A STUDY OF MONITORING AND EVALUATION SYSTEM OF MULTILATERAL FUNDED EDUCATIONAL PROJECTS IN ETHIOPIA

BY

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A Thesis Submitted to the School of Graduate Studies of Addis Ababa University in Partial Fulfilment of the Requirements for the Degree of Master of Arts in Educational Planning and Management

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LIST OF ACRONYMY AND ABBREVIATIONS

ADB	African Development Bank
ARM	Annual Review Meeting
BOFEDs	Bureau of Finance and Economic Development
CJSC	Central Joint Steering Committee
E.C	Ethiopian Calendar
EdPM	Educational Planning and Management
EMA	Education Media Agency
EMIS	Education Management Information System
ESDP	Education Sector Development Programme
EU	European Union
FAO	Food and Agriculture Organization
GOE	Government of Ethiopia
JRM	Joint Review Mission
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOFED	Ministry of Finance and Economic Development
MTR	Mid-term Review
PIM	Programme Implementation Manual
REBs	Regional Education Bureaus
SNNPR	Southern Nations, Nationalities and People's Region
UNDP	United Nation Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme

Abstract

This study examines and describes the practices, problems and prospects of M&E of educational projects funded by multilateral agencies in Ethiopia. To meet the general objective, an attempt was made to seek possible answers to the basic questions that revolve around the existence of the M&E systems; availability of well-stated objectives; presence of data collecting instruments and performance indicators; availability of adequate human and material inputs; presence of earmarked budget; types of M&E that are often used; reporting and feedback and the extent they are used for decision making. The descriptive survey method was used as a method of research. A purposive sampling technique was employed to include the MOE, MOFED, REBs, BOFEDs, Country Representatives or Offices of the WB, the ADB, the EU and the UNICEF. A stratified random sampling technique was applied in selecting Oromia, Amhara and SNNPR from the relatively favoured regions, Somalie from less emphasized in development and Addis Ababa from city administration. The subjects of the study, 54 respondents (12 from MOE, 8 from MOFED, 12BOFEDs, 16REBs and 6from Donors), were chosen by employing availability sampling. Information was solicited from sample respondents through two different sets of survey questionnaires.

The outcome of the study indicates that M&E systems existed in both government and donor organizations. Although there were objectives for M&E, they were found to be confusing when they were evaluated against the five criteria of well-stated objectives (specificity, measurability, acceptability, realistic, and time bound). The indicators already set by donors and government jointly were reasonable in number, but they were hardly including all the seven criteria of well-developed performance indicators to the desired extent. Out of more than six tools that are available for data gathering, only questionnaire and document reviewing were the two data gathering instruments frequently used by M&E units. The human resources in the M&E units were with limited experiences and capacity. One and only one person at each of the WB, the ADB and the EU country offices was assigned to carry out the M&E of education projects. With regard to non-human resources, the M&E units were ill-equipped with sufficient office facilities. The system had a long chain of command to approve bid documents, for financial flow, to plan and to procure. Although there were earmarked budgets for M&E activities, it was almost below 2.5% of total project cost. Even the meagre allocated budget for M&E activity was under utilized or not utilized.

With regard to types of M&E, physical progress and project costs were monitored quarterly, but monitoring of a project's quality was almost non-existent. On-going and ex-post evaluation were reported as employed by M&E units and less attention was paid to impact and other types of evaluations. Even if there were reports produced after M&E, they were not timely, free from jargon, short and to the point, with a variety of visual illustrative (photographs, charts and so on), with parts of lessons learned, clear and action-oriented, and reliable to the desired extent. Feedbacks were almost non-existent and therefore, decisions were hardly ever made based on the M&E reports.

It is, therefore, possible to conclude that the existing M&E systems seems less than satisfactory, and appears, indeed, incapable of discharging their responsibilities as they ought to be due to limited implementation capacity, shortage of budget and lack of functional organizational structure. In order to further enhance the M&E systems of multilateral funded educational projects, there is a need to:

- *Improve the system by organizing training for the employees to internalize objectives and indicators of the M&E.*
- *Allocate 5% and above of total project cost for the M&E activities.*
- *Include other data collecting instruments such as observation, interviews and focus group discussion.*
- *Strengthen the M&E units with both human and non-human resources.*
- *Include monitoring project quality and other evaluation types (ex-ante, inter-phase, self, and more importantly impact).*
- *Produce well-prepared reports and establish a system of feedback.*

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Education plays a vital role in development process as it contributes to social, cultural, economic and political development. Spending on education has, therefore, been considered as productive investment, and this viewpoint has also been widely accepted (Baum and Tolbert, 1985:117-124). Many developing countries including Ethiopia have placed a great faith in education for poverty reduction and improved living standards (MOE, ESDP II 2002:19). In fact recalling one of the best known UN statements (the 1948 Declaration of Human Rights) on education is a good indication for collective commitment to meet global education demands at least at basic and fundamental level for improved, better and easier life (Article 26 of the declaration (UN1973:3) in Mark Bray (1988)). The main reason for such strong global commitment to the promotion of education is its monopolistic power and importance in supplying trained human resources for overall national development.

On the other hand, education is an area of huge investment and an expensive social sector. The resources that are required to train and supply all qualified human power needed by the economy and organizations in society (social service giving or manufacturing enterprises) are tremendous. That is, developing countries like that of ours, with serious economic constraints and a low financial base, can not satisfy the demand for education as long as the responsibility of financing education is left only to the governments of these countries (Psacharopoulos and Woodhall(1991) and Psacharopoulous(1986). In line with this, the Ministry of Education of Ethiopia has admittedly expressed that neither the government nor any other institutions can single-handedly bear and discharge the responsibility of education due to chronic scarcity of resources (MOE, 2002:8-10). Financing education is therefore considered as a joint responsibility of governments, communities, bilateral and multilateral organizations which requires a concerted and well-knit partnership among stakeholders.

In Ethiopia, the sources of finance for education are mainly from government treasure with substantial assistance and loans from bilateral and multilateral organizations. It should not be forgotten that foreign financing has its own macroeconomic consequences. Heavy foreign borrowing might accelerate a debt crisis. Debt mounting and debt serving commitments could lead to a reduction in domestic savings. This in turn leads to low domestic investment and low

potential income levels. Since at some time in the future this debt has to be repaid, a reduction in future living standards may occur, unless the borrowed money is used for planned purposes in predetermined time, budget and specification. The point here is that special attention must be given to managing projects funded through the loans.

Foreign loans and assistance coming through multilateral organizations are primarily utilized by employing a project approach. The project approach has endured as a disciplined way to manage the use of resources to achieve important development objectives. Baum and Tolbert (1985:6) write that the project approach has assisted developing countries to establish the viable institutions indispensable for orderly economic growth, to effect the policy changes needed for good project performance and to make investments that are properly engineered, financially feasible and economically sound.

Project work takes place in several distinct stages or project cycle. Despite its limitations, the project approach has proved a potent instrument for rationalizing and improving the investment process (Ibid, p.335). It seems good to reaffirm that each stage of the project cycle is important, indeed critical. But during project implementation, the earlier preparations and design, plans and analyses are tested in the harsh light of reality. Thus, a project's development plan is said to be realized only when it is successfully implemented (Baum and Tolbert, 1985 and Potts 2002).

Baum and Tolbert (1985:357) surprisingly expressed the attention given to project implementation in this manner:

> Project implementation has received relatively little attention, not only from the academic community but also from those directly engaged in the development process. Breaking ground for a new project or signing a loan with an international agency attracts much official and press attention. But the long, slow process of tackling the myriad of problems that arise during the implementation of a project is seldom in the limelight-unless, of course, things go particularly badly.

One can learn from the above quotation that planning and managing implementation receive less attention from actors of the projects. In the other words, techniques to assist in planning and managing implementation such as critical path analysis, monitoring and evaluation, and management information systems are not as well utilized as they should be.

As a result, in most educational projects the gap between the plans and actual achievements has become wider due to the failure to use techniques of planning and managing implementation.

Their implementation has frequently run into serious difficulties. This is usually manifested by lack of reliable information on the implementation conditions and the results of projects. These have often been at the heart of repeated problems and failures. Due to these facts, educational projects financed by multilateral agencies have not often been completed within predetermined time, budget and specifications (Magnen, 1991).

Most problems related to planning and managing implementation in educational projects can be tackled by developing effective and efficient monitoring and evaluation systems. Experience has shown that there are many instances in which monitoring and evaluation systems have made a substantial contribution to improved project implementation. However, too often, monitoring has become just another data-gathering effort, seldom influencing management's decisions. Sometimes large amount of data are collected but not processed; if processed, they are not used. The experiences in multilateral funded educational projects suggest that the practices of projects monitoring and evaluation should be refined and redefined for a successful system.

Especially in poor countries like Ethiopia where resources and capacity to use the available limited resources are the main problems, the task is how best to transform the shortages into meaningful educational and institutional services. Allocation of scarce resources demands a commitment to realism and a determination to face a hard future and make the best out of it through critically planning and managing implementation by establishing a successful monitoring and evaluation systems for projects.

1.2. Statement of the Problem

Developing countries like Ethiopia often face both shortage of resources and limited capacity to utilize the available meagre funds in the process of development. Thus, more often than not the gap between plans and the actual achievements of educational projects has become wider, resulting low achievements. Many educational projects financed by multilateral agencies have not been completed within their time frame. These low achievements are mainly attributed to lack of reliable information on the implementation conditions and results of projects. It is logical to think that, in the absence of appropriate information, project managers and/or decision makers can neither detect improper functioning, nor of course take timely decisions to heal them. They also can neither analyse the causes of problems, nor choose more appropriate objectives and implementation strategies on the basis of good understanding.

Even if the system of monitoring and evaluation has been established, it seems that it is often a less utilized area for a successful implementation of projects. Too often monitoring might have turned out to be alternative data-gathering efforts, hardly ever influencing management's decisions. Even the collected data do not seem to be used for passing decisions so as to take corrective measures. Too often monitoring and evaluation systems are also added late in the project cycle, indicating that less attention is given for the same activity.

For the successful implementation of educational projects, there has to be a continuous process of monitoring, evaluation and an assessment of impacts that the project will bring for the beneficiaries (Roche, C 1999:20). Monitoring and evaluation show a flow of information about progress and results to project managers and educational planning officers, who should take it into consideration, the former in their management, and the latter in the formulation of policies, plans and projects(Magnen, 1991). However, this technique of managing implementation through monitoring and evaluation of projects seems a missing and/or not well-utilized segment of project planning and implementation in multilateral funded educational projects.

Thus, this study tries to assess the practices, problems and prospects of monitoring and evaluation of multilateral funded educational projects in Ethiopia so as to identify strengths and weaknesses characterizing it. The study is aimed at finding answers to the following basic research questions.

Basic Questions

1. Are there established systems for M&E of multilateral funded educational projects?
2. What are the objectives of M&E of multilateral funded educational projects? Have these objectives included all the criteria for well-stated objectives?
3. Are there standardized data collecting instruments and performance indicators for M&E of multilateral funded educational projects? Are indicators designed in accordance with the criteria of well-set indicators?
4. Who are involved in M&E of multilateral funded educational projects? Do required capacities both in human and material inputs exist to carry out M&E?
5. Is there sufficient budget earmarked for making M&E of multilateral funded educational projects just from onset? To what extent are these funds utilized?
6. What are the types of M&E often used by multilateral agencies?

7. Do reports of M&E of multilateral funded educational projects include elements of well-done reports? Are feedbacks given to any reporting organs to use the reports of M&E for decision making?

1.3 Significance of the Study

Studying past experiences has shown that lack of reliable information on the implementation conditions and results of projects has been often at the heart of repeated problems and failures. Where there is a problem of information, managers and/or decision makers can not detect improper functioning, can not identify the causes of problems and/or can not choose more appropriate objectives and implementation strategies. As a result of this, transforming the available limited funds into meaningful educational and institutional services runs into serious difficulties.

On the other hand, if foreign financing projects especially in the form of loans are not finished in predetermined inputs and timeframe, they reduce future living standards by weakening investment due to low domestic saving and debt serving commitments. To minimize risks and to get the best benefits out of such projects, there has to be closer supervision of the progress of projects through well-established M&E systems. Well-established monitoring and evaluation techniques help to systematically collect and analyse information about a project's implementation. While monitoring is used either to detect potential or actual problems in the course of execution in order to apply timely remedies, evaluation is used to provide reliable information either for a preliminary overview and possible revision or after completion, for the benefit of similar operations. Yet, in the experience and the knowledge of the researcher, problems and practices of monitoring and evaluation of multilateral funded educational projects in our country are not addressed through research and hence, this study seems to be the first of its type in Ethiopia.

In light of the above facts, it is imperative to assess the practices, problems and prospects of monitoring and evaluation of multilateral funded educational projects in Ethiopia so as to identify the strengths and weaknesses characterizing it. It is hoped that improving the systems of monitoring and evaluation of multilateral funded educational projects through research outcomes will help projects to meet their predetermined objectives.

The study is, therefore, significant as:

1) It will attempt to provide solutions to the problems under investigation.
2) It will inform stakeholders involved in M&E of multilateral funded educational projects about the status of the existing problems and ways of improving their practices.
3) It will provide a better understanding and awareness and share of experiences among various agencies about M&E of multilateral funded educational projects.
4) It will open ways for subsequent research activities wider in scope and depth including on different stages of project cycle.

1.4 Delimitation of the Study

Investing in education of Ethiopia is made mainly from the government treasury with assistance and loans from international (multilateral) and bilateral organizations. To address its objectives and for the purpose of manageability, this research study focuses on assistance and/or loans coming from multilateral organizations in the form of educational projects. Thus, those educational tasks that are carried out by funds from government treasury, internal revenues, and bilateral organizations are beyond the scope of this thesis.

The study is also delimited to those elements of educational activities that are done through project approaches. Activities that do not involve the project approaches are beyond the reach of the study. Moreover, although they are important, indeed critical, this study does not look into each stage of the project cycle. It is concerned with project implementation and especially emphasises project monitoring and evaluation where the preparations and designs, plans and analyses are tested in the field. In addition literature shows that a lack of reliable information during project implementation contributes strongly for failure of projects. The lack of reliable information appears to be associated with project monitoring and evaluation failure.

1.5 Limitation of the Study

A limitation to the study was the difficulty faced in getting the necessary information in/on time from both donor and government organizations. Some respondents were not willing enough to fill in the questionnaires. Frequent persuasion to convince them to contribute required additional time. This and other factors created time constraints on the

side of the researcher. The researcher has attempted to redress the problem by investing additional efforts.

1.6 Research Methodology and Procedures of the Study

1.6.1. Method of Research

A descriptive survey method was used as the method of the research, with the assumption that it could help to get a description of current state of the problems by examining and describing the major problems, practices and prospects related with M&E of multilateral funded educational projects in Ethiopia. It was also assumed that the nature of the problem needed wider description and investigation. Furthermore, the data collecting procedure was designed in such a way as to provide a description of the current practices and problems so as to identify typical bottlenecks that need to be removed for better M&E of multilateral funded educational projects.

1.6.2. Sampling Techniques and Sample Population

There were a total of eight multilateral organizations funding educational projects in Ethiopia. These were: the World Bank (WB), the African Development Bank (ADB), the European Union (EU), the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Development Program (UNDP), the World Food Programme (WFP), and the Food and Agriculture Organization (FAO). A purposive sampling technique was employed to include the WB, the ADB, the EU and the UNICEF. The main purpose behind such an arrangement was that these organizations have relatively large volume of funds for interventions. It was hoped that data from the selected agencies would help to identify the problems of the existing systems and to suggest a better system for M&E of multilateral funded educational projects.

Monitoring and evaluation of multilateral funded educational projects involve a number of stakeholders: Ministry of Education (MOE), Ministry of Finance and Economic Development (MOFED), Regional Education Bureaux (REBs), Regional Bureaus of Finance and Economic Developments (BOFEDs), Country Representatives or Offices of the WB, ADB, EU and UNICEF. Purposive sampling technique was employed to include the above stakeholders as each and every of them are in charge of monitoring and evaluation of multilateral funded educational projects.

