strict follow up. There is also a need to allocate more budgetary funds for such important activities at federal level and in the respective regions.

4. MOE coordination role and the support given to under-served regions have been identified as a major limiting factor as it was not planned for. This should be corrected urgently. MOE should build its capacity, in order to play its coordinating and monitoring roles and to provide technical support as needed.

- To this end, although there is a commitment by policy-makers at a higher level and the federal government specially the

Ministry of Capacity Building must reconsider issues from the perspective of its practicality.

5. The recommendation of the annual review meeting (ARM) for the different problems were not made mostly practical since the same issues were raised in consecutive ARM meetings and no accountability was demanded nor rendered for failure to implement. There should be rules and regulations to be agreed by consensus, to the effect that those who do not do their homework will be held accountable for not delivering.

- The CJRC have been working actively, where RJSC has been inactive and failed to carry out its responsibility, regional capacity building bureau should play an active role to follow-up that committee and ensure it begins to work effectively. This may certainly need rules and regulation to enforce the respective bureau and staffs who are assigned to the committee. The work he/she contributed should be considered as the office work of the person and should be registered in the personal performance record.

6. The high turnover of professionals, without leaving institutional memory, has been identified as one of the constraints. There should be a mechanism to strengthen institutions at all levels according to the situation: a person who has acquired capacity due to multiple exposures must report and submit written documents and formats of important information to be shared among professionals at different levels. Time for this should be allocated and strategies should be set to make a day-to-day follow up of the implementers' performance.

- In some regions, high turnover of bureau heads and also assigning of unqualified people for the high regional education post and in some areas the low commitment of the regional government to education have been identified as serious problems. Awareness should be given to the regional councils since the government's policy is promoting that assigning people should be on the basis of merit. This policy must be implemented with the involvement of The Ministry of Federal Affairs and others.

- It was also said some of the bureaucrats and professionals have no commitment and interest and due to this fact even the existing capacity is not utilized. In addition to continuous capacity building programme, there is a need for moral as well as material incentives for those who contribute a lot. This is likely to create a spirit of positive competition.

- There is also a need to reinforce a conducive-working environment through discussions and by encouraging transparency and accountability at all levels.

7. On the side of implementers, delay of donor funds due to long procedures, and on the other side, low negotiation capacity and resistance to change, have been identified as the bottlenecks causing low utilization of funds. This issue needs to be addressed with different mechanisms, discussions with funding agencies to simplify and harmonize their procedures with the interest of the country, and increasing the negotiation capacity of concerned bodies is very important. Effective use could be made of the experience of local people with pertinent experience and recourse could be taken to organizing training programmes to develop and

enhance the capacity of pertinent personnel and the ability to negotiate

- Another point to be considered in connection with ways and mechanisms enabling utilization of money in hand effectively and it was identified that the requirement of ADB is to submit a 50% official performance report before the disbursement of the remaining fund. Some regions submit their reports on time according to the required format, while others do not (no accountability for the delay). Because of the delay on the part of those unable to meet the 50 % minimum requirement at an integrated national level, those who performed on time will be negatively affected. Thus, there should be enforcement rules to be applied on grounds of accountability on those who fail to perform as required by law.

8. Statistical data are a major help to decision-makers; planners and other implementers for planning human, financial and other resources look for ways and means to solve the problems. The education statistics consolidated at the national level (generalized) do not show extremes or exceptions. For example, data at some zonal and wereda levels show very big differences from the national average. Therefore this seem that there is a need to extract examples which show the worst and the best situations for decision-makers and with different indicator so that it may contribute to the right decision. There is also a need to strengthen EMIS by appropriate professional and material resources at all levels, experience exchanges among regions, short or long training based on need assessment.

9 Low quality, low efficiency (high repetition and dropout rates) wider gender and regional disparities have been identified. As the challenges of sector, the government is aware of the problem, however, there is information gap about ESDP and the targets were not shared among departments during planning. Therefore, sharing targets and following up the performance among departments is very important. This may call that serious attention should be given by the policy-makrs and educational planners at all levels.