There are a total of nine national regional states and two city administration councils under Federal Democratic Republic of Ethiopia. These are: Tigray, Afar, Amhara, Oromia, Somalie, SNNPR, Benshangul-Gumuz, Gambella, Harari, Dire Dawa and Addis Ababa. A stratified random sampling was used in selecting the regions included in the study. In order to get stratified samples, all the eleven regions were classified into relatively favoured, less emphasized in development and city administrations. Accordingly, three regions (Amhara, Oromia, and SNNPR) from relatively favoured, Somalie from less emphasized in development and Addis Ababa from city administration were chosen at random from each of the three groups.

The responding organizations and respondents within these organizations were chosen by employing purposive and availability sampling techniques respectively. Appendix B presents names of sample organization/region, respondents by title, sample size from each sampled institutions, sampling techniques employed and justifications for choosing the selected techniques. The study, to a larger extent, employed purposive sampling technique because the nature of the study obliged the researcher to select those subjects who have direct relationship with monitoring and evaluation of multilateral funded educational projects. Although the sample size seems small and the sampling technique is of non-probability type, the drawback was compensated for by qualitative data obtained from the various documents.

1.6.3. Data Gathering Instruments

The study sought to gather data from both primary and secondary sources. Primary data were gathered through questionnaires and interviews. Two different sets of survey questionnaires were developed based on the basic questions to secure factual information, opinions and attitudes on the problem under study. One was distributed to the subjects from MOE, MOFED, BOFEDs and REBs, the other was to the subjects from multilateral agencies involved in the study. The questionnaires were designed in such away that they include both closed-ended and open-ended items. Loan and assistance protocol agreements, guidelines, regulations and rules were thoroughly reviewed, checked and analysed. Information obtained through various channels (both qualitative and quantity) and tools were considered in the data interpretation so as to give responses to the raised basic questions.

1.6.4 Procedures of the Study

Before the final forms of the questionnaires were ready and administered, to test their validity in terms of the appropriateness of the items contained in the questionnaires and language clarity, they were delivered to and completed by six experts in the MOE, MOFED, and one multilateral agency. Then, they were revised depending upon some correction given in spelling errors during the tryout. At last, these questionnaires were set in their final form and fifty four were distributed to sample organizations. Prior contact was also made with all sampled respondents to ensure their willingness to participate in the study. The significance and objectives of the study were explained to respondents to maximize return of completed questionnaires.

1.6.5 Methods of Data Analysis

After all the 54(100%) completed questionnaires were returned from the respondents, the process of tabulation was carried out. Then percentage was used for data analysis. Information obtained through the open-ended items and document analysis was also considered in the data interpretation.

1.7. Definition of Terms

Evaluation- Evaluation is defined as the systematic assessment of the operation and /or the outcomes of a project /a program or policy, compared to a set of explicit or implicit standards, as a means of contributing to the improvement of the project/ program or policy (Weiss, 1998:4)

Monitoring– Monitoring is the continuous assessment of project implementation in relation to agreed schedules, and of the use of inputs, infrastructure and services by project beneficiaries (The Word Bank Group, 2003:5)

Multilateral Agency- Various institutions/more than two governments cooperating whose specific mandate is in the funding of investments for development (Magnen, 1991:94).

Project- A discrete package of investments, policy measures, and institutional and other actions designed to achieve a specific development objective (or set of objectives) within a designated period (Baum and Tolbert, 1985:8)

1.8. Organization of the Study

This study is organized in four chapters. Chapter 1 sets the Introduction for the study. Chapter 2 provides the Literature Review on Projects/Programs Monitoring and Evaluation. Chapter 3 indicates Presentation and Analysis of Data. The Summary, Conclusion and Recommendations of the study are presented in Chapter 4.

CHAPTER TWO

THE REVIEW OF LITERATURE

This part of the study covers and discusses eleven major areas related to the M&E of educational projects/programs. Included are: defining a Project and a Glimpse at Project Cycle, Concepts of M&E, Objectives of M&E, Types of M&E, Designing the M&E Process, Developing M&E Indicators and Tools, Who Should Do Monitoring and Evaluation, Financing M&E activity and Reporting and Feedback on M&E.

2.1. Defining a Project

There are many definitions of the word "Project" and many different types of project. But none of these definitions is universally accepted. Gittinger (1982: 6), a World Bank author, noting the absence of an academic definition of a project, calls it an investment activity in which financial resources are expended to create capital assets that produce benefits over an extended period of time and it is an activity for which money will be spent in expectation of returns and which logically seems to lend itself to planning, financing, and implementing as a unit. Magnen, (1991:14) (in Baum and Tolbert (1985:78) and IIEP (1988)) defines project as "A set of investment and of other planned activities aimed at achieving specific objectives within a pre-determined time-frame and budget." Almost similar definition is put in Baum and Tolbert (1985:8). As to their definition, project is "A discrete package of investments, policy measures, and institutional and other actions designed to achieve a specific development objective (or set of objectives) within a designated period." These writers include the following elements as common features to define a project.

- Capital investment in civil works, equipment, or both.
- Provision of services for design and engineering, supervision of construction and improvement of operations and maintenance.
- Strengthening of local institutions concerned with implementing and operating the project, including the training of local manager and staff.
- Improvements in polices-such as those on pricing, subsidies, and cost-recovery- that affect project performance and the relationship of the project both to the sector in which it falls and to broader motional development objectives.

- Plans for implementing the above activities to achieve the project's objectives within a given time. (Baum and Tolbert,1985:333)

On the other hand, Cleland and King (1983:187) define a project as "A combination of human and non human resources pulled together in a temporary organization to achieve a specified purpose" This definition, however, seems narrower in the sense that it does not include basic features of project the timeframe, starting and ending of the project and planning aspects of it. Potts, (2002:1) suggests that the easiest way to define a project is to outline the common characteristics that it might be expected to have. Accordingly the following points are listed:

- A project involves the investment of scarce resources in the expectation of future benefit.
- A project can be planned, financed and implemented as a unit. Often projects are the subject of special financial arrangements and have their own management.
- A project has a specific starting and finishing time in which a clearly defined set of objectives is expected to be achieved. Usually achievement of those objectives can be measured.
- A project has a conceptual boundary, usually geographical but sometimes organizational.

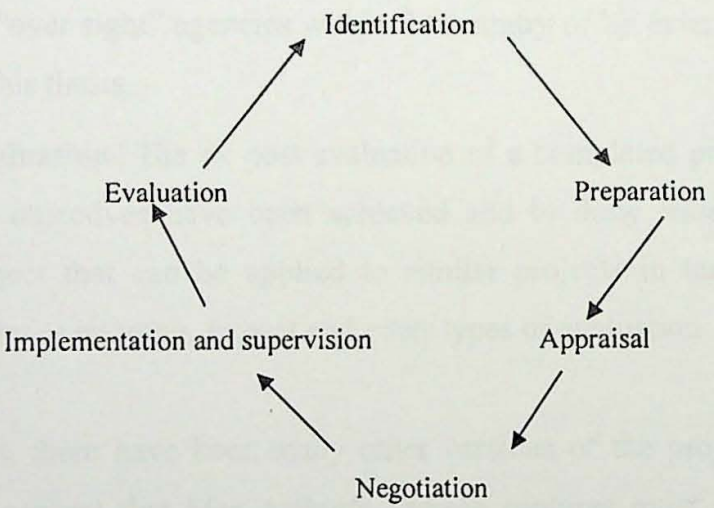
To have a more precise understanding of the domain of educational projects, adding a few points on the source of funds for a project and its difference from a program is of paramount importance. Contrary to a widespread notion, the word project does not apply only to activities financed with the support of outside assistance. This is to say there are projects for which financing is entirely from a national source. A program is, generally speaking, a series of planned activities with a broader scope than a project. Unlike projects, programs do not necessarily include investments. Moreover, the execution period of a program is often longer than that of a project. Thus, a programme may consist of a set of projects, aimed at achieving several related objectives. In any case, projects are one of the best ways for decision-makers to gain control, because their objectives, budgets and implementation periods are clearly defined (Magnen, 1991:14-16)

2.2. A Glimpse at Project Cycle

The reader of this paper may be wondering why the researcher has chosen to introduce the notion of a project cycle even before the subject of monitoring and evaluation, the concern of this paper. The reason is that unless a project cycle has been well conceived in the first place, it is likely to run into problems during the implementation of monitoring and evaluation plans, and will certainly be difficult to evaluate and monitor. Thus, introducing what a project cycle saves readers from confusions and helps to have a patterned package of project cycle understanding.

Project work is thought to be taken place in several distinct stages. These stages are commonly referred to as the "Project cycle". Each stage of project is closely linked to one another and it follows a logical progression. That is to say, every project passes through a sequence of stages. The concept of the project cycle was first developed by Baum in 1970. The first project cycle of Baum includes stages like project identification, project preparation, project appraisal, and supervision (or implementation). Eight years later, Baum added evaluation to the sequence (Cracknell, 2001: 95). Thus the 1978 Baum's simple version of the project cycle looked like figure 1.

Figure 1 the 1978 Baum's Simple Version of Project Cycle



Source: Cracknell, 2001: 95

Baum and Tolbert (1985:334- 335) described the above mentioned stages as follows

- **Identification-** the first phase of the cycle is concerned with identifying project ideas that appear to represent a high priority use of the country's resources to achieve an important development objective. Such project ideas should meet an initial test of feasibility.

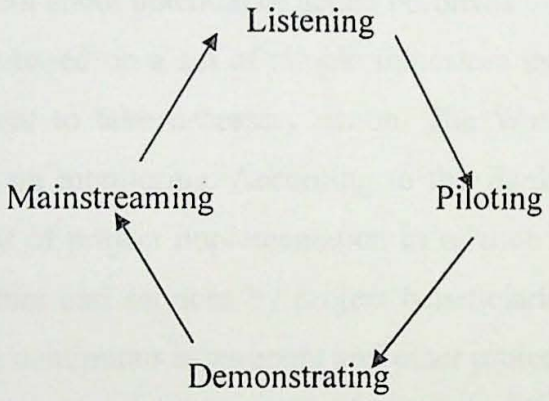
- **Preparation**-This is a point at which a firm decision can be made whether or not to proceed with project idea. It requires a progressive refinement of the design of the project in all its dimensions- the technical, economic, financial, social, institutional and so on. The distinction of identification and preparation is often blurred in practice and their relative importance can vary greatly depending on the character and history of each project.
- **Appraisal**- External agencies and/or governments (the extent of formal appraisal varies widely in accordance with government practices) require a formal process of appraisal to assess the overall soundness of the project and its readiness for implementation before funds are committed or approving loan.
- **Negotiations**-It is known that the appraisal stage usually closes with negotiation between representatives of the MOE and of the financial decision- makers. The negotiations results in an agreement as to the project's objectives, design, content and mode of financing. The MOE representatives obviously have a better chance of having their point of view accepted if the project documentation is well prepared and if they are perfectly familiar with the different approach (Magnen, 1991:30)
- **Implementation**–The implementation stage covers the actual development or construction of the project, up to the point at which it becomes fully operational. It includes monitoring of all aspects of the work or activity as it proceeds and supervision by "over sight" agencies within the country or by external leaders which are the concern of this thesis.
- **Evaluation**- The ex post evaluation of a completed project seeks to determine whether the objectives have been achieved and to draw lessons from experiences within the project that can be applied to similar projects in the future. This subpart of project includes ongoing, impact and other types of evaluation.

Since 1978, there have been many other versions of the project cycle. Writers like Cracknell (2001:96) suggest that Mac Arthur's version captures most comprehensively all of the many stages and inter-linkages between the initial project identification and the eventual ex post evaluation. This version of the project cycle (or sequence) is slightly unusual compared with other versions in that it runs anti-clockwise and it is divided in to three phases: pre- investment, investment and operations. However, donors who have developed the project cycle started to challenge its rigidity. In line with this, Cracknel (2001: 96) indicates that donors have begun to

adopt a different attitude to the rather rigid concept of the project cycle. The new approach recognizes that in real life people-centred projects are unlikely to be successfully implemented without involvement of people and now that there is widespread acceptance of participatory methods. The project cycle composes of four stages namely Listening, Piloting, Demonstrating and Mainstreaming. Cracknell (2001:98) describes each stage as follows.

- **Listening**-where one listens to all the stakeholders to find out what best meets their needs.
- **Piloting**-when various alternatives are explored on a small scale to learn lessons and to reduce the risks that are associated with moving into the unknown.
- **Demonstration**- when one further develops projects and tests out the various components of the proposed package looking for a consensus in the light of the previous discussions and pilot projects.
- **Mainstreaming**- devoted to the adoption, on a large scale (called 'mainstreaming') of the package of project proposals that best fits the needs of the beneficiaries, often using NGOs or private sector institutions as agents for implementation.

Figure 2. A New Concept of the Project Cycle



Source: Picciotto and Weaning (in Cracknell, 2001)

All in all, each stage of project cycle is the logical successor of the preceding one, while the last stage prepares the first of the next cycle. In practice the distinctions between the various stages are not always sharply drawn. On the other hand, projects financed by international sources generally follow the cycle quite closely. The broad outline of the cycle is also followed by most education projects. The experiences up to now show that considering a project as a cycle contributes to the development of detailed and exhaustively studied projects and implementation plans.

2.3. Concepts of Monitoring and Evaluation

It is now clear that monitoring and evaluation are devised to assist in planning and managing implementation. That is to say, they have become more and more important as part of project cycle management. To be effective, monitoring and evaluation must be an integral part of the project. That is to say, they need to be prepared at the same time as the project. Experiences have shown that monitoring and evaluation systems have made a substantial contribution to improved project implementation. Attempts are made to define monitoring and evaluation, and to show their similarities and differences as follows.

2.3.1 What is Monitoring?

BCID (Bradford Center for International Development (2002)) quoting Tom Franks indicates that the essence of a project monitoring system is the continuous comparison of actual progress against planned progress. For example, at time "t", "X" number of schools constructed against a plan of "Y" number. From this it is possible to learn that monitoring is a continuous comparison of what is planned with what is achieved. Baum and Tolbert (1985:362) define monitoring as "a relatively straight forward and in expensive system that provides an early warning to project management about potential or actual problems". These writers go on explaining that monitoring should be based on a set of simple indicators that can be collected and processed in time for management to take necessary action. The Word Bank Group(2003) has put comprehensive definition on monitoring. According to the Bank Group(2003), monitoring is "the continuous assessment of project implementation in relation to agreed schedules, and of the use of inputs, infrastructure and services by project beneficiaries." Identifying and noting points like agreed schedules, continuous assessment and other project inputs may help to get the issue clear and are also areas that concern in the process of monitoring.

Cracknell (2001:163) has related the idea of monitoring to the donors funded projects. As described by him, monitoring is promoted by the donor agencies as a means of keeping a watch on what is happening to 'their' projects. However, borrowers (host countries) are also engaged in monitoring projects aided by donors and/or by themselves to get the most out of them. Some writers relate project monitoring with project control. Cleland and King (1983:371) indicate that control systems advise the project manager of the extent of deviations and of the recommended corrective action or alternative course of action which will put things on course." This idea is also supported by Sioum (2003). The Development Gateway Foundation (2003:5) has defined

monitoring as the systematic collection of data to provide management, donors and other stakeholders with an indication of project progress.

Having the above discussions in mind, one can understand monitoring as the continuous overseeing of the implementation of planned projects. It seeks to ensure that input deliveries, work schedules, the projection of targeted outputs and other required actions are proceeding according to plans. Said differently, monitoring is the continuous assessment of the intervention and its environment with regard to the planned objectives, results, activities and means. When the monitoring system shows a deviation between planned progress and actual progress (known as variance), project managers need to decide that whether remedial action is possible or necessary.

2.3.2. What is Evaluation?

Many definitions of evaluation can be found in the literature. Evaluation's definitions slightly vary based on the types and the purposes of the evaluation. Weiss (1998:4) defines evaluation as "the systematic assessment of the operation and/or the outcomes of a program or policy, compared to a set of explicit or implicit standards, as a means of contributing to the improvement of the program or policy." From the above definition, one can identify five key elements, namely systematic assessment, the operation of the program, standards for outcomes of the program, standards for comparison and contribution to the improvement of program and policy. These elements show that evaluation is systematic assessment on the operation (process/the way a program is conducted) and outcomes of the program. It also involves collecting evidence so as to contribute to the betterment/ improvement of project/ program /policy.