- The national target can be achieved when the region identified different indicators and set their own targets accordingly. Therefore, there is a need to set shared targets between regions and the center.

10. Unbalanced growth between enrolment, and sctions teacher is observed, there by leads of over-crowdedness. This situation indicates that there is a need to give attention to educational planners, policy-makers and other bodies engaged in planning, implementing and allocation of budget to bring about a balance growth between pupils and sections to ensure good quality education all round.

- To improve quality, different mechanisms are being implemented and, there is a need to strengthen the existing ones with strict follow up and to mobilize resources for any activity is very important. In addition, private teachers` training colleges should be encouraged.

11. To increase access, to decrease dropout and repetition rates and to narrow gender gap, different policy options have been proposed by different studies (for example, gender and primary schooling, retention focus on girls alternative roots of primary education, etc). Regions can use them according to the locality.

- Substantial zonal disparities were observed in all sample regions posing big challenges to the regional education Bureaux planners and decision-makers. This call for due attention should be made to narrow the gap bys setting workable action plans accoding to the need of the local situation.

- In conclusion, in-depth studies must be conducted and effective solutions found to overcome the extensive and intensive challenges posed by the substantial gaps and disparities in gender, urban/rural, regional, and zonal level and low efficiency and quality of delivery of primary education.

Currently the above studies should be underpinned by thoroughly developed modes of accommodating fund scarcity in conditions of increasing populations.

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Table 19: Certified Primary School Teachers by Gender and Region

Annex 1

Region	Grade1-4									Grade5-8								
	2000/01			2001/02			2002/03			2000/01			2001/02			2002/03		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Tigray	97.6	96.8	97.2	96.6	97.8	97.2	94.9	94.3	94.6	30.4	18.2	27.7	41.6	26.9	38.6	53.7	20.9	48.1
Afar	89.7	91.6	90.2	82	86.8	83.5	81.9	85.0	82.8	54.7	23.1	50.5	60.5	36.4	58.4	60.8	26.7	57.2
Amhara	97.2	95.9	96.6	95.6	93.3	94.6	96.5	96.2	96.3	33.9	33	33.8	34.4	34.7	34.4	33.3	37.8	34.1
Oromia	97.3	99	97.9	97	98.9	97.8	98.1	98.9	98.4	12.8	15.4	13.1	12.3	17.8	13.0	14.2	7.6	13.4
Somali	91.6	91.9	91.7	91.6	91.9	91.7	91.6	91.9	91.7	4.5	1.9	4.2	4.5	1.9	4.2	4.5	1.9	4.2
B/Gumuz	93.8	97.7	95.1	98.6	99	98.7	98.1	98.2	98.2	31.7	10.8	27.3	49.5	30.6	47	46.2	24.3	43.2
SNNPR	95	97.5	95.8	96	96.7	96.2	98.1	98.5	98.2	15.1	18.4	15.5	17.3	21	17.8	25.0	33.5	26.1
Gambella	100	100	100	85.8	85.6	85.8	88.3	91.3	88.9	17.2	3	14.5	27	20.7	25.9	32.8	23.8	31.3
Harari	98	99.1	98.6	97.3	97.9	97.6	93.5	96.7	95.2	39.9	28.6	38	39.6	14	33	32.5	0.5	20.4
Addis Ababa	90.4	92.7	91.6	82.7	89.2	86	95.6	97.5	96.6	62.6	68.4	64.1	57	58.2	57.3	74.7	6.5	71.0
Dire Dawa	96.7	97.5	97	98.8	98.3	98.6	92.0	93.5	92.6	50.2	34.8	47.8	53.7	31.3	50.7	61.9	38.2	59.7
Nationwide	96.2	97.2	96.6	95.4	96	95.6	96.9	97.3	97.1	23	28.6	23.9	24.6	30.8	25.5	29.7	22.2	28.7