Some literature defines evaluation as the comparison of performance to some standards to determine whether discrepancies exist. Such a definition appears a bit limited in the sense that it does not include all types of evaluation. Moreover, it is identically defined with monitoring and ignores their differences. Cracknel (2001:54) has, however, defined evaluation indirectly. In his definition, evaluation is used for accountability and/or lesson learning. A comprehensive definition of evaluation is given by World Bank Group: "Evaluation is the periodic assessment of a project's relevance, performance, efficiency, and impact (both expected and unexpected) in relation to stated objectives. The Bank's explanations take into account various types of evaluation such as mid-term reviews, ongoing, terminal evaluation, etc. The Development Gateway Foundation (2003:5) defines evaluation as the systematic and objective assessment of an ongoing or completed project, including its design, implementation, and results. Added to

this, it states that evaluation leads to more informed decisions, allowing those involved in the project to learn from experience and to be accountable to donors and stakeholders.

From the above definitions, it is possible to say that a considerable amount of consensus has been reached by many evaluators regarding the definition of evaluation as the assessment of merit or worth. The reader of this thesis should note that evaluation is a learning and action-oriented tool that should be an integral part of the basic management process along with planning and implementation. The potential contribution of evaluation to improving both the planning and execution of programs/projects and to better utilization of resources and possibly reduced costs is being recognized. In general, it is a systematic and objective assessment of design, implementation and outcome of an on-going or completed intervention. Data for evaluation are gathered systematically and periodically, and are interpreted so as to make changes in existing projects, measure attainment of objectives and/or its impact on target population and areas.

2.3.3 Similarities and Differences between Monitoring and Evaluation

There has always been a close link between monitoring and evaluation-at times too close for comfort, yet different. It may be clear that these two activities are closely related, but just what the nature of that relationship should be (just friends, or cousins, brothers, or even twins?) is an issue. Authors like Cracknell comment that this issue has been hotly debated over the years-and still is. This author also states that the distinction between monitoring and evaluation is more difficult to sustain in the case of people-centred projects because the data requirements are almost identical (Cracknell, 2001: 173). The EMI (1998), regarding the similarities between monitoring and evaluation, writes that both are tools necessary to follow up progress and improve the implementation of projects/programs.

They also use the same issues i.e., relevance, sustainability, efficiency, effectiveness, attainment of intended results impact etc. They are conditions when they get overlapped. Certain types of evaluation, particularly on-going evaluation, self-evaluation, mid-term reviews, and inter-phase evaluation are very similar with monitoring except their depths of investigation (Cracknell (2001:76). Nonetheless, both M&E are assessments that use the same data collection and analysis systems. Both provide feedback information. And the indicators for monitoring may be included in the range of information required for evaluation. Monitoring is also a key source of data for evaluation.

On the other hand, according to Cracknell (2001: 163), monitoring and evaluation are separated by their objectives, reference periods, requirement for comparative analysis, and primary users. These two modes of gathering information are closely linked within the framework of a project, while at the same time emphasizing that the two functions fulfil different purposes and cannot be treated almost as if they were synonymous. Potts and Anand (2002:168), regarding the distinction between monitoring and evaluation, write that evaluation is about learning lessons; about what worked, what did not work and why. In a sense, evaluation generates learning that should enable us to design better projects and avoid the mistakes made earlier and build on the good practices developed earlier. In simple language, while monitoring is closely linked to the progress of a project, evaluation takes an overview of the project and evaluates whether the intended objectives and project purposes was achieved or not. USAID Ethiopia (1997), in its Performance Monitoring Workshop Handout, identifies the complementary features of M and E as shown in the label below.

Figure 3. Complementary Features of M and E

Monitoring	Evaluation
• Implementation oriented • Tracks results • Assesses intermediate results • Focuses on timeliness • Emphasis multi-level results • Informs budgeting • Strengthens accountability for managing for results • Essential for program implementation and improvement • Can use disaggregated data	• Policy oriented • Explains results • Assesses attributes • Focuses on rigor • Emphasizes final results • Informs broad resources allocation • Strengthens accountability for results themselves • Essential for strategy development • May need aggregated data

Source: USAID/Ethiopia Performance Monitoring Workshop Handout, March, 1997

As described in Fig. 3, M and E are complementary functions. But, this does not mean that distinguishing factors between them do not exist. In line with this, Pact Ethiopia (1999:8), in its Training Material Prepared for Local Government Line Bureaus Project Staff, identified the following factors to distinguish between M and E. Thus, Figure 4 shows some of these factors.

Figure 4 Distinguishing Factors between M and E

Factors	Monitoring	Evaluation
Objectives	Determine project inputs, activities and outputs and improve progress	Determine effects and impacts
Data to Gather	Primarily quantitative data	Primary qualitative data
Tools for data collection	Generally short monitoring formats	Generally long questionnaires and interview schedule
Data Gathering Time	During project implementation	Generally after project completion
Frequency of Data Collection	More frequent and routinely	Less frequent and periodic
Implementers	Project Staff and Other Stakeholders	May Involve External People alongside with Internal Staff and Stakeholders
Use of Data	Mainly for Decision Making during Project Implementation	Primarily for Planning Projects
Questioned Asked	• What is working and not working? • What are the deviations? • What needs to be improved? • How can it be improved?	• What results occurred? • Who benefits? • With what resources?

Source: Pact Ethiopia (1999:8)

On the other hand, Development Gateway Foundation (2003:5-6) reveals that the differences in the objectives, methodology and purposes of M and E are shown in the Figure 5.

Figure 5: the Differences in the Objectives, Methodology and Purposes of M & E

Factors	Monitoring	Evaluation
Objective	-To track changes from baseline conditions to desired outcomes -To determine the efficiency and legitimacy of the application and use of inputs as well as their conversion into outputs -To facilitate an adjustment of activity plans, time schedules or budget	-To validate what results were achieved and how and why they were or were not achieved -To determine whether the objectives were realistic, given the capacities with which and the circumstances in which they had to be fulfilled -To undertake review of things done i.e. to assess the impact of the project activities.
Focus	-Focuses on the outputs of projects; mainly output status of issues	-Compares planned with intended outcomes achievement. Focuses on how and why outputs and strategies contributed to achievement of outcomes. Focuses on questions of relevance, effectiveness, sustainability and change; mainly outcome final effect of issues.
Methodology	-Tracks and assesses performance (progress toward) through analysis and comparison of indicators overtime.	-Evaluates achievement of outcomes by comparing indicators before and after the intervention. Relies on monitoring data to information from external sources.
Conduct and Reference Periods	-It takes place during the execution of a program/project activity. -It is a continuous feedback system that remains in force throughout the program/project implementation state. -Continuous and systematic by Task Managers, Project Managers and Key Partners	-Carried out periodically i.e. before the implementation of the program/project and on different periods while the planned activities are on progress as well as after it becomes operational. -Time-bound, periodic, in depth. External evaluators and partners.
Use	Alerts managers to problems in performance, provides options for correctives actions and helps demonstrate accountability It is a tool for project managers to use in judging and influencing the progress of implementation.	Provides managers with strategy and policy options, provides basis for learning and demonstrates accountability. Moreover, results are used by funding agencies and other relevant institution in future program/project design.

Source: Development Gateway Foundation (2003:5-6).

To conclude this subtopic, good monitoring is the foundation for good evaluation because it creates a repository of data and other information aimed at assisting evaluators in their works. Thus, the pendulum has tended to swing back towards a close link between the two functions, mainly because of the need to monitor the project progress as a vital input to subsequent evaluation. Some people regard the attempt to keep the two functions separate as a mistake because it would impede their continued development, and because they see monitoring as contributing vital data inputs for evaluation. But it seems good to acknowledge the differences

existing between them. The more general view is still that they are best seen as fulfilling different, if complementary, function (Cracknell, 2001:165; Pact Ethiopia 1999; Development Gateway Foundation, 2003; Magnen, 1991and Cameron, 1993).

2.4 Objectives of Monitoring and Evaluation

Sioum (2003:140) quoting Peter Drucker reveals that objectives and plans are only good intentions unless they immediately turn into hard work. Objectives must be specific, measurable, agreed up on, realistic and time-bound (SMART) statements of intent of monitoring and evaluation unit. Some writers include "extended" and "rewarding" to the list (SMARTER). It is equally true that objectives should be action-linked. The former MEDaC (now it is called MOFED) in 1987 E.C developed monitoring and evaluation guideline in which the objectives of monitoring and evaluation are summarized as follows (Parts 2.4.1 and 2.4.2 below). Readers are also encouraged to note that in many subtopics of this paper, the topic under discussion is directly or indirectly touched.

2.4.1 Objectives of Monitoring

Although objectives need to be stated in accordance with SMART and/or with formal pattern of accomplishing X, by (Y) date, at (Z) cost and with (F) specification, most objectives set for monitoring projects are put as follows.

- To provide information that will assist in the implementation of projects on time and within budget. They are mainly concerned with the transformation of inputs to outputs and following and measuring of project progress in terms of activities and achievement outputs.
- To help in identifying and assessing factors affecting the progress of activities and achievement of outputs and to enable stakeholders review progress and propose action to be taken in order to achieve the objectives.
- To identify actual or potential success or failures as early as possible and to facilitate timely adjustments to the operations and, therefore, to identify and promote the action necessary to improve the implementation of the project.
- To help in identifying the action necessary: who should undertake them and what the deadline should be in order to remove or minimize problems relating to implementation by collecting, recording, analyzing and communicating information for the purpose of

management control and decision making and to provide feedback to project management at all levels (MEDaC, 1996).

2.4.2 Objectives of Evaluation

The problem of stating objectives of monitoring is also reflected in case of evaluation. In any case evaluation of educational projects has generally got the following three objectives.

- To improve future aid policy and intervention through feedback of lessons learned.
- To provide a bases for accountability including the provision of information to the public.
- To determine the relevance and fulfilment of objectives, efficiency, effectiveness and sustainability (MEDaC, 1987E.C).

2.5. Types of Monitoring and Evaluation

The literature identifies different types of monitoring and evaluation. Yet some overlap while others are not clear enough for full description. This study has identified three types of monitoring and six types of evaluation for discussion as indicated hereunder.

2.5.1 Types of Monitoring

Various types of monitoring are identified in the literature. But the practices of monitoring educational projects in Ethiopia indicate that monitoring physical progress, monitoring project cost and monitoring project quality are the main ones which are widely employed. Bradford Centre for International Development (2002:146-151) quoting Tom Franks has described each as follows.

2.5.1.1 Monitoring Physical Progress

BCID (2002) quoting Tom Franks reveals that monitoring physical progress is a vital element of successful project implementation. It is generally accepted that projects that are implemented on time have a much better chance of also being implemented within budget than those that suffer delays (or time over-runs). Physical progress monitoring should therefore be directed to assisting the managers and owners of the project in keeping a check on whether activities in the project are on schedule. If they are not, managers need to be able to assess how significant the delays are, and whether remedial action needs to be taken. Managing physical progress can be likened to managing time. That is to say, time is a major actor in such type of monitoring (BCID (2002:146-151)).

2.5.1.2 Monitoring Project Cost

For all projects the revised estimate of the cost to completion is the single most important factor in project cost control. At all times, managers and owners need to know the total requirement of funds required to complete the investment. This remains true even when implementation is in progress and part of the funds have already been expended. It is unfortunately true that, for many development projects, financial progress to date does not provide any reliable data for use in estimating the remaining cost to completion. Frequently projects suffer such severe dislocation that managers are forced to make completely new estimates of the cost of the activities or part-activities remaining. In condition where good physical progress and cost control data are available, and where the project implementation environment is sufficiently stable, it may be possible to make useful estimates of costs to completion by using past data. On the assumption that no further delays will be incurred and that cost expenditure will continue at the same rate as before, then we can use the relationship:

$$\frac{\text{Cost of work to date}}{\text{Value of work to date}} = \frac{\text{cost of work remaining}}{\text{Value of work remaining}}$$

to obtain an expression for the cost of work remaining (BCID (2002:151)).

2.5.1.3 Monitoring Project Quality

As well as monitoring physical progress and controlling project costs, project managers also need to monitor that the project outputs are being delivered according to specification, that they are being delivered in the right quantity, at the right quality and in the right location. Unlike physical and financial monitoring there is no generally applicable methodology that can be used. Each project presents a different set of problems in monitoring quality and judgment and experience must be used in deciding how this is to be done. It usually involves some form of direct inspection and supervision, which can be either formal or informal. Sometimes outside agencies can be employed to undertake this type of monitoring: indeed this is commonly done in supervising contracts for the provision of goods and equipment. In addition, many projects require some type of 'signing off', in which both the project implementing agency and the project owner agree that the project has been satisfactorily completed, so that payments can be made. Project managers should formulate and agree a program for monitoring project quality before the project starts, and agree it with all concerned (BCID, 2002:151-152).

2.5.2 Types of Evaluation

Six types of evaluation namely ex-ante evaluation, on-going evaluation, inter-phase evaluation, self-evaluation, ex post evaluation and impact evaluation are treated as follows.

2.5.2.1. Ex-ante Evaluation

It is also called baseline studies or start-up evaluation. It often comprises the first phase of what will eventually become an evaluation. On this issue, Freudenthal and Narrowe (1992) write that a baseline study involves carrying out a detailed review of the situation immediately before a development activity starts. In the other words, it is carried out before the implementation of the program/project activity to determine the needs and potentials of the target group and its environment, and to assess the feasibility, potential effects and impacts of the proposed program or project. Such study is often carried out urgently before any arrival of the contractors. It usually involves a field survey of some kind. Without such ex-ante evaluation/baseline study it would have been very difficult, if not impossible, to measure the full impact of the project. Of course it is not necessary for every project. However, it is crucially important for all people-centered projects where project managers need to be well informed about the base situation and about the aspirations of the people being served by the project, and where on-going monitoring of social impact is a vital source of information managers (Cracknell (2001:69-76).

2.5.2.2. On-going Evaluation

It is known by several names. These are: mid-term review, on-going evaluation, interim evaluation or formative evaluation. This type of evaluation takes place to check whether predetermined objectives and plans are on right track or not. Above all, serious problems that a project encounters during implementation may demand a fresh look at the objectives and at the whole problem that project was intended to address. On-going or formative project evaluation can be appropriately compared to the process engaged in by the members and coach of a football team at the half-time break of a match, before play resumes. The carefully prepared plan has been applied by the players for 45 minutes and they have obtained a partial result. In more general terms, the coach and players compare their actual behavior with what had been foreseen, they consider the unforeseen factors arising in the course of the action, and decide on the corrective measures to be applied in order to obtain the best possible result at the end of the

match. The coach and the players are engaged in on-going evaluation or more precisely mid-term evaluation of their project, which is the football match.

Likewise, on-going evaluation of an education project has similar goals and a similar process. In a well prepared project, the objectives and their quantitative targets, the strategy, the resources and the methods are defined in advance. Somewhere in the middle, evaluators compare the results actually achieved by the project at the time study with the results foreseen for the same data. This comparison makes it possible for evaluators to estimate the extent to which the project is on the way to achieving its quantitative and qualitative objectives. On-going evaluation uses methods similar to those of diagnostic studies. Despite the obvious importance of the ongoing evaluation, it is regrettable that such information is frequently omitted from education project evaluations (Magnen, 1991:122-123). The idea that evaluation refers only to projects that have been completed (which was at one time quite widely held) cannot be right.

2.5.2.3. Inter-phase Evaluation

Some donors tend to fund programs, comprising a number of projects that stretch over many years, in a series of phases. Such kinds of arrangements exist in educational projects funded by multilateral agencies. They stipulate that a new phase cannot be financed unless an evaluation has been carried out of the preceding phase and the results were satisfactory. This kind of activity is called inter-phase evaluation and it is typical of such agencies as the World Bank and European Commission (Cracknell, 2001:72).

2.5.2.4. Self-Evaluation

Another type of evaluation, which is found particularly among the aid NGOs, and also some UN agencies dealing with larger numbers of small projects, is self-evaluation. Basically this implies that the operational staff evaluates their own activity. The risks, in terms of objectivity, of people being judge and jury in their own cases are obvious, and this kind of evaluation breaks the general principle that evaluators should not have had any previous involvement in the activities they are evaluating. However, there may be little real alternative where the average size of project is small, because the cost of organizing outside evaluations for such projects could well be as much as, or even more than, the projects themselves cost (Cracknell(2001:73).