Annex 2

AN ANOVA statistical test

Adequacy of the Budget to accomplish the Program in Primary Education

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	13.920	7	1.989	3.203	.004
Within Groups	57.120	92	.621		
Total	71.040	99			

Extent of success of the region in Building a Capacity of its Educational Personnel at Zone Level

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	8.937	6	1.490	2.709	.020
Within Groups	37.383	68	.550		
Total	46.320	74			

Extent of success of the region in Building a Capacity of its Educational Personnel at School Level

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	6.676	6	1.113	1.842	.104
Within Groups	40.473	67	.604		
Total	47.149	73			

Extent of success of the region in Building a Capacity of its Educational Personnel at Wereda Level

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	11.987	6	1.998	3.695	.003
Within Groups	35.684	66	.541		
Total	47.671	72			

Extent of success of the region in Building a Capacity of its Educational Personnel at Zone Level

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	8.937	6	1.490	2.709	.020
Within Groups	37.383	68	.550		
Total	46.320	74			

Extent of success of the region/Federal in Building a Capacity of its Experts

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	1.755	4	.439	.759	.554
Within Groups	57.807	100	.578		
Total	59.562	104			

Annex 3

ANOVA statistical test

Extent of success of the region in mobilizing support from Development Associations

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	2.997	7	.428	.643	.719
Within Groups	59.250	89	.666		
Total	62.247	96			

Extent of success of the region in mobilizing support from Community

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	5.591	7	.799	1.217	.301
Within Groups	60.369	92	.656		
Total	65.960	99			

Extent of success of the region in mobilizing support from Local NGO's

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	8.284	7	1.183	1.681	.123
Within Groups	65.478	93	.704		
Total	73.762	100			

Extent of success of the region in mobilizing support from Women Affairs

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	3.014	7	.431	.529	.810
Within Groups	67.514	83	.813		
Total	70.527	90			

Extent of success of the region in mobilizing support from finance and Planning Bureau

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	7.967	7	1.138	1.727	.113
Within Groups	57.339	87	.659		
Total	65.305	94			

Annex 4

The Central joint Steering Committee (CJSC) STRUCTURE OF The CLSC

1. The CJSC is the highest body set up to oversee, coordinate and facilitate the implementation process of the education and health sector development programs.The steering committee shall include the appropriate heads of government institution and donors representatives invited by government.

2. Present members will include the senior minister responsible for the Social-Sector at the PMO, the ministers of Education, Health Finance and Economic Development and Cooperation, resident representative of the Word bank, UNDP, EU and USAID.

3. The CJSC shall whenever appropriate and as required set-up sub-committees, consultation groups and technical bodies to assist it on matters it deems necessary.

4. The Ministries of Education and Health shall act as secretariats for the CJSC in their respective sectors.

RESPONSIBILITIES OF THE CLSC

5. The CJSC shall meet at least one a quarterly basic, possibly in the months of January, April, July and October.

6. The CJSC will facilitate the activities towards making the sector programme finance able on a sustainable basis, mobilize resources and monitor their effective utilization.

7. The CJSC shall coordinate donor activities in the respective sectors and seek mechanisms for harmonizing procedures in financial management, procurement of goods and services, monitoring reporting review and evaluation of program implementation.

8. The CJSC shall regularly monitor and endorse the country - wide work plans, major alterations in the plan, implementation activities and progress reports.

9. The CJSC shall make sure that the appropriate financial and progress reports are submitted in time to the stakeholders and partners in the development endeavor and arrange for regular joint reviews and evaluation of the programme.

10. The CJSC shall, whenever necessary, consult and advise the Government on matters arising from or affecting the implementation process of the two programs. It will also create a mechanism for informing and consulting bilateral governments, multilateral agencies, non-government and private organizations.

C) DUTIES AND RESPONSIBILITIES OF THE SECTRETARIATS.

1. The respective secretariats shall be responsible for following up the day–to- day matters of the steering committee and facilitating its deliberations.

2. They shall receive timely reports, consolidate and present them the CJSC and, when endorsed, communicate them to the appropriate users.

3. They shall coordinate program implementation, facilitate information flow and keep consolidated documents on a country - wide basic.

4. The shall provide the necessary assistance to regional sector bureaus, government bodies, other stake-holders, sub-committees, technical groups, monitoring review and evolution teams.They shall organize monitoring, review and evaluation mission and other meetings as required and instructed by the CJSC.

II **The Regional Joint Steering Committees (RJSC)**

A) STRUCTURE OF THE RISC

1. The RJSC shall be established in all the 9 Regional States and in Addis Ababa and Diredawa Administration.

2. The RJSC is the higher body in the region, set up to oversee, coordinate and facilitate the implementation process of the education and health sector development programs.

3. The steering committee shall include the appropriate heads of Regional Governments Institution and donors representative invited by the Regional State.

4. Present members will includes the Regional Head of the Social Affairs, the Heads of Education, Health, finance, planning Works and Urban Development Bureaus and one donor representative.

5. A RJSC shall, whenever appropriate and as required, set up sub-committees, consultation groups and technical bodies to assist in on matters it deems necessary,

6. The Regional Education and Health Bureaus shall act as Secretaries for the RJSC in the respective sectors.

B) **RESPONSIBLITES OF THE RISC.**

1. The RJSC shall meet at least on a quarterly basis, preferably immediately before the quarterly CJSC, i.e. January, April, July and October.

2. The RJSC will facilitate the activities towards making the Regional plans financeable on a sustainable basis, mobilize local resources and monitor their effective utilization.

3. The RJSC shall coordinate and harmonize community, donor and non-government organization activities in their region.

4. The RJSC shall regularly monitor, endorse and submit to the CJSC, the Regional work plans, major alterations in the plan, implementation activities and progress reports.

5. The RJSC shall make sure that the appropriate financial and progress reports are submitted on tine to the CJSC, and facilitate joint review and evaluation of the regional program.

6. The RJSC shall, whenever necessary, consult and advise the CJSC and the Regional Government on matters arising from or affecting the implementation process of the two programs in their Regions.

C) **DUTIES AND RESPONSIBLITIES OF THE SECRETARIATS;**

1. The respective secretariats shall be responsible for following up the day-to-day matters of the Steering Committee and facilitating its deliberations.

2. They shall receive timely Zonal reports, consolidate and present them to the RJSC and when endorsed communicate them to the CJSC.