2.5.2.5. Ex Post Evaluation

Other terms for this are retrospective evaluation, in-operation evaluation, maturity evaluation, terminal evaluation or summative evaluation. This term originated from a need to distinguish the

process of looking retrospectively at projects from the process of assessing the feasibility of proposed new projects (i.e., appraisal). Appraisal and ex post evaluation processes were often confused with each other, and it was to prevent this happening that the term 'ex post' came into use (Cracknell, 2001:74). The final stage of the project cycle, retrospective evaluation, plays an essential role as an experimental basis for the design of future projects, and more broadly, as element in a pragmatic strategy for educational planning.

In a retrospective evaluation, the comparison allows evaluators to make a final assessment of the project. They are then in a position, on the basis of experience with the project, to make recommendations regarding the design, preparation and implementation of projects of the same nature and/or in the same region. Ex post evaluation (retrospective evaluation) occurs after the project's end, when all disbursements have been made and final costs are known precisely. At this point it is possible to work out the reasons for its apparent success or failure. The essential functions are as follows: reporting on the project's results to higher authorities (the government, and where applicable the external financing source) and identifying project characteristics that could be advantageously repeated on other projects, and conversely, the traps to be avoided. Ex post evaluation should take place one or two years at most after project completion, so that implementation files can be found easily and that participants still remember well the circumstances (Magnen, 1991:124). The largest external aid sources have established permanent retrospective evaluation departments for the projects they finance, and so have several developing countries. The World Bank has extensive experience in this field.

2.5.2.6. Impact Evaluation

The importance of impact evaluation was brought to the world aid evaluation community in 1985. This was due to the fact that a large number of projects that appeared to have been successfully implemented were running into serious problems once they had been operating for a short time. As a result of this realization, the World Bank has started to carry out 5-15 years after project implementation, which is impact evaluation (Cracknell, 2001:74-75). Impact evaluation encompasses all the aspects of the project: project administration and management; execution of physical components; execution of intellectual components (technical assistance, training, studies etc); project costs and financing; the educational, social, economic and other impacts of the project; institutional development; sustainability of the project's results. Evaluators ultimately try to make an overall judgment of the project's value by comparing results achieved with the effort made. Finally, Cracknell (2001:77) comments that in recent years, there is a

pressure to switch from aid-delivery aspects of evaluation (on-going and ex post) towards impact evaluation due to the fact that aid projects and programs have often failed to meet their ultimate objectives.

2.6. Designing the Monitoring and Evaluation Process

Pact Ethiopia (1999:18) strongly argues that an effective planning and implementation of projects and the attainment of the ultimate objectives via impacts of projects requires putting in place appropriate and efficient monitoring and evaluation systems. These systems focus on gathering, processing, reporting and utilizing information on the progress, outputs, outcomes and impacts of projects. The monitoring and evaluation system is therefore closely related to implementation planning, since the project targets are set by the work plan. Desirable features of the system include: simple and therefore probably cheap, quick, accurate and verifiable; and avoiding a too rigid a system. Most of the key elements of the system can be designed by answering the questions, who provides what information when?

2.6.1. Designing the Monitoring Process

Establishment of the monitoring process starts from the objectives of monitoring. Mercado (1989) proposed the following steps on how to establish a monitoring system.

Step1- Prepare task descriptions and performance standards for the monitoring team

Step2-Orient management, staff, stakeholders about monitoring system through training

Step3-Orgainze and train monitoring team on why monitoring, uses of collecting information, resources for monitoring system, tools for gathering data, activities for operating the system, the organizational structure of the system, the time frame for monitoring and anticipated problems in running the system and proposed solutions.

Step4- Consult the users of information (management, staff, beneficiaries, donors, government, etc.) the overall process and assumptions of the system and their roles in operating, sustaining and improving the system.

Step5- Pre-testing the system to see how it operates.

Step6-Review the system based on feedbacks obtained from pre-test.

Step7-Install the monitoring system and make it operational.

Designing a monitoring system is not one-shot affair. It needs to be reviewed and evaluated. The most appropriate time to evaluate a monitoring system is just after completing a full cycle of monitoring system (from data collection to decision making). An annual evaluation of the system is could be useful (Pact Ethiopia 1999:23, Mercado, 1989).

2.6.2. Designing the Evaluation Process

Mercado (1989) states that since an evaluation may not be done as frequently or continuously as monitoring, it may not need to be so much structured. This does not mean that there is no a need to develop and institute a system of evaluation. This author lists the following steps to be followed in establishing evaluation system.

Step1-State what is to be evaluated

Step2-Formulate evaluation objectives

Step3-State what is expected to happen as a result of the project

Step4-Determine the methods to be used for the evaluation

Step5-Consult and orient all stakeholders about the overall objectives, process and results and review based on the comments forwarded

Step6-Implement the evaluation

Step7-Present summary, conclusions and implications of the evaluation results and propose recommendation (Pact Ethiopia 1999:24)

2.7. Developing Monitoring and Evaluation Indicators

Indicator is a term that has its origin in economics. This term is now widely used in many areas of work and human concerns. Performance indicators are also at the heart of a performance monitoring and evaluation system. As pointed out by Berhanu (1999:16), indicators refer to quantitative and qualitative performance measures that show progress is being achieved. USAID (1996) simply puts performance indicators as measures that describe how well a program/project is achieving its objectives. Whereas a result statement identifies what one hopes to accomplish, indicators tell specifically what to measure to determine whether the objective has been achieved. Indicators are usually quantitative measures but may also be qualitative observations. They define how performance will be measured along a scale or dimension, without specifying a particular level of achievement. They define the data to be collected to measure progress and enable actual results achieved over time to be compared with planned results. Thus, they are an indispensable management tool for making performance-based decisions about program strategies and activities (USAID 1998, USAID, 1996, and Berhanu, 1997).

In project work, operating units are expected to develop performance indicators for all strategic objectives, special objectives and intermediate results identified in the results frameworks. The indicators to be developed should focus on quantity, quality, time, beneficiaries and sites. As identified by Behanu (1997:68-69) indicators can be categorized into inputs indicators, time indicators, quantity indicators and output/result indicators. Berhanu(1997:62), concerning the characteristics of performance indicators, writes that indicator need to be/should be clear, simple, concise, and focused on specific points. On the other hand, USAID (1998:7) states that indicators should exhibit certain characteristics like quantifiable; applies to only one point or period in the time; gets a standard or criterion against which it can be judged; provides information about aspects of the education system that policy makers, practitioners, or the public regard as important; realistic; describes conditions amenable to improvements; and allows an examination of distributions among subpopulation of interest. As pointed out by USAID (1996), the following are steps that one follows in developing indicators for monitoring and evaluation progress at the activity level.

Steps in Selecting Performance Indicators

Selecting appropriate and useful performance indicators is a fairly straightforward process, but requires careful thought, iterative refining, collaboration, and consensus-building. Below are some suggestions. Although presented as discrete steps, in practice some of these can be effectively undertaken simultaneously.

Step1. Clarify the result statements

Good performance indicators start with good results statements that people can understand and agree on. Thus, those who develop indicators should c*arefully consider the result desired.* Review the precise wording and intention of the strategic objectives, strategic support objective, special objective, intermediate result, critical assumption, or result supported by partners. *Avoiding overly broad results statements* is important in such a process. Sometimes objectives and results are so broadly stated it is difficult to identify the right performance indicators. Instead, specify those aspects believed to make the greatest difference to improved performance. Moreover, one has to *be clear about what type of change is implied.* Each type of change is measured by different type of indicators. *Also, clarify whether the change being sought is an absolute change, a relative change or no change.* Not only should we be clear about the type of change required but also we should *be clear about where change should appear.* Is change

expected to occur in access, quality, efficiency, relevance etc of education? This is known as identifying the "unit of analysis" for performance indicator. *Identify more precisely the specific targets for change* Who or what are the specific targets for change? *Study the activities and strategies directed achieving change* (ibid).

Step 2 Develop a List of possible Indicators

There are usually many possible indicators for any desired outcome, but some are more appropriate and useful than others. In selecting indicators for education, do not settle too quickly on the first that come most conveniently or obviously to mind. A better approach is to start with a list of alternatives, which can then be assessed against a set of selection criteria. To create the initial list of possible indicators, tap the following sources: internal brainstorming by project team; consultations with experts in the substantive program area; and experience of other operating units with similar indicators. The key to creating a useful initial list of performance indicators is to be inclusive. That is, view the desired result in all its aspects and from all perspectives. Allow sufficient opportunity for a free flow of ideas and creativity (ibid).

Step3. Assess Each Possible Indicator

Next, assess each possible indicator on the initial list. Experience suggests using seven basic criteria for judging an indicator's appropriateness and utility. When assessing and comparing possible indicators, it is helpful to use a matrix with seven criteria arrayed across the top and the candidate indicators listed down the left side. With a simple scoring scale, for example 1-5, rate each candidate indicator against each criterion. These ratings will help give an overall sense of the indicator's relative merit, and help in the selection process. However, apply this approach flexibly and with judgment, because all seven criteria may not be equally important. Hereunder the Seven Criteria for Assessing Performance Indicators are indicated (ibid).

a) Direct: A performance indicator should measure as closely as possible the result it is intended to measure. It should not be pegged at a higher or lower level than the result being measured. If using a direct measure is not possible, one or more proxy indicators might be appropriate. For example, sometimes reliable data on direct measures are not available at a frequency that is useful to managers, and proxy indicators are needed to provide timely insight on progress. Proxy measures are indirect measures that are linked to the result by one or more assumptions. If convincing evidence exists that the assumption is sound (for instance, it is based

on research or experience elsewhere), then the proxy may be an adequate indicator, albeit second-best to a direct measure.

b) **Objective:** An objective indicator has no ambiguity about what is being measured. That is, there is general agreement over interpretation of the results. It is uni-dimensional: it measures only one phenomenon at a time. Avoid trying to combine too much in one indicator, such as measures of both access and use. Operational precision means there is no ambiguity over what kind of data would be collected for an indicator.

c) **Adequate:** Taken as a group, a performance indicator and its companion indicators should adequately measure the result in question. A frequently asked question is "how many indicators should be used to measure any given result?" The answer depends on a) the complexity of the result being measured, b) the level of resources available for monitoring and evaluation performance, and c) the amount of information needed to make reasonably confident decisions. For some results that are straightforward and have tried and true measures, one performance indicator may be enough. Where no single indicator is sufficient, or where there are benefits to be gained by "triangulation" – then two or more indicators may be needed. However, avoid using too many indicators. Try to strike a balance between resource available for measuring performance and the amount of information managers need to make reasonably well informed decisions.

d) **Quantitative**: Quantitative indicators are numerical and need to be used where possible. Qualitative indicators are descriptive observations. While quantitative indicators are not necessarily more objective, their numerical precision lends them to more agreement on interpretation of results data, and are thus usually preferable. However, even when effective quantitative indicators are being used, qualitative indicators can supplement the numbers and percentages with richness of information that brings a program's results to life.

e) **Disaggregated**: Disaggregating educational projects by quality, access, efficiency or some other dimension is often important from a management or reporting point of view where it is appropriate. Experience shows that development activities often require different approaches for different information wanted. Disaggregated data help track whether or not specific issues is addressed. Therefore, it makes good management sense that performance indicators be sensitive to such differences.

f) **Practical**: An indicator is practical if data can be obtained in a timely way and at a reasonable cost. Managers require data that can be collected frequently enough to inform them of progress and influence decisions. USAID operating units should expect to incur reasonable, but not exorbitant, costs for obtaining useful performance information.

g) **Reliable**: A final consideration in choosing performance indicators is whether data of sufficiently reliable quality for confident decision-making can be obtained. But what standards of data quality are needed to be useful? The data that program managers need to make reasonably confident decisions about a project are not necessarily the same rigorous standard a social scientist is looking for. For example, a low cost mini survey may be good enough for a given management need.

In addition to the above points Berhanu (1999:16) specifies that indicators of monitoring and evaluation should be assessed against criteria that might include: the directness of the relationship between a proposed indicator and the objectives to be measured will determine the aptness and relevance; information to be conveyed by means of indicators should be specific and quantifiable; indicators must be acceptable and credible to the constituencies for whom they are intended; the level of aggregation and relationship to other indicators must be explicit for each indicator; indicators in a set should be complementary and allow for cross-checking of signals. Finally Berhanu comments that for each indicator a range of issues need to be made explicit, including definitional clarity, level of applicability, range of potential use, limitations in interpretation and compatibility requirements, and an implementation framework for the set as a whole. Magnen, 1991:120) also advises that the indicators to be collected are few, and correspond to key project management problems; and their collection does not involve too much time or expense.

Step4. Select the "Best" Performance Indicators

The next step is to narrow the list to the final indicators that will be used in the performance monitoring and evaluation system. They should be the optimum set that meets the need for management-useful information at a reasonable cost. Remember the costs associated with data collection and analysis. So, *be selective.* Limit the number of indicators used to track each objective or result to a few (two or three). Select only those that represent the most basic and important dimensions of our aims. The selection of indicators to represent the status of the

education system should be based on a model, which may be explicit or implicit, of how the education system works as well as being comprehensive enough to describe the important dimensions of the system. The model, in turn, should provide a context for interpreting what the indicators mean, describing how they relate to other aspects of the education system (and perhaps to other social and economic systems), and suggest how they are likely to respond to various kinds of manipulation.

Unlike most points described above, Magnen(1991:118-120), brings about the concept of dashboard. In the management, dashboard refers to series of indicators. The manager has a series of lights (green, amber/purple, red, etc) on his/their dashboard, whose flashing warns him/her of a problem of project implementation, and allows him/her to act quickly. The indicators needed by a project manager obviously vary with the type of project and with the conditions of implementation. This writer keeps on writing related to types of indicators. The indicators are generally of two types: means or input indicators: for example expenditure disbursed, the number of metric tons of cement used, technical assistance services in man-months; output indicators: for example, the number of square meters constructed or individuals trained, the unit cost of construction or training, pupil enrolment, class repetition rate.

2.8. Developing Monitoring and Evaluation Tools

Once the key indicators have been decided, the next step is to devise a strategy or tool for data collection. Berhanu (1997:62-63) indicates that tools for monitoring and evaluation include various formats, questionnaires, observations (site visits), interviews, focus group discussions and mining documents, etc. Some means should also be developed for gathering information on the results supported by development partners and on the status of critical assumptions, although less rigorous standards apply. Also monitoring teams are required to collect data regularly on activity-level inputs, outputs, and processes to ensure they are proceeding as expected and are contributing to relevant outputs and outcomes.

a) Questionnaire

Questionnaires are employed to secure factual information, opinions and attitudes in a structural framework from respondents not contacted directly (Hopkins, 1979:296). The lack of face to face contact is the basic characteristic of the questionnaire that makes respondents to get little chance of explanation of unclear items. Due to practical and technical constraints, like the failure to inform the objective to respondents, the unreliability of responses and the problem of

encouraging subjects to fill and return questionnaires, it should be employed when other information collecting methods have been tried and failed (Seyoum and Ayalew, 1989). On the other hand, questionnaire helps to contact larger number of individuals at relatively low cost. It is also most useful when looking for answers to multiple-choice questions (Development Gate way, 2003:24). Questionnaires construction is highly concerned with the interest of respondent, importance of questions, simplicity of responses, avoidance of unnecessary details, relevance to the conditions of respondent, clarity of goal and questions (Good, 1954:220-223). It seems that modern technology such as internet, mail, phone, etc. has minimized the drawbacks of questionnaire to some extent.

b) Interviews

They can be structured, semi-structured, or unstructured depending on purpose. An interview is a means of getting information directly from respondents (Hopkins 1979:301). It is helpful to get information from people who can not read with adequate competence to fill out a questionnaire. Like questionnaire construction, interview setting requires the same steps. One has to be clear that the success of interview techniques is based on the competence of the individual undertaking the interview. Busy managers also prefer to be interviewed rather than to fill questionnaires. Included in the kind of interview are: interview with schedule, structured interview and unstructured interview (USAID, 1996 and Development Gate way, 2003:24).

c) Observation

Most evaluation and monitoring teams conduct some fieldwork, observing what's actually going on at assistance activity sites. Direct observation techniques allow for a more systematic, structured process, using well-designed observation record forms. The main advantage of observation is that project can be studied in its natural setting, thereby providing a richer understanding of the subject. It may also reveal conditions, problems, or patterns many informants may be unaware of or unable to describe adequately. On the negative side, direct observation is susceptible to observer bias (USAID, 1996 and Development Gate way, 2003:24). Observation may be useful:

- When performances of M&E data indicate results are not being accomplished as planned, and when implementation problems are suspected, but not understood. It helps identify whether the process is poorly implemented or required inputs are absent.
- When details of an activity's process need to be assessed, such as whether tasks are being implementing according to standards required for effectiveness.

- When an inventory of physical facilities and inputs is needed and not available from existing sources.
- When other methods are unlikely to elicit needed information accurately or reliably, ether because the respondents don't know or may be reluctant to say (USAID, 1996, Berhanu, 1997 and Development Gate way, 2003:24).

d) Focus Group Discussion

It is an inexpensive technique that can provide managers with qualitative information on performance of projects. Such arrangements need a facilitator guide's 7 to 11 people in a discussion of their experiences, feelings, and preferences. The facilitator raises issues identified in a discussion guide and uses probing techniques to solicit information. Such sessions typically lasts one to two hours. Advantages are: low cost, speedy results, allows exploring unanticipated issues and encourages interaction among participants, provides checks and balances minimizing false or extreme views. Limitations are: susceptible to facilitator bias, discussion can be sidetracked or dominated by a few vocal individual, lacks of quantitative data, and information can be difficult to analyze (USAID, 1996 and Development Gate way, 2003:24).

Focus group discussion is especially appropriate when:

- Program activities are being planned and it is important for managers to understand stakeholders' attitudes, preferences or needs.
- Major project implementation problems can not be explained
- Recommendations and suggestions are needed from partners and stakeholders (USAID, 1996 and Development Gate way, 2003:24).

2.9. Who Should Do Monitoring and Evaluation?

It is obvious that monitoring and evaluation may well require a considerable degree of communication and interpersonal skills, as well as technical modeling and analysis. Yet, according to Cracknell (2001:83-85), there is no general consensus as to the extent to which an evaluation and monitoring unit should be staffed by specialist evaluators who will spend all or most of their careers doing evaluation work. Cracknell (2001:84-85) strongly argues that the head of evaluation unit tends to be someone who has specialized in evaluation work for some considerable time, but most of the other members of the unit serve in it for only a limited period. However, as the discipline of evaluation continues to evolve as a professional in its own right, this approach is likely to be increasingly questioned, and the tendency in the future may be for

rather more members of the monitoring and the evaluation unit to become specialists in monitoring and evaluation.

The associated issue with the above point is what skills are most appropriate for monitoring and evaluation work. The simple answer is economists, but the experience of the last twenty years has shown that strictly economic factors are seldom the most critical ones influencing the success or failure of projects. There is wider shift to sociologists for people-centered projects and therefore sociologists are now playing an increasingly important role in evaluation activities. With the growing emphasis on specific areas, however, specialist skills namely conceptual, human and technical skills in the area to be monitored and evaluated are badly needed and these are often essential and a must for success of a project. That seems logical and good to engage educational specialists such as educational planning and management in monitoring and evaluation of educational projects.

As pointed out by Cracknell (2001:74-75), there are both internal and external evaluations. Internal evaluation is generally taken to mean evaluation by the staff of the aid agency itself, whether it be the same officers who implemented the project or those who planned it but were not directly involved in its implementation; or it can sometimes be taken to include members of the evaluation unit who are staff of the agency, but have had no previous connection with the project. External evaluation, on the other hand, usually implies someone coming in from outside the agency. However, evaluation is usually carried out by mixed teams (people from inside as well as out side).

Internal evaluation is carried out under the responsibility of the entity entrusted with project implementation. On the other hands, in order to guarantee greater objectivity of the evaluation it may be necessary to call on individuals having no connection with the project. The evaluation is then said to be external. Experience has shown that it is desirable to have operating staff participate in during implementation, and to share the conclusions with them. This makes it possible to at least partly avoid having the evaluation perceived by project staff as an inspection that might possibly result in sanctions. Associating the staff with the evaluation also provides them with useful information, and ensures their co-operation in undertaking any corrective measures (Magnen, 1991:122-123). Within a project, monitoring and evaluation generally, it is desirable that this unit answer directly to the project director, and not to operational officers.

2.10. Financing Monitoring and Evaluation Activities

Every development organization has to decide for itself what proportion of its available resources should be allocated to monitoring and evaluation activities. Up to now practice varies greatly. Rules of thumb are not very helpful because a great deal depends on the nature of the aid program itself. Cracknell (2001:88) explains with example that to evaluate a technical assistance project costing $ 100,000 may require almost the same resources as the evaluation of a $50 million construction projects. Thus, development organizations, like British Council, which concentrate on technical assistance projects, will usually have to spend a much greater proportion of their available resources on evaluation than agencies concentrating mainly on capital aid. Patton (1997) writes that the federal health program in USA have 1%-3% built into budgets for evaluation. Out of total EU aid budget, only 0.05% is allocated for the same purpose (Cracknell (2001:87-88)).

After extensive study of evaluation literature, Rebien (1996) concluded that compared to overall aid budgets, the funds allocated to evaluation do not correspond to the importance and emphasis that agencies assign to evaluation at rhetorical level. Although it is difficult to set a standard for appropriate evaluation cost ratios, Frerks et al (1990) suggest that the cost should be 5% to 10% the over all project costs. The decision regarding the relative allocation of resources to evaluation compared with monitoring is not likely to be a once-and-for-all one. It will be affected by changes in emphasis taking place from year to year within the organization, and also its responses to outside pressures (Cracknell (2001:76-77).

2.11. Reporting and Feedback

Reporting and feedback are the last stage of project monitoring and evaluation. This stage is very sensitive and requiring cares as it provides all types of information to various partners to make decisions on the progress of the projects. Berhanu (1997) puts his fear that costly collected data by monitoring and evaluation teams get often useless due to weak reports. So, he suggests that reports should address the needs of many stakeholders. Reports are tools through which what happens and/or what is got from monitoring and evaluation is known (Pact Ethiopia 1999). That is to say reporting helps to determine if the objectives have been met and impacts attained. Reporting is, therefore, a systematic activity of processing and distributing information to partners depending on the type of information they require. From this it is possible to learn that reports have to be tailored according to the needs of users. Pact Ethiopia (1999:39) and Berhanu

(1997:69) write that a good monitoring and evaluation reports must be well planned, systematic and presented in simple, clear and logical manner.

On the other hand, OECD (1986) defines feedback as a management term that covers organizing monitoring and evaluation findings to guide future aid programme decisions, and necessary measures taken to deal with weakness found in the monitoring and evaluation. Cracknell (2001:195) suggests that feedback is an altogether different kind of operation from the carrying out of monitoring and evaluation and the preparing of reports. He also says that feedback calls for different kinds of skills more of communicating than analysis and for a different kind of motivation. This writer and Chelimisky (1994) surprisingly reveal that monitoring and evaluation specialists have often simply promulgated their reports, hoping that those who receive them will actually read them and act on the findings. But, all too often the reports have remained unread and little or no action has been taken to improve the status of educational projects.

The usefulness of reports depends on two factors: first, the initial choice of the area of the project that the agency staff are most concerned and second, whether the reports have been prepared in such a way as to make them user friendly. According to USAID (1990), less than half evaluation recommendations were presented in a way that would facilitate follow up action being taken. This means that there is a lot of wastage in monitoring and evaluation areas. So, much is required to fill the existing gaps.

While preparing project monitoring and evaluation reports, as identified by Berhanu (1997:70), points like knowing the objective of the report, users of the reports(demand-led not supply–led), using good reporting formats, identifying information for decision making, writing executive summary, getting feedbacks on draft reports, and ways of dispatching reports are well thought about. Cracknell (2001:196-207) strongly suggests that the monitoring and evaluation reports must be client orientation (useful to some audience), user friendly, transparency, syntheses, keeping jargon within bounds, included recommendations, timeliness, and evaluation summaries. User-friendly reports mean that they should: be short and to the point; have a brief executive summary of not more than a few pages in the front, the main report not extending to more than about 40-50 pages, although there can be lengthy annexes containing much of the supporting materials; be presented attractively (avoid small print, have visual variety like photograph); have a clear and comprehensive list of contents to facilitate quick access to relevant sections; have a chapter on lessons learned, leading onto recommendations for action; contain annexes covering

TOR, people met, etc.; describe the data and methodologies used; be tailored to meet the needs of specific users; and should always ensure that certain key issues such as gender are not overlooked or ignored.

Pact Ethiopia (1999), regarding the structure of reports, writes that it often depends on what is required, who needs the report and how much information desired. There could be standard monitoring and evaluation formats by various agencies. Generally full-fledged formal reports have the following structure: Title Page, Acknowledgment, Table of Content, Executive Summary, Introduction, Analyses and Findings, Conclusions, Lesson Learned, Recommendations, Attachments, References and other annexes respectively.

CHAPTER THREE

PRESENTATION AND ANALYSIS OF DATA

This chapter deals with the presentation and analysis of the data collected from two groups of respondents as well as document reviews. The first table focuses on the characteristics of respondents and the other 10 Tables (Tables2-11) deal with the analysis of the findings of the study, corresponding to the basic research questions. When a respondent is identified in the study as responsible for M&E of a project funded by a multilateral agency, it does not mean that the person is resident within that agency. One could be an employee of the MOE, the MOFED, the REBs, the BOFEDs or donor agency giving his/her view on the sampled four agencies (the WB, the ADB, the EU, or the UNICEF) and therefore responses are organized in the Tables2-11 accordingly. The number of responses is also greater than the number of respondents included in the study as one individual could be in charge of all the four projects in case of department head and in some cases, three, two, or one.

Table 1. Characteristics of Respondents

No	Item	MOE		MOFED		REBS		BOFEDS		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Sex												
	a) Female	1	8.3		0.0		0.0		0.0	1	16.7	2	3.7
	b) Male	11	91.7	8	100.0	16	100.0	12	100.0	5	83.3	52	96.3
	Total	12	100.0	8	100.0	16	100.0	12	100.0	6	100.0	54	100.0
2	Level of Education												
	a) BA/BSc.	4	33.3	4	50.0	13	81.3	7	58.3	2	33.3	30	55.6
	b) M.A/ MSc.	8	66.7	3	37.5	3	18.8	5	41.7	4	66.7	23	42.6
	c) Ph.D		0.0	1	12.5		0.0		0.0		0.0	1	1.9
	Total	12	100.0	8	100.0	16	100.0	12	100.0	6	100.0	54	100.0
3	Field of Specialization												
	a) EdPM	5	41.7		0.0	1	6.3	1	8.3		0.0	7	13.0
	b) Economics	4	33.3	2	25.0	2	12.5	3	25.0	1	16.7	12	22.2
	c) Sociology		0.0	2	25.0		0.0	1	8.3		0.0	3	5.6
	e) Others	3	25.0	4	50.0	13	81.3	7	58.3	5	83.3	32	59.3
	Total	12	100.0	8	100.0	16	100.0	12	100.0	6	100.0	54	100.0
4	Position/Title of the Job												
	a) Head of Department	3	25.0		0.0	5	31.3	3	25.0		0.0	11	20.4
	b) Team Leader	3	25.0	3	37.5	3	18.8	5	41.7		0.0	14	25.9
	c) Senior Expert	3	25.0	4	50.0	7	43.8	4	33.3		0.0	18	33.3
	d) Expert	1	8.3	1	12.5	1	6.3		0.0		0.0	3	5.6
	e) Junior Expert	2	16.7		0.0		0.0		0.0		0.0	2	3.7
	f) Other		0.0		0.0		0.0		0.0	6	100.0	6	11.1
	Total	12	100.0	8	100.0	16	100.0	12	100.0	6	100.0	54	100.0
5	Nationality												
	a) Ethiopian	12	100.0	8	100.0	16	100.0	12	100.0	5	83.3	53	98.1
	b) Non- Ethiopian		0.0		0.0		0.0		0.0	1	16.7	1	1.9
	Total	12	100.0	8	100.0	16	100.0	12	100.0	6	100.0	54	100.0
6	Years of service in M&E team												
	a) Below 1 year		0.0		0.0	4	25.0	3	25.0		0.0	7	13.0
	b) 1-3 years	4	33.3		0.0	7	43.8	4	33.3		0.0	15	27.8
	c) 4-6	2	16.7	2	25.0	2	12.5	3	25.0	3	50.0	12	22.2
	d) 7-9	2	16.7	2	25.0	2	12.5		0.0	1	16.7	7	13.0
	e)10-12	3	25.0	1	12.5	1	6.3	1	8.3	1	16.7	7	13.0
	f) 13-15		0.0	2	25.0		0.0		0.0	1	16.7	3	5.6
	g) 16 and above	1	8.3	1	12.5		0.0	1	8.3		0.0	3	5.6
	Total	12	100.0	8	100.0	16	100.0	12	100.0	6	100.0	54	100.0
7	Type of project being monitored and evaluated*												
	a) WB	7	24.1	2	22.2	13	30.2	9	32.1	1	16.7	32	27.8
	b) ADB	6	20.7	2	22.2	13	30.2	8	28.6	1	16.7	30	26.1
	c) EU	8	27.6	3	33.3	2	4.7	2	7.1	1	16.7	16	13.9
	d) UNICEF	8	27.6	2	22.2	15	34.9	9	32.1	3	50.0	37	32.2
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0

* Multiple Responses

A diverse group of stakeholders including the central ministries (MOE and MOFED), the regional bureaus (REB and BOFED) and donor organizations (WB, ADB, EU, and UNICEF) participate in conducting M&E of projects/programs as shown in Table 1. Participation of the aforementioned organizations in the study goes in line with Proclamation No.41/1993 and Proclamation No.4/1995, which define the powers and duties of the central and regional executive organs. The researcher sought to contact as many available stakeholders as possible in these organizations who carry out M&E of educational projects funded by the WB, the ADB, the EU, and the UNICEF, in order to seek their views on those issues that describe the

status of educational projects/programs' M&E. Seven major variables were used to describe the background characteristics of respondents as shown in Table 1. The distribution of respondents by organization shows that 12 respondents were drawn from MOE, 8 from MOFED, 16 from REBS, 12 from BOFEDS and 6(1 each from WB, ADB, and EU and the other 3 from UNICEF) from donors. One and only one employee was assigned at WB, ADB, and EU to carry out day to day project management and administration including monitoring and evaluation of the overall activities.

All the 54 respondents except one from MOE and the other one from UNICEF were male. A negligible participation of females 2(3.7%) in the study indicates that they are under-represented both in higher education and highly professional jobs. While one was a foreigner, the others 53 respondents were Ethiopians as indicated in Item 2 of the same Table. In terms of qualification, 30(55.6%) were BA/BSc holders, 23(42.6%) were MA/MSc holders and 1(1.8%) was a Ph.D holder as seen in Item 2. It shows that all respondents have at least a first degree. As one goes from the center to the regions, the qualification of respondents gets lower. In Item 3 of Table 1, four fields of study (EdPM, Economists, Sociology and Specialist in M&E) which are identified by Cracknell (2001:84-87) and claimed as most appropriate for M&E were listed. Thus, these fields of study were cross-checked with the existing professionals' fields of training. While 22(40.7%) were found to be in accordance with the proposed fields, the rest 32(59.3%) were different. Out of the 22, 8 were EdPM graduates; 11 were Economics and 3 were Sociology graduates. These mix in proposed fields of study appear to be strength for greater achievement in M&E. On the other hand, the overwhelming majority who were not in line with the proposed fields, 8 Geography, 4 Agriculture, 3 Mathematics, 2 each in (Chemistry, Political Science, Engineer, Management, English Language, Statistics, Pedagogy, Accounting), and 1 Business education, were working in the same position. All professionals in donor organizations except the WB were not from the suggested fields of study. Although experience in the project M&E appears to be more important for such responsibilities, the tendency in the future may be for rather more members of the monitoring and the evaluation unit to become specialists in the field.