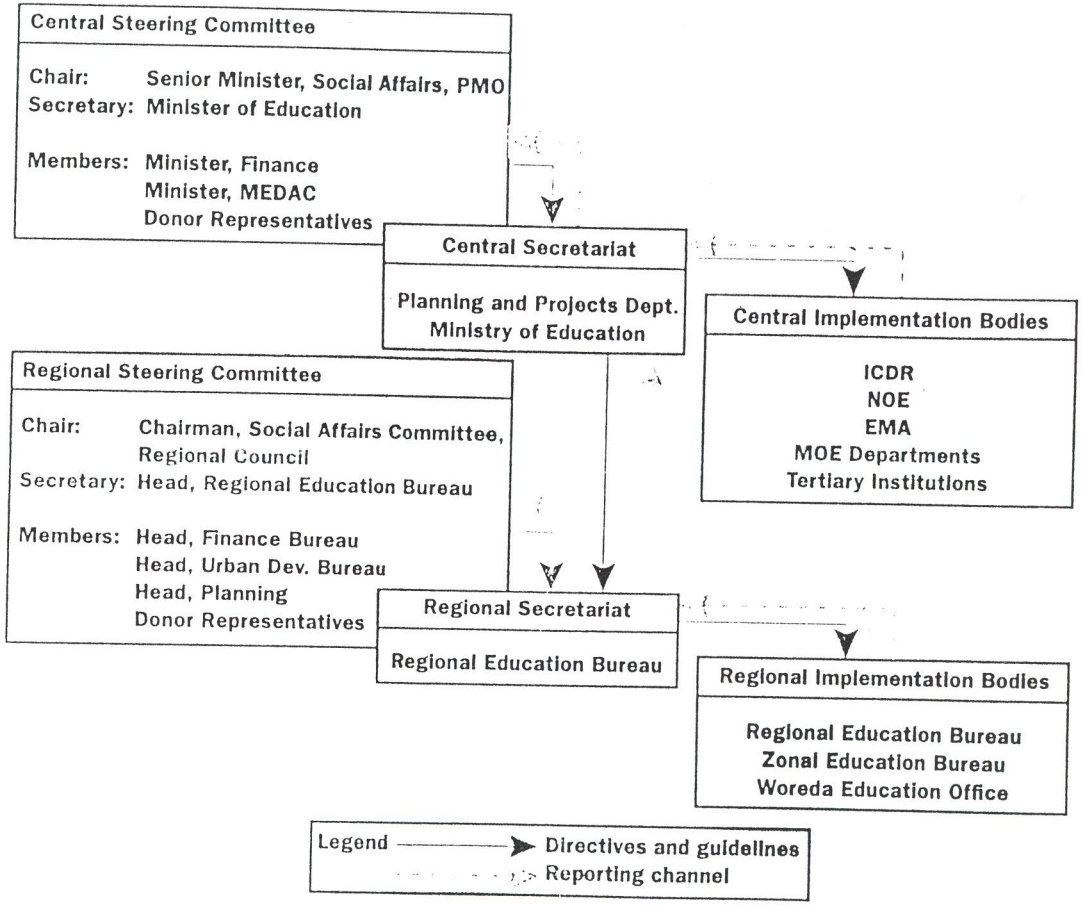
3. They shall coordinate program implementation, facilitate information flow and keep consolidated documents pertaining to their Regions.

4. They shall provide the necessary assistance to Zonal and Woreda Office in their respective sectors, Federal and Regional government bodies, sub-committees, technical groups, monitoring, review and evaluation teas and other stakeholders.

5. They shall organize monitoring activities and other meetings in their Region and facilitate program review and revaluation missions as required and instructed by the RJSCF

Annex-5

Figure 6 Organisational Chart for ESDP Implementation and Reporting



Annex 6

ANOVA

extent of departmental support in monitoring and evaluation to sub regional units in acheiving regional goals of ESDP-I

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	11.755	7	1.679	1.987	.064
Within Groups	82.811	98	.845		
Total	94.566	105			

ANOVA

extent of departmental support in planning to sub regional units in acheiving regional goals of ESDP-I

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	12.257	7	1.751	2.094	.052
Within Groups	79.452	95	.836		
Total	91.709	102			

ANOVA

extent of departmental support in budgeting to sub regional units in acheiving regional goals of ESDP-I

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	3.947	7	.564	.766	.617
Within Groups	62.527	85	.736		
Total	66.473	92			

ANOVA

extent of departmental support in implementation to sub regional units in acheiving regional goals of ESDP-I

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	5.791	7	.827	1.218	.302
Within Groups	59.114	87	.679		
Total	64.905	94			

Annex 7

Questionnaire to be completed by Relevant Officials and experts

of the Federal Ministry of Education and Regional education

This study is aimed at identifying those major factors that contributed to the success and failure of ESDP-1 in relation to primary education in Ethiopia.

The information that will be secured through this questionnaire will be used only for research purposes. You are therefore, kindly requested to complete the questionnaire carefully and honestly. Your responses will be kept confidential.

Please read each item in the questionnaire carefully and make sure all your answers are about primary education. Mark an 'X'' in the space provided to indicate your response and when necessary write brief and Precise statements/phrases.

Please do not write your name.