As can be seen in Item 4 of Table 1, respondents reported that 11(20.4%) were Heads of Department; 14(25.9%) were Team Leaders; 18(33.3%) were Senior Experts; 3(5.6%) were Experts, 2(3.7%) were Junior Experts and 6(11.1%) from donors were not in accordance with government hierarchical levels and nomenclature of the position. While the donor group positions were called Senior Operational Officer and Operational Officer for WB and ADB

respectively, the positions were termed Economic Advisor for EU and Program Officer and Assistance Project Officers for UNICEF. Including such personnel from all levels of management may help to provide diversified view points on the issues under study and it may, therefore, help to obtain more reliable and objective information for the study. Data on years of service indicated that 4 from REBs and 3 from BOFEDs had less than a year's service and were new for M&E responsibilities. Furthermore, 15(27.8%) of respondents were 1-3 years and 12(22.2%) were 4-6 years. Again, 7(13%) were 7-9 years; another 7(13%) were 10-12 years; 3(5.6%) were 13-15 years and 3(3.5%) were16 and above years of service as shown in Item 6 of Table1. Compared with the center, regions had only 2 respondents with 10 and above years of service on M&E. This might be a good indicator that personnel at the regions are less experienced than those of the center. Item 7 in Table1 reveals that 32, 30, 16 and 37 respondents engaged in M&E of WB, ADB, EU and UNICEF projects respectively. UNICEF projects were relatively well-staffed at the center, regions and donor organizations. The availability of one person each at WB, ADB & EU organizations needs a fresh look when compared with the responsibilities given to each of the donor country offices.

Table 2. Established Systems for M&E of Multilateral Projects

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Are there established systems for M&E of multilateral funded educational projects?										
	a) yes	27	84.4	24	80.0	12	75.0	33	89.2	96	83.5
	b)No	5	15.6	6	20.0	4	25.0	4	10.8	19	16.5
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0
2	If "yes", are the following in place?										
	2.1) Established and defined M&E questions										
	a) yes	19	70.4	17	70.8	9	75.0	25	75.8	70	72.9
	b)No	8	29.6	7	29.2	3	25.0	8	24.2	26	27.1
	Total	27	100.0	24	100.0	12	100.0	33	100.0	96	100.0
	2.2) Availability of well-qualified M&E team										
	a) yes	11	40.7	7	29.2	5	41.7	12	36.4	35	36.5
	b)No	16	59.3	17	70.8	7	58.3	21	63.6	61	63.5
	Total	27	100.0	24	100.0	12	100.0	33	100.0	96	100.0
	2.3) Allocated budget for M &E activities										
	a) yes	18	66.7	19	79.2	8	66.7	24	72.7	69	71.9
	b)No	9	33.3	5	20.8	4	33.3	9	27.3	27	28.1
	Total	27	100.0	24	100.0	12	100.0	33	100.0	96	100.0
	2.4) M &E Plans with objectives and work schedule										
	a) yes	17	63.0	17	70.8	7	58.3	19	57.6	60	62.5
	b)No	10	37.0	7	29.2	5	41.7	14	42.4	36	37.5
	Total	27	100.0	24	100.0	12	100.0	33	100.0	96	100.0
	2.5) Office equipment and Material for M&E activities										
	a) yes	14	51.9	14	58.3	7	58.3	21	63.6	56	58.3
	b)No	13	48.1	10	41.7	5	41.7	12	36.4	40	41.7
	Total	27	100.0	24	100.0	12	100.0	33	100.0	96	100.0

Table 2 identifies if there is any established system for M&E and to evaluate the system against the five areas of inquiry. All ESDP planning and implementation documents, including its implementation manual give importance to M&E and include M&E as an integral part. Checking the existence of an M&E system beyond those on the papers is the concern of Table 2. The Table in its Item 1 started by asking whether there were established systems of M&E for multilateral funded educational projects understudy or not. Accordingly, 27(84.4%) respondents from WB, 24(80.0%) from ADB, 12(75.0%) from EU and 33(89.2%) from UNICEF confirmed its existence in their respective projects. However, a significant minority 4(25%) from EU, 6(20%) from ADB, 5(15.6%) from WB and 4(10.8%) UNICEF projects) reported the non-existence of such a system.

Those who declared the existence of an established system were asked to evaluate their M&E system against five areas of inquiry that appear to be of high significance in assessing and judging the establishment of a full-fledged system as seen in Item 2 of Table 2. Consequently, 19(70.4%) of the respondents from WB, 17(70.8%) from ADB, 9(75%) from EU and 25(75.8%) from UNICEF said that there were established and defined M&E questions. The remaining respondents did not identify the existence of established and defined M&E questions. A significant majority, 16(59.3%) respondents from WB, 17(70.8%) from ADB, 7(58.3%) from EU and 21(63.6%) from UNICEF indicated that a well-qualified M&E team was not available. On the other hand, a significant minority [11(40.7%) respondents from WB, 7(29.2%) from ADB, 5(41.7%) from EU and 12(36.4%) from UNICEF] revealed that a well-qualified M&E team was available. Most respondents [18(66.7%) from WB, 19(79.2%) from ADB, 8(66.7%) from EU and 24(72.7%) from UNICEF] reported that there was an allocated budget for M&E activities. However, 9(33.3%) respondents from WB, 5(20.8%) from ADB, 4(33.3%) from EU and 9(27.3%) from UNICEF indicated that there was not allocated budget for M&E activities.

Respondents were asked to answer whether M&E plans with objectives and activities schedule were available or not in the Table 2. While 17(63%) respondents from WB, 17(70.8%) from ADB, 7(58.3%) from EU and 19(57.6%) from UNICEF reported that they were available, the rest 10(37%) respondents from WB, 7(29.2%) from ADB, 5(41.7%) from EU and 14(42.4%) from UNICEF said that they were not available. The last point of inquiry was the adequacy of office equipment and materials for M&E activities. The data collected on this point showed that 14(51.9%) respondents from WB, 14(58.3%) from ADB, 7(58.3%) from EU and 21(63.6%) from UNICEF positively replied to the question. But the rest,

13(48.1%) respondents from WB, 10(41.7%) from ADB, 5(41.7%) from EU and 12(36.4%) from UNICEF responded that there were not adequate office equipment and materials for M&E activities. To summarize the information in Table 2, the existing established system for M&E suffers from a shortage of well-qualified and experienced M&E team, and also inadequate office equipment and materials. Indeed, it is possible to conclude from the data in the table that M&E plans with objectives and a work schedule and the allocation of budget for M&E activities are problematic areas begging for additional consideration in the reforms.

Table 3. Objectives for M&E

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Are there clearly set objectives of M &E of multilateral funded educational projects?										
	a) yes	28	87.5	24	80.0	12	75.0	31	83.8	95	82.6
	b)No	4	12.5	6	20.0	4	25.0	6	16.2	20	17.4
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0
2	If "Yes", evaluate broadly the set objectives of M & E of multilateral funded educational projects against the following points.										
	2.1Specificity										
	High	11	39.3	12	50.0	7	58.3	14	45.2	44	46.3
	Medium	13	46.4	8	33.3	2	16.7	11	35.5	34	35.8
	Low	4	14.3	4	16.7	3	25.0	6	19.4	17	17.9
	Total	28	100.0	24	100.0	12	100.0	31	100.0	95	100.0
	2.2 Measurability										
	High	10	35.7	11	45.8	5	41.7	13	41.9	39	41.1
	Medium	11	39.3	10	41.7	3	25.0	12	38.7	36	37.9
	Low	7	25.0	3	12.5	2	16.7	6	19.4	18	18.9
	Not at all	0	0.0	0	0.0	2	16.7	0	0.0	2	2.1
	Total	28	100.0	24	100.0	12	100.0	31	100.0	95	100.0
	2.3 Acceptability (Level of Consensus)										
	High	6	21.4	3	12.5	2	16.7	10	32.3	21	22.1
	Medium	12	42.9	11	45.8	7	58.3	15	48.4	45	47.4
	Low	8	28.6	9	37.5	1	8.3	6	19.4	24	25.3
	Not at all	2	7.1	1	4.2	2	16.7	0	0.0	5	5.3
	Total	28	100.0	24	100.0	12	100.0	31	100.0	95	100.0
	2.4 Realistic										
	High	10	35.7	5	20.8	2	16.7	10	32.3	27	28.4
	Medium	9	32.1	10	41.7	7	58.3	13	41.9	39	41.1
	Low	9	32.1	9	37.5	1	8.3	8	25.8	27	28.4
	Not at all	0	0.0	0	0.0	2	16.7	0	0.0	2	2.1
	Total	28	100.0	24	100.0	12	100.0	31	100.0	95	100.0
	2.5 Time-bound										
	High	12	42.9	5	20.8	4	33.3	11	35.5	32	33.7
	Medium	7	25.0	6	25.0	7	58.3	11	35.5	31	32.6
	Low	9	32.1	13	54.2	1	8.3	9	29.0	32	33.7
	Total	28	100.0	24	100.0	12	100.0	31	100.0	95	100.0

Table 3 indicates whether there are objectives for M&E and their match against five criteria (specificity, measurability, acceptability, realistic, and time bound) which are criteria/qualities of well-stated objectives. Objectives, unlike activities, are not efforts in which someone engages: they are the outcomes/results one plans to achieve. So, setting clear objectives that include product and productivity-oriented verbs could help to know where to go and even to see the end at the beginning. Well-stated objectives, as written by Sioum (2003:111), include accomplishing X, by (Y) date, at (Z) cost and with (F) specification. On the other hand, the ESDP implementation manual briefly puts that the objectives of M&E are: for accountability, for learning and for development. Having these in mind, respondents were requested to indicate whether there were clearly set objectives for M&E of multilateral funded educational projects or not. Data gathered on this issue revealed that 28(87.5%) respondents from WB projects, 24(80%) from ADB, 12(75%) from EU and 31(83.8%) from UNICEF reported that there were set objectives for M&E. But others, 4(12.5%) respondents from WB projects, 6(20%) from ADB, 4(25%) from EU and 6(16.2%) from UNICEF did not have availability of clearly set objectives.

Those who acknowledged the existence of set objectives for M&E were requested broadly to evaluate the objectives of M&E in their respective organizations against five criteria (specificity, measurability, acceptability, realistic, and time bound) which are criteria/qualities of well-stated objectives. As shown in Item 2 of Table 2, specificity of objectives was rated as high and medium by 24(85.7%) respondents from WB projects, 20(83.3%) from ADB, 9(75%) from EU and 25(80.6%) from UNICEF. Whereas specificity was reported to be low by 4(14.3%) respondents from WB projects, 4(16.7%) from ADB, 3(25%) from EU and 6(19.4%) from UNICEF. The critical observation of the data from responding organizations' points of view indicates that 4(57.1%) of respondents from MOFED rated specificity of objectives as low (see Appendix A). Table 3 indicates that 21(75%) respondents from WB projects, 21(87.5%) from ADB, 8(66.7%) from EU and 25(80.6%) from UNICEF rated measurability as high and medium. However, it was reported to be low by 7(25%) respondents from WB projects, 3(12.5%) from ADB, 2(16.7%) from EU and 6(19.4%) from UNICEF, and it was rated as not at all by 2(16.7%) respondents from EU projects. Likewise, measurability of the objectives was reported to be low and not at all by 4(57.1%) and 2(28.6%) of respondents from MOFED (see Appendix A).

Results in the Table 3 pointed out that acceptability (level of consensus) of objectives was rated as high and medium by 18(64.3%) respondents from WB projects, 14(58.3%) from

ADB, 9(75%) from EU and 25(80.6%) from UNICEF. On the other hand, 10(35.7%) respondents from WB projects, 10(41.7%) from ADB, 3(25%) from EU and 6(19.4%) from UNICEF rated as low and not at all. When seen by organizations, 5(71.4%) of respondents from MOFED responded that the level of acceptability of objectives was to not at all extent (see Appendix A). The fourth point of evaluation was the realistic nature of the objectives of M&E. According to the information obtained in the Table 3, 19(67.8%) respondents from WB projects, 15(62.5%) from ADB, 9(75%) from EU and 23(74.2%) from UNICEF indicated that the realistic nature of the objectives was high or medium. The other group, 9(32.1%) respondents from WB projects, 9(37.5%) from ADB, and 8(25.8%) from UNICEF said that the realistic nature of the objectives was low. Moreover, when observed among responding organizations, 5(71.1%) of respondents from MOFED, 10(38.5%) from BOFEDs and 4(66.7%) from donors rated it as low (see Appendix A).

The fifth and the last point of evaluation was time-boundness of the objectives. As can be seen from the data from the Table 2, 19(67.9%) respondents from WB projects, 11(45.8%) from ADB, 11(91.6%) from EU and 22(71%) from UNICEF rated it as high and medium. However, 13(54.2) respondents from ADB, 9(32.1%) from WB and 9(29%) from UNICEF replied it was to a low extent. Moreover, 13(50%) of BOFEDs' and 4(66.7%) donors' respondents reported that the M&E objectives were time-bound to a low extent.

In the open-ended part of the questionnaires, all respondents were asked to write the objectives of M&E separately. The compiled answers indicated that the criteria for writing well-stated objectives [accomplishing (X), by (Y) date, at (Z) cost and with (F) specification] including the five criteria (specificity, measurability, acceptability, realistic, and time bound) were lacking. Indeed, objectives of M&E written by respondents in the open-ended items of the questionnaire do not reflect accountability, learning and development as stipulated in ESDP implementation manual. Moreover, there was a wide range of confusion in making a distinction between monitoring and evaluation, and these separate activities were treated as one and the same. To conclude, it seems that all parties working at M&E of multilateral funded educational projects are not clear to the desired extent about how to set objectives and the differences between M&E. That is to say, lack of understanding of the differences and the logical link between M&E might exist among those who took part in M&E of multilateral funded educational projects.

Table 4. Indicators for M&E

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Are there performance indicators?										
	a) yes	22	68.8	21	70.0	13	81.3	30	81.1	86	74.8
	b)No	10	31.3	9	30.0	3	18.8	7	18.9	29	25.2
	Total	32	100	30	100	16	100	37	100	115	100
2	If "Yes", who set them (indicators)?*										
	a)Donors	14	38.9	15	35.7	8	30.8	16	28.6	53	33.1
	b)Government	11	30.6	11	26.2	7	26.9	14	25.0	43	26.9
	c) Consultants	2	5.6	2	4.8	3	11.5	5	8.9	12	7.5
	d) beneficiaries	3	8.3	6	14.3	5	19.2	8	14.3	22	13.8
	e) all together	6	16.7	8	19.0	3	11.5	13	23.2	30	18.8
	Total	36	100.0	42	100.0	26	100.0	56	100.0	160	100.0
3	Rate the indicators in use against the points below										
	3.1 Direct										
	High	7	31.8	3	14.3	5	38.5	15	50.0	30	34.9
	Medium	6	27.3	8	38.1	5	38.5	6	20.0	25	29.1
	Low	9	40.9	10	47.6	3	23.1	8	26.7	30	34.9
	Not at all	0	0.0	0	0.0	0	0.0	1	3.3	1	1.2
	Total	22	100.0	21	100.0	13	100.0	30	100.0	86	100.0
	3.2 Objective										
	High	7	31.8	4	19.0	3	23.1	11	36.7	25	29.1
	Medium	9	40.9	9	42.9	8	61.5	12	40.0	38	44.2
	Low	6	27.3	8	38.1	2	15.4	7	23.3	23	26.7
	Total	22	100.0	21	100.0	13	100.0	30	100.0	86	100.0
	3.3 Adequate										
	High	4	18.2	2	9.5	4	30.8	5	16.7	15	17.4
	Medium	9	40.9	6	28.6	7	53.8	13	43.3	35	40.7
	Low	9	40.9	13	61.9	2	15.4	10	33.3	34	39.5
	Not at all	0	0.0	0	0.0	0	0.0	2	6.7	2	2.3
	Total	22	100.0	21	100.0	13	100.0	30	100.0	86	100.0
	3.4 Quantitative										
	High	10	45.5	5	23.8	7	53.8	13	43.3	35	40.7
	Medium	6	27.3	7	33.3	4	30.8	10	33.3	27	31.4
	Low	6	27.3	9	42.9	2	15.4	6	20.0	23	26.7
	Not at all	0	0.0	0	0.0	0	0.0	1	3.3	1	1.2
	Total	22	100.0	21	100.0	13	100.0	30	100.0	86	100.0
	3.5 Disaggregated										
	High	5	22.7	4	19.0	4	36.4	11	36.7	24	28.6
	Medium	7	31.8	8	38.1	6	54.5	8	26.7	29	34.5
	Low	10	45.5	9	42.9	1	9.1	10	33.3	30	35.7
	Not at all	0	0.0	0	0.0	0	0.0	1	3.3	1	1.2
	Total	22	100.0	21	100.0	11	100.0	30	100.0	84	100.0
	3.6 Practical										
	High	6	28.6	5	23.8	4	30.8	12	40.0	27	31.8
	Medium	7	33.3	8	38.1	6	46.2	10	33.3	31	36.5
	Low	8	38.1	8	38.1	3	23.1	7	23.3	26	30.6
	Not at all	0	0.0	0	0.0	0	0.0	1	3.3	1	1.2
	Total	21	100.0	21	100.0	13	100.0	30	100.0	85	100.0
	3.7 Reliable										
	High	3	13.6	2	9.5	3	23.1	10	33.3	18	20.9
	Medium	11	50.0	10	47.6	6	46.2	10	33.3	37	43.0
	Low	8	36.4	9	42.9	4	30.8	10	33.3	31	36.0
	Total	22	100.0	21	100.0	13	100.0	30	100.0	86	100.0
4	Is there ambiguity over data collection for an indicator?										
	a) yes	16	50.0	10	40.0	7	50.0	14	40.0	47	44.3
	b)No	16	50.0	15	60.0	7	50.0	21	60.0	59	55.7
	Total	32	100	25	100	14	100	35	100	106	100
5	The number of indicators in use for M&E are:										
	a)Too many	10	31.3	7	29.2	5	35.7	5	15.6	27	26.5
	b)Reasonable	14	43.8	11	45.8	6	42.9	20	62.5	51	50.0
	c) Very few	4	12.5	2	8.3	2	14.3	2	6.3	10	9.8
	d) I don't know	4	12.5	4	16.7	1	7.1	5	15.6	14	13.7
	Total	32	100.0	24	100.0	14	100.0	32	100.0	102	100.0

* Multiple Responses

The purpose of Table 4 is to ascertain whether there were performance indicators for M&E of multilateral funded educational projects or not, to recognize who set them and to evaluate the overall nature of indicators of M&E against seven criteria of well-done indicators. Indicators are measures that describe how well programs/projects are achieving their objectives. They are at the heart of M&E system and define the data to be collected to measure progress and enable actual results achieved over time to be compared with planned results. Thus, they are an indispensable management tool for making performance-based decisions about project strategies and activities. Having recognized indicators in such manner, respondents were asked to report whether there were M&E indicators for multilateral funded educational projects or not. The gathered information in Item 1 of Table 4 disclosed that 22(68.8%) respondents from WB projects, 21(70%) from ADB, 13(81.3%) from EU and 30(81.1%) from UNICEF indicated the availability of indicators. However, 10(31.1%) respondents from WB projects, 9(30%) from ADB, 3(18.8%) from EU and 7(18.9%) from UNICEF reported their unavailability.

Those who approved the existence of indicators were asked to indicate who set them. As can be seen from Table5 in the Item 2, 14(38.9%) and 11(30.6%) respondents from WB projects, 15(35.7%) and 11(26.2%) from ADB, 8(30.8%) and 7(26.9%) from EU, and 16(28.6%) and 14(25%) from UNICEF have reported that indicators were set by donors and government respectively. This agrees with ESDP implementation manual which demands indicators to be set and selected by government and donors jointly. Others, 6 (16.7%) respondents from WB projects, 8(19%) from ADB, 3(11.5%) from EU and 13(23.2%) from UNICEF claimed that indicators were set by government, donors, consultants and beneficiaries together. Having such information shows that there is a wide disagreement among respondents about who have set indicators. This might limit the right of beneficiaries in managing projects of their own.

The assessment/ratting results of the performance indicators of M&E against seven criteria (direct, objective, adequate, quantitative, disaggregated, practical, and reliable) are presented in Item 3 of Table 5. When seen from "direct"/ (measuring as closely as possible the result it is intended to measure) point of view, 13(59.1%) respondents from WB projects, 11(52.4%) from ADB, 10(77%) from EU and 21(70%) from UNICEF replied that indicators in use were direct to a high and medium extent; whereas 9(40.9%) respondents from WB projects, 10(47.6%) from ADB, 3(23.1%) from EU and 8(26.7%) from UNICEF reported that the directness was low. Likewise 16(72.7%) of respondents from BOFEDs replied as low (see

Appendix A). Regarding objective/no ambiguity about what is being measured, 16(72.7%) respondents from WB projects, 13(61.9%) from ADB, 11(84.6%) from EU and 23(76.7%) from UNICEF rated it as high or medium. However, it was reported to be to low by 6(27.3%) respondents from WB projects, 8(38.1%) from ADB, 2(15.4%) from EU and 7(23.3%) from UNICEF. As well, a significant majority, 12(54.5%) of respondents from BOFEDs), reported the objectivity of indicators in use to a low extent (see Appendix A).

With regard to the adequacy of indicators in use, the data gathered in the Table 4 revealed that while 13(59.1%) respondents from WB projects, 8(38.1%) from ADB, 11(84.6%) from EU and 18(60%) from UNICEF rated the adequacy of indicators in use as high and medium, adequacy was reported to be of a low extent by 9(40.9%) respondents from WB projects, 13(61.9%) from ADB, 2(15.4%) from EU and 10(33.3%) from UNICEF. One can quickly see that indicators in use lack adequacy in ADB and WB projects. The critical observation of the data by responding organizations showed that 16(72.2%) BOFEDs and 5(62.5%) MOFED rated the adequacy of indicators in use as low and not at all. Data on quantitative (are numerical and lend to more agreement on interpretation of result) nature of indicators in use demonstrated that 19(72.8%) respondents from WB projects, 12(57.1%) from ADB, 11(84.6%) from EU and 23(76.6%) from UNICEF rated the issue under discussion as high and medium; whereas it was reported to be low by a significant minority of 9(42.9%) respondents from ADB. Here also, 13(59.1%) respondents from BOFEDs and 3(37.5%) respondents from MOFED rated the quantitative nature of indicators in use as low (see Appendix A).

When it comes to the fifth criteria of indicators (disaggregated, sensitive to differences), 12(54.5%) respondents from WB, 12(57.1%) from ADB, 10(90.9%) from EU and 18(63.4%) from UNICEF reported it as high or medium. The other 10(45.5%) respondents from WB, and 9(42.9%) rated it as low. The 12(41.4%) of respondents from REBs and 15(68.2%) from BOFEDs also reported it as a low (see Appendix A). Regarding practicability of indicators in use, information in the same Table exposed that whilst 13(61.9%) respondents from WB projects, 13(61.9%) from ADB, 10(77%) from EU and 22(73.3%) from UNICEF rated the practicability of indicators in use as high and medium, practicability of indicators was reported to be low by 8(38.1%) respondents from WB projects, 8(38.1%) from ADB, 3(23.1%) from EU and 7(23.3%) from UNICEF. Observation of the data by responding organizations indicates that 16(76.2%) BOFEDs and 4(50%) MOFED rated practicability of indicators in use as low.

Data on reliability of indicators in use illustrated that 14(63.6%) respondents from WB projects, 12(57.1%) from ADB, 9(69.3%) from EU and 20(66.6%) from UNICEF rated the reliability of indicators as high or medium; whereas it was rated as low by a significant minority of 8(36.4%) respondents from WB, 9(42.9%) from ADB, 4(30.8%) from EU and 10(33.3%) from UNICEF. Like other criteria, 5(71.4%) of respondents from MOFED and 18(78.3%) from BOFEDs reported the reliability of indicators as low (see Appendix A). Although a majority of respondents have rated indicators in use as high and medium against the seven criteria (direct, objective, adequate, quantitative, disaggregated, practical, and reliable), result especially from BOFEDs and to some extent MOFED and REBs show more ambiguity that needs further clarification.

In Item 4 of Table 4, respondents were asked if there was often ambiguity over what kind of data would be collected for an indicator. Accordingly, 16(50%) respondents from WB, 10(40%) from ADB, 7(50%) from EU and 14(40%) from UNICEF reported there was often ambiguity over what kind of data would be collected for an indicator. An almost equal number of respondents [16(50%) respondents from WB, 15(60%from ADB, 7(50%) from EU and 21(60%) from UNICEF] revealed that there was no ambiguity over what kind of data would be collected for an indicator. Information by organizations show that 6(75%) of respondents MOFED, 15(57.7%) from BOFEDs, and 4(66.7%) from donor agencies indicated that there was often ambiguity over what kind of data would be collected for an indicator.

With regard to the number of indicators, a majority of respondents[14(43.8%) respondents from WB, 11(45.8%) from ADB, 6(42.9%) from EU and 20(62.5%) from UNICEF] reported that they were reasonable; 10(31.1%) respondents from WB, 7(29.2%) from ADB, 5(35.7%) from EU and 5(15.6%) from UNICEF said that they were too many; 4(12.5%) respondents from WB, 2(8.3%) from ADB, 2(14.3%) from EU and 5(15.6%) from UNICEF revealed that they were very few; and 4(12.5%) respondents from WB, 4(16.7%) from ADB, 1(7.1%) from EU and 5(15.6%) from UNICEF said that they did not know about it.

Table 5. Data Collecting Instruments for M&E

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Are there standardized data collecting instruments for M&E of multilateral funded educational projects?										
	a) yes	24	75.0	20	66.7	11	68.8	29	78.4	84	73.0
	b)No	8	25.0	10	33.3	5	31.3	8	21.6	31	27.0
	Total	32	100	30	100	16	100	37	100	115	100
2	If "yes", which data gathering instrument(s) is/are frequently used for M&E of multilateral funded educational projects?*										
	a)Questionnaire	18	32.7	19	38.8	10	35.7	22	32.4	69	34.5
	b)Interview	9	16.4	5	10.2	3	10.7	8	11.8	25	12.5
	c) Observation	2	3.6	4	8.2	3	10.7	10	14.7	19	9.5
	d) Focus group discussion	9	16.4	4	8.2	4	14.3	9	13.2	26	13.0
	e)Document reviewing	17	30.9	17	34.7	8	28.6	19	27.9	61	30.5
	Total	55	100.0	49	100.0	28	100.0	68	100.0	200	100.0

* Multiple Responses

Table 5 is targeted at examining if there were standardized data collecting instruments for M&E, their types and frequency of use. Item 1 of Table 5 illustrates that respondents were required to indicate whether there were standardized data collecting instruments for M&E. Accordingly, 24(75%) respondents from WB, 20(66.7%) from ADB, 11(68.8%) from EU and 29(78.4%) from UNICEF confirmed the availability of standardized data collecting instruments for M&E. But, 24 8(25%) respondents from WB, 10(33.3%) from ADB, 5(31.3%) from EU and 8(21.6%) from UNICEF reported the absence of standardized data collecting instruments for M&E. Moreover, a significant minority of respondents [4(44.4%) from MOFED, 16(37.2%) from REBs and 8(27.6%) from MOE] indicated that there were no tools for collecting data. Those who reported the availability of such tools were asked to mention the data gathering instruments frequently used in the process of M&E in Item 2 of Table 5. As can be inspected from Table 5, the majority of respondents selected and ranked first questionnaire followed by document reviewing. Very few respondents included interview, observation and focus group discussion in that order. On the other hand, in the open-ended part of the questionnaire, donors like WB, ADB, and EU said that data gathered through Education Statistics Annual Abstract was a basic instrument for M&E. From this, it is possible to infer that some instruments that help to observe what was actually going in the field or project sites were not widely used. Put another way, on site M&E was nearly absent. However, WB, ADB, and EU practice of monitoring involves dispatching semi-annual

supervision missions to follow-up on the physical and financial implementation of projects usually in the field.

Table 6. Human and Non-Human Inputs for M&E

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Who are doing M&E?*										
	a)Donors	23	39.7	24	40.7	13	32.5	29	38.7	89	38.4
	b)Goverment	19	32.8	20	33.9	11	27.5	23	30.7	73	31.5
	c) Consultants	6	10.3	5	8.5	9	22.5	7	9.3	27	11.6
	d) beneficiaries	5	8.6	5	8.5	5	12.5	12	16.0	27	11.6
	e) All together	5	8.6	5	8.5	2	5.0	4	5.3	16	6.9
	Total	58	100.0	59	100.0	40	100.0	75	100.0	232	100.0
2	How do you rate the existing staff members' experiences (capacities) to discharge their responsibilities?										
	High	3	9.4	3	10.0	1	6.3	8	21.6	15	13.0
	Medium	10	31.3	9	30.0	6	37.5	11	29.7	36	31.3
	Low	19	59.4	18	60.0	9	56.3	18	48.6	64	55.7
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0
3	To what extent is the M&E unit equipped with non-human resources necessary for work?										
	High	1	3.1	1	3.3	1	6.3	4	10.8	7	6.1
	Medium	7	21.9	7	23.3	7	43.8	11	29.7	32	27.8
	Low	24	75.0	22	73.3	8	50.0	22	59.5	76	66.1
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0

*Multiple Responses

Table 6 indicates the extent to which there were experienced and well-qualified human resources along with other necessary non-human inputs to carry out M&E effectively and efficiently. In an organization, a group of people is patterned into a unified body so that each person may contribute to planned, joint activity and skill, knowledge and energies of all may be used to act toward the environment in an effective manner. Having this point in mind, Ayalew (1991) states that there is no organization without a human being. Thus, experienced and well-qualified human resources along with other necessary inputs for M&E should be sufficient to carry out M&E effectively and efficiently. Item 1 in the Table 6 indicates who were doing M&E activities. The majority of the respondents 23(39.7%) and 19(32.8%) from WB, 24(40.7%) and 20(33.9%) from ADB, 13(32.5%) and 11(27.5%) from EU, and 29(38.7%) and 23(30.7%) from UNICEF) responded that donors and government. This is in line with the ESDP implementation manual which stipulated once a year donors and the government would get together to plan a joint supervision mission. Moreover, during ARM they monitor and evaluate together.

Item 2 of Table 6 indicates how respondents rate the existing project staff experience and capacities to discharge their responsibilities. According to the information obtained, 13(40.7%) of respondents from WB, 10(40%) from ADB, 7(43.8%) from EU and 19(51.3%) from UNICEF reported it as high or medium. The rest, a majority of respondents, 19(59.4%) respondents from WB, 18(60%) from ADB, 9(56.3%) from EU and 18(48.6%) from UNICEF reported it as low. Those organizations included in the study, except the donors ones, [7(77.8%) of MOFED, 21(75%) of BOFEDs, 22(51.2%) of REBs and 14(48.3%) of MOE] rated the existing project staff' experiences and capacities to discharge their responsibilities as low. This shows that the problem may be serious at MOFED followed by BOFEDs and REBs. Those who said low were requested to indicate what M&E team members specifically lack. The compiled responses through the open-ended part of the questionnaire illustrated that 18 respondents indicated almost no on-job training; 15 indicated poor accountability for failures; 14 indicated high mobility of project staff; 12 indicated a lack of commitment and motivation from top levels of management; 11 indicated lack of knowledge on the part of implementing agencies about donor procedures, 11 revealed inadequate participation of M&E staff in the design of projects and limited distribution project agreement documents; 10 indicated heavy work loads and 7 connected it with lack of incentive and motivation to project staff. The reasons given for insufficient experience and capacities of project staff in general skewed towards lack of training, lack of commitment, incentives and motivation for management and employees.

Item 3 of Table 6 shows how respondents rate the extent to which the M&E units were equipped with non-human resources necessary for work. While 8(25%) respondents from WB, 8(26.6%) from ADB, 7(50%) from EU and 15(40.5%) from UNICEF said M&E units were equipped with non-human resources to a high or medium extent, the rest 24(75%) respondents from WB, 22(73.3%) from ADB, 8(50%) from EU and 22(59.5%) from UNICEF rated it as low. If one compares among organizations, one could observe that 25(89.3%) respondents from BOFEDs, 29(67.4%) from REBs, and 18(62.1%) from MOE reported that the M&E units of their organizations were equipped with non-human resources to a low extent. Those who rated low gave the following major items that M&E units lack in the open-ended parts of the questionnaires. These were: 20 indicated lack of budget; 19 indicated lack of vehicles; 18 indicated of lack of stationery material; 16 indicated lack of computers and data processors; 15 indicated inadequate communication facilities such as direct telephone lines, fax, internet and email services; 9 indicated inadequate adding machines and the other 7 challenged the very existence of an M&E system by boldly saying

it doe not exist. Table 6 indicated that the M&E units suffer from lack of qualified and experienced human power and non-human inputs necessary for the job in the units. These shortcomings might occur due to limited budget supply for the M&E activities.