Thank you in advance for your cooperation

I. **Personal Information**

i) Department ---------- your current position ----------

ii) Age

21-30 ☐ 31-40 ☐

41-50 ☐ 51-60 ☐

iii) Sex Female ☐ Male ☐

iv) Total number of years of service _____

v) Years of service the current position _____

v) Educational Level

PhD ☐ MA/MSc ☐

BA/BSc ☐ Diploma ☐

Other _____

Please specify field of specialization (if any,)

Major _____ Minor _____

II. Questions to be completed

1. Were you in your present position when the planning (Developing) of Education Sector Development Programme (ESDP-I) took place?1.1 a) Yes ☐ No ☐

b) If **"Yes"** what were the bases used to develop the federal & regional ESDP-I

_____

_____

_____

_____

_____

If "No" how did you get relevant information about the dev't of ESDP_I?

_____

_____

_____

1.2 Please write the reasons the shift made by the MOE to sector wide approach from project approach (only for MOE)

_____
_____
_____
_____

2. To what extent has your department involved in the following aspects of ESDP –I, particularly in the areas of primary education

	V.High	High	Medium	Low	Never
a) Development	☐	☐	☐	☐	☐
b) Implementation	☐	☐	☐	☐	☐
c) Annual review meeting	☐	☐	☐	☐	☐
d) Monitoring and evaluation	☐	☐	☐	☐	☐
e) Workshops and seminars	☐	☐	☐	☐	☐

3. a) Please indicate the major "Targets" of your ESDP_I and degree of achievement in each "Target"

	V.High	High	Medium	Low	Never
1. _____	☐	☐	☐	☐	☐
2. _____	☐	☐	☐	☐	☐
3. _____	☐	☐	☐	☐	☐
4. _____	☐	☐	☐	☐	☐
5. _____	☐	☐	☐	☐	☐
6. _____	☐	☐	☐	☐	☐
7. _____	☐	☐	☐	☐	☐
Other _____	☐	☐	☐	☐	☐

b) If your answer is "High or Medium," for "3a" Please write the contributing factors to the achievement

_____
_____
_____
_____
_____

c) If your answer for "3a" is "Low or Never," what were the major reasons? (Please write for each)

_____
_____
_____
_____

4. a) Do you believe the department's yearly plan was in line with ESDP -I target?
Yes ☐ No ☐

b) If your answer for 4a is "No", please give some of the reasons

_____
_____
_____
_____

d) To what extent was the involvement of experts of the department in accomplishing the activities of ESDP -I?

V. High ☐ Medium ☐ Low ☐

d) If your answer for "C" is "Low," what were the major reasons?

_____
_____
_____
_____

5. How long did most experts in your department stay in office before they transfer to another position?

i) Less than a year ☐
ii) 2 years ☐
iii) 3 years ☐
iv) More than 3 years ☐

6. How adequate were experts in your department involved in each of the following capacity building training programs?

	Adequate	Somewhat Adequate	Inadequate
i) Seminars	☐	☐	☐
ii) Workshops	☐	☐	☐
iii) Conferences	☐	☐	☐
iv) Long-term trainings	☐	☐	☐
V) Short term trainings	☐	☐	☐

7. In your observation, to what extent did the department generally assist; Regions in their effort to achieve the goals of ESDP-1?

7.1	V.High	High	Medium	Low
a) Planning	☐	☐	☐	☐
b) Budgeting	☐	☐	☐	☐
c) Implanting	☐	☐	☐	☐
d) Monitoring & evaluation	☐	☐	☐	☐

7.2 Organizing capability building to experts and educational Personnel for the federal and the regions

V. High	High	Medium	Low
☐	☐	☐	☐

8. What were the mechanisms your department applied to get performance feedback from regions. Please indicate degree of application of each mechanism (you can give more than one answer)

	High	Medium	Low	Never
a) Questionnaire	☐	☐	☐	☐
b) Supervision	☐	☐	☐	☐
c) Report (quarterly/annual)	☐	☐	☐	☐
d) Review meeting	☐	☐	☐	☐
e) Others please specify				

9. a) To what extent, was the in your opinion to what extent the budget adequate to accomplish the ESDP -I primary education targets?

High ☐ Medium ☐ Low ☐ Very Low ☐

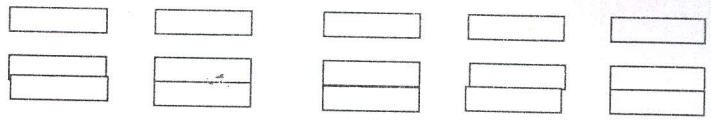
b) In your opinion to what extent most of the regions utilized their budget? (only for MOE)

High ☐ Medium ☐ Low ☐ Very Low ☐

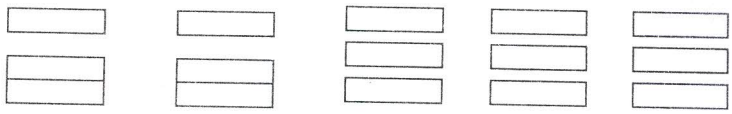
10. In your opinion to what extent has the MOE/ the region succeeded in achieving ESDP-I targets for primary education in the following areas.

	V. High	High	Medium	Low	V. low
a) Increasing access					
i) Male	☐	☐	☐	☐	☐
ii) Female	☐	☐	☐	☐	☐
iii) Over all	☐	☐	☐	☐	☐
b) Decreasing dropout					
i) Male	☐	☐	☐	☐	☐
ii) Female	☐	☐	☐	☐	☐
iii) Over all	☐	☐	☐	☐	☐
c) Decreasing repetition					
i) Male	☐	☐	☐	☐	☐
ii) Female	☐	☐	☐	☐	☐
iii) Over all	☐	☐	☐	☐	☐
d) Decreasing disparity:					
i) Urban/rural	☐	☐	☐	☐	☐
ii) **Male/female (gender)**	☐	☐	☐	☐	☐
iii) Regional	☐	☐	☐	☐	☐
iv) Wereda	☐	☐	☐	☐	☐
e) Increasing number of					
i) Qualified teachers	☐	☐	☐	☐	☐
• Grades1-4					
Male	☐	☐	☐	☐	☐
Female	☐	☐	☐	☐	☐
• Grades5-8					
Male	☐	☐	☐	☐	☐
Female	☐	☐	☐	☐	☐
ii) Primary schools	☐	☐	☐	☐	☐
iii) Books	☐	☐	☐	☐	☐
f) Capacity building to:	☐	☐	☐	☐	☐

i) Experts
ii) **Educational personnel's**
iii) Region



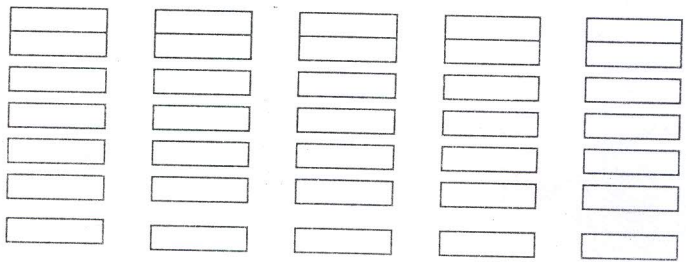
g) Decreasing attrition rate of:
i) Experts
ii) **Educational personnel**
iii) Teachers



h) Mobilizing support from

i) **Ministry of Finance & Planning**
ii) Women Affairs
iii) International organization
iv) Communities
v) Development Association
Vi) Local NGO

i) Monitoring & evaluation



11) Please indicate the **main strategies** used to improve primary Education during ESDP –I

a. Increasing access
1. _____
2. _____
3. _____
4. _____
5. _____

b. Minimizing gender gap
1. _____
2. _____
3. _____
4. _____
5. _____

c. Minimizing urban/rural disparity
1. _____
2. _____
3. _____
4. _____
5. _____

d. Minimizing drop-out
1. _____
2. _____
3. _____
4. _____
5. _____

e. Decreasing repetition
1. _____
2. _____
3. _____
4. _____
5. _____

f. Increasing the number of qualified teachers

1. _____
2. _____
3. _____
4. _____
5. _____

g) Others please specify

_____

_____

12. a) Please write in Rank order **the major** constraints observed during the implementation of ESDP –I

i) **At Regional Education Bureau Level** **Rank**

_____ _____
_____
_____
_____
_____
_____

ii) **At Federal Ministry Education Level** **Rank**

_____ _____
_____
_____
_____
_____
_____
_____

iii) **At Federal Education department Level** **Rank**

_____ _____
_____
_____
_____
_____
_____

b) What measures have been taken to address the problems? Please write the major once points

Federal (MOE) Level

_____
_____
_____
_____
_____
_____

Departmental Level

_____
_____
_____
_____
_____
_____

13) In your opinion, what were the main lessons learnt from the experience of ESDP -I
Please write the major points for each of the following:

a) Improving access

b) Minimizing the gender gap

c) Minimizing rural/urban disparities

d) Minimizing regional disparities

e) Increasing quality

f) Decreasing drop - out and repetition

g) Others please specify

14) In your opinion, what measures should be taken
(at Primary School level) to decrease

a) Dropout and repetition?

b) Gender gap?

c) Rural/urban disparity?

d) Regional disparity?

15) In your opinion, what are the methods that you think best:

a) To increase quality?

b) To increase the number of qualified teachers for grades 5-8?

c) To enhance management and implementation capacity?

c) To increase the involvement of different stakeholder: such as International originations, NGOs, communities, Association (women, youth, teachers, International organization etc) & others for the improvement of primary Education?

_____
_____
_____
_____
_____

16) What are your general comments on the commitment of the government in improving primary education in the region, during the implementation of ESDP-1?

		Very high	High	Medium	Low
a)	Regional government	☐	☐	☐	☐
	Federal government	☐	☐	☐	☐

If your answer is "very high or high," please indicate the main Points for both regional and federal government

b) Regional governments

_____
_____
_____
_____

Federal government

_____
_____
_____
_____

c) If your answer is "medium or low" what were the issues that the regional and Federal government should address?

Regional governments

_____
_____
_____
_____
_____

Federal

_____
_____
_____
_____

17). In your opinion, what are the main advantages and disadvantage of sector-wide approach (as compared to project improve to) improve education? Advantages

_____
_____
_____
_____

Disadvantages

_____

_____

_____

_____

18) In your opinion, at current level of performance will the country achieve universal primary education by the year 2015: (only for MOE)

Very high	High	Medium	Low	Never
☐	☐	☐	☐	☐

Thank you for your cooperation

annex-8
Questions for the Interview

1) Do you believe ESDP is the best approach to solve the educational problems in Ethiopia?

2) What is your comment on the achievement of ESDP-I, access quality equity quality end efficiency?

3) Do think that experts and educational personnel in the Federal Regional and wereda level were actively involved in the planning, implementation & monitoring and evolution ESDP-I ESDP-I.? If not what the reason

4) What your observation that MOE assists of regional bureau planning, implementation Monitoring & evolution & giving food buck.

5) What is you observation the region implanting & During ESDP-I

What were the mean constraints observed?

Strength during ESDP-I

Government Federal Regional donor.

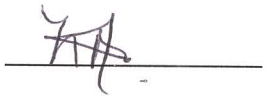
6) Do you think at current level of performance will the country achieve Universal Primary Education

7) There are complaints Delaney of donor fund in the regions, what do you think the reasons are?

DECLARATION

The thesis is my original work and has not been presented for a degree in any other university and that all sources of material used for the thesis have been duly acknowledged.

Name **Asmaru Berihun**

Signature 

Date **June 2004**