Table 7. Budgets for M&E

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Is there earmarked budget for M&E activity?										
	a) yes	19	59.4	20	66.7	11	68.8	32	86.5	82	71.3
	b)No	13	40.6	10	33.3	5	31.3	5	13.5	33	28.7
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0
2	Compared to the overall project budget, the money allocated for M&E:										
	a)Below 2.5%	15	75.0	14	66.7	6	46.2	11	32.4	46	52.3
	b)2.6%-4.9%	3	15.0	5	23.8	6	46.2	13	38.2	27	30.7
	c) 5%-10%	1	5.0	1	4.8	1	7.7	4	11.8	7	8.0
	d) above 10%	0	0.0	0	0.0	0	0.0	3	8.8	3	3.4
	d) I don't know	1	5.0	1	4.8	0	0.0	3	8.8	5	5.7
	Total	20	100.0	21	100.0	13	100.0	34	100.0	88	100.0
3	The allocated budget for multilateral funded educational projects is:										
	a)Fully utilized	0	0.0	0	0.0	0	0.0	4	12.1	4	4.6
	b)partly utilized	8	42.1	2	9.1	1	7.7	9	27.3	20	23.0
	c) under utilized	7	36.8	19	86.4	11	84.6	12	36.4	49	56.3
	d) not utilized	4	21.1	1	4.5	0	0.0	7	21.2	12	13.8
	e) I don't know	0	0.0	0	0.0	1	7.7	1	3.0	2	2.3
	Total	19	100.0	22	100.0	13	100.0	33	100.0	87	100.0
4	If your answer is "c or d", the reason is:*										
	a)insufficient budget (cost of M&E system)	8	20.5	5	9.6	1	4.3	4	8.9	18	11.3
	b)lack of M&E plans	0	0.0	3	5.8	0	0.0	1	2.2	4	2.5
	c) M&E plan is often folded	6	15.4	11	21.2	2	8.7	8	17.8	27	17.0
	d) lack of manager commitment and motivation	12	30.8	18	34.6	9	39.1	16	35.6	55	34.6
	e) Inadequate integration of the system in the project	10	25.6	10	19.2	7	30.4	11	24.4	38	23.9
	f) Excessive complexity	3	7.7	5	9.6	4	17.4	4	8.9	16	10.1
	g) I don't know	0	0.0	0	0.0	0	0.0	1	2.2	1	0.6
	Total	39	100.0	52	100.0	23	100.0	45	100.0	159	100.0
5	Data for M&E have been obtained										
	a)A head of schedule and cost overrun	1	3.1	0	0.0	0	0.0	2	5.4	3	2.6
	b)A head of schedule and cost under run	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
	c) Behind schedule and cost overrun	28	87.5	26	86.7	14	87.5	33	89.2	101	87.8
	d) Behind schedule and cost under run	3	9.4	4	13.3	2	12.5	2	5.4	11	9.6
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0

*Multiple Responses

Table 7 identifies whether there was an earmarked budget for M&E of multilateral funded educational projects activity. Budgets for M&E units refer to the amount of roughly estimated costs of the operating units for planning, collecting, analyzing, and reporting performance data for a specific indicator. Item 1 of Table 7 indicates if there was an earmarked budget for M&E activities. The information gathered shows that 19(59.4%) respondents from WB, 20(66.7%) from ADB, 11(68.8%) from EU and 32(86.5%) from

UNICEF replied that there was earmarked budget for M&E activities. A significant minority, 13(40.6%) respondents from WB, 10(33.3%) from ADB, 5(31.3%) from EU and 5(13.5%) from UNICEF said that there was no budget for the same purpose.

Those who confirmed the existence of an earmarked budget for M&E activities were asked to compare the allocated budget against the overall project cost. While 15(75%) respondents from WB, 14(66.7%) from ADB, 6(46.2%) from EU and 11(32.4%) from UNICEF indicated that it was below 2.5% of the total project costs, the other major group [3(15%) respondents from WB, 5(23.8%) from ADB, 6(46.2%) from EU and 13(38.2%) from UNICEF] said that it was 2.6%-4.9%. From this it is possible to infer that the allocated budget for M&E activity is lower than the suggested 5%-10% of the overall project costs (Frerks et. al (1990)). Such a finding supports, strengthens and even approves the existence of many problems in systems that are illustrated in Table 6 as shortage of budget and lack of human resources, and in Table 5 as solely leaning on data collected through questionnaires and document reviewing without employing interview, observation and focus group discussion that may require additional costs.

On the other hand, Item 3 of Table 7 indicates that even the available meagre budget for M&E activity was under utilized as revealed by 7(36.8%) respondents from WB, 19(86.4%) from ADB, 11(84.6%) from EU and 12(36.4%) from UNICEF; partly utilized as reported by 8(42.1%) respondents from WB and 9(27.3%) from UNICEF; and not utilized as responded by 4(21.1%) respondents from WB and 7(21.2%) from UNICEF. From point of view of organizations, while 10(62.5%) respondents from MOE, 5(62.5%) from MOFED, 19(55.9%) from REBs and 14(60.9%) from BOFEDs reported that the budget was under utilized, respondents from donor agencies responded that it was partly utilized (see Appendix A). Those who have reported that the allocated budget for M&E activity was underutilized and not utilized were asked to give reasons for their responses. Accordingly, 12(30.8%) respondents from WB, 18(34.6%) from ADB, 9(39.1%) from EU and 16(35.6%) from UNICEF said that it was due to lack of managers' commitment and motivation; 10(25.6%) respondents from WB, 10(19.2%) from ADB, 7(30.4%) from EU and 11(24.4%) from UNICEF related the reasons to inadequate integration of the M&E systems in the project; and 6(15.4%) respondents from WB, 11(21.2%) from ADB and 8(17.8%) from UNICEF connected it with the fold of M&E plans. Item 5 of Table 7 indicate a large majority of respondents [28(87.5%) from WB, 26(86.7%) from ADB, 14(87.5%) from EU and 33(89.2%) from UNICEF] reported that information/data for M&E has been obtained behind

schedule and with cost overrun. This suggests that collecting data was not done with a sense of urgency so that costs were incurred for any additional time used.

To summarize, less than 4.9% of total project cost was allocated for M&E units. The budget for M&E units was mostly underutilized or/and not utilized due to lack of managers' commitment and motivation, inadequate integration of the M&E systems in the project, and frequent fold of M&E plans. This in turn shows that getting the required information about the status of the projects is difficult and it could also be possible that projects are behind schedule and with cost overrun. One might say that credible efforts are not made to face a hard future when there are scarce resources and to make the best out of it through managerial commitment and determination.

Table 8. Types of M&E

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Which types of monitoring are often employed by your organization?*										
	a) Physical progress	25	43.9	26	48.1	13	40.6	36	43.4	100	44.2
	b) Project cost	25	43.9	25	46.3	13	40.6	36	43.4	99	43.8
	c) Project quality	1	1.8	1	1.9	1	3.1	1	1.2	4	1.8
	d) All	6	10.5	2	3.7	5	15.6	10	12.0	23	10.2
	Total	57	100.0	54	100.0	32	100.0	83	100.0	226	100.0
2	When is monitoring done?*										
	a) Daily	1	2.1	1	2.2	0	0.0	1	1.6	3	1.7
	b) Monthly	3	6.3	3	6.7	1	4.0	5	8.1	12	6.7
	c) Quarterly	25	52.1	24	53.3	11	44.0	30	48.4	90	50.0
	d) Bi-annually	9	18.8	7	15.6	6	24.0	14	22.6	36	20.0
	e) Annually	10	20.8	10	22.2	7	28.0	12	19.4	39	21.7
	Total	48	100.0	45	100.0	25	100.0	62	100.0	180	100.0
3	If your response is "e" or "f", the reason is*										
	a) Shortage of budget	5	25.0	6	33.3	5	35.7	10	28.6	26	29.9
	b) Lack of qualified personnel	7	35.0	6	33.3	4	28.6	13	37.1	30	34.5
	c) Lack of motivation and commitment of management	8	40.0	6	33.3	5	35.7	12	34.3	31	35.6
	Total	20	100.0	18	100.0	14	100.0	35	100.0	87	100.0
4	Which types of evaluation are often employed by your organization?*										
	a) Ex ante	2	3.6	2	3.9	2	5.3	3	4.6	9	4.3
	b) On-going	30	54.5	28	54.9	14	36.8	35	53.8	107	51.2
	c) Inter-phase	4	7.3	4	7.8	4	10.5	5	7.7	17	8.1
	d) Self	1	1.8	1	2.0	2	5.3	2	3.1	6	2.9
	e) Ex post	11	20.0	12	23.5	12	31.6	13	20.0	48	23.0
	f)Impact	7	12.7	4	7.8	4	10.5	7	10.8	22	10.5
	Total	55	100.0	51	100.0	38	100.0	65	100.0	209	100.0
5	When is evaluation done supervise?*										
	a) Before the implementation of project is started	5	11.6	5	11.4	3	17.6	6	11.1	19	12.0
	b)after half time of implementation	25	58.1	24	54.5	8	47.1	30	55.6	87	55.1
	c) One to two years after project termination	11	25.6	14	31.8	5	29.4	15	27.8	45	28.5
	d) Five to ten years after project termination	2	4.7	1	2.3	1	5.9	3	5.6	7	4.4
	Total	43	100.0	44	100.0	17	100.0	54	100.0	158	100.0

*Multiple Responses

Table 8 is concerned with distinguishing types of M&E that were employed by M&E units. The literature review shows that three types of monitoring (physical progress, project cost and project quality) and six types of evaluation (Ex-ante, on-going, inter-phase, self, ex -post and impact) are widely known in M&E of projects and they are also expected to be carried out by M&E units during a certain projects life time. Having these in mind, respondents were asked to answer the types of project monitoring that were employed by their respective organizations. In view of that, while 25(43.9%) respondents from WB, 26(48.1%) from ADB, 13(40.6%) from EU and 36(43.4%) from UNICEF and an almost similar number of respondents [25(43.9%) respondents from WB, 25(46.3%) from ADB, 13(40.6%) from EU and 36(43.4%) from UNICEF] reported that physical progress and project cost were monitored respectively, a negligible numbers of respondents [1(1.8%) respondents from WB, 1(1.9%) from ADB, 1(1.3%) from EU and 1(1.2%) from UNICEF] said that project quality was monitored. Those who included project quality were from donors. However, monitoring project's quality was almost absent as reported from the rest of the sampled organizations.

In Item 2 of Table 8, respondents were required to answer when they did monitoring of educational projects. The obtained information indicated that a majority of respondents [25(52.1%) from WB, 24(53.3%) from ADB, 11(44%) from EU and 30(48.4%) from UNICEF] reported that it was done quarterly; the second major group [10(20.8%) respondents from WB, 10(22.2%) from ADB, 7(28%) from EU and 12(19.4%) from UNICEF said that it was done annually; the third minority group[9(18.8%) respondents from WB, 7(15.6%) from ADB, 6(24%) from EU and 14(22.6%) from UNICEF] indicated that it was done semi-annually. Quarterly monitoring is the requirement of ESDP implementation manual at regional and central level. An additional interesting practice is that a monthly donors-MOE meetings where the two parties meet and exchange information.

Those who said that monitoring was done annually and bi-annually were asked about reasons for doing so infrequently. Accordingly, 8(40%) respondents from WB, 6(33.3%) from ADB, 5(35.71%) from EU and 12(34.3%) from UNICEF said that it was due to lack of managers' commitment and motivation; 7(35%) respondents from WB, 6(33.3%) from ADB, 4(28.6%) from EU and 13(37.1%) from UNICEF responded due to lack of qualified personnel; and 5(25%) respondents from WB, 6(33.3%) from ADB, 5(35.7%) from EU and 10(28.6%) from UNICEF connected it with shortage of resources. The data also indicate that the system suffers from lack of managers' commitment and motivation, lack of qualified personnel and shortage of budget. These problems reflect the observation of Baum and Tolbert (1985:357)

that project implementation has received relatively little attention from all actors including top level management, unlike breaking ground for a new project or signing a loan with an international agency that attracts much official and press attention.

Item 4 of Table 8 indicates the types of evaluation that were carried out by M&E units. The information gathered shows that on-going evaluation and ex-post evaluation were reported as employed by M&E units by 30(54.5%) respondents from WB, 28(54.9%) from ADB, 14(36.8%) from EU and 35(53.8%) from UNICEF and 11(20%) respondents from WB, 12(23.5%) from ADB, 12(31.6%) from EU and 13(20%) from UNICEF respectively. Few respondents reported impact, inter-phase, ex ante and self evaluation in that order. The ESDP implementation manual which has been strictly followed by most donors promotes on on-going which is formative and ex-post which is summative. In the same document, both impact and ex post evaluation were treated as identical types.

Item 5 of Table 8 shows when evaluation was done. Whilst 25(58.1%) respondents from WB, 24(54.5%) from ADB, 8(47.1%) from EU and 30(55.6%) from UNICEF reported that it was done after half time of implementation and 11(25.6%) respondents from WB, 14(31.8%) from ADB, 5(29.4%) from EU and 15(27.8%) from UNICEF reported that one to two years after project termination, the rest 5(11.6%) respondents from WB, 5(11.4%) from ADB, 3(17.6%) from EU and 6(11.1%) from UNICEF said that it occurs before the start of project implementation and 2(4.7%) respondents from WB, 1(2.3%) from ADB, 1(5.9%) from EU and 3(5.6%) from UNICEF reported that it occurs five to ten years after project termination.

Unlike Item 4, ex ante evaluation (evaluation done before the start of project implementation) was reported as carried out by M&E units even more often than that of impact evaluation (compare Item 5 with Item 4). The inconsistency in responses to the issue might emanate from not knowing technical terms for types of evaluation and what they are meant for. Focusing just on two types of evaluation (on-going and ex post) indicates that currently there is less emphasis on evaluation compared with monitoring. Moreover, the absence of quality monitoring and impact evaluation might be a logical justification for failures of some project works that appeared to have been successfully implemented, but running into serious problems once they had been operating for a short time. Indeed, giving less attention to impact evaluation poses a great challenge on checking whether aid projects and programs have successfully met their ultimate objectives or not.

Table 9. Reports of M&E

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Are reports produced after M&E activity?										
	a) yes	30	93.8	29	96.7	16	100.0	36	97.3	111	96.5
	b)No	2	6.3	1	3.3	0	0.0	1	2.7	4	3.5
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0
2	Rate the produced reports against the points in the table										
	2.1Tailored to the Needs of the Users										
	High	10	33.3	2	7.1	4	25.0	13	37.1	29	26.6
	Medium	8	26.7	7	25.0	8	50.0	15	42.9	38	34.9
	Low	12	40.0	19	67.9	4	25.0	7	20.0	42	38.5
	Total	30	100.0	28	100.0	16	100.0	35	100.0	109	100.0
	2.2 User friendly										
	High	3	10.0	4	13.8	3	18.8	7	19.4	17	15.3
	Medium	15	50.0	8	27.6	8	50.0	15	41.7	46	41.4
	Low	11	36.7	17	58.6	5	31.3	13	36.1	46	41.4
	Not at all	1	3.3	0	0.0	0	0.0	1	2.8	2	1.8
	Total	30	100.0	29	100.0	16	100.0	36	100.0	111	100.0
	2.3 Transparent										
	High	12	40.0	8	27.6	3	18.8	10	27.8	33	29.7
	Medium	13	43.3	12	41.4	7	43.8	19	52.8	51	45.9
	Low	5	16.7	9	31.0	6	37.5	7	19.4	27	24.3
	Total	30	100.0	29	100.0	16	100.0	36	100.0	111	100.0
	2.4 Free from Jargon										
	High	3	10.0	3	10.3	2	12.5	5	13.9	13	11.7
	Medium	6	20.0	3	10.3	5	31.3	5	13.9	19	17.1
	Low	21	70.0	23	79.3	9	56.3	26	72.2	79	71.2
	Total	30	100.0	29	100.0	16	100.0	36	100.0	111	100.0
	2.5With sound recommendation										
	High	4	13.3	4	13.8	2	12.5	7	19.4	17	15.3
	Medium	14	46.7	15	51.7	12	75.0	17	47.2	58	52.3
	Low	12	40.0	9	31.0	1	6.3	12	33.3	34	30.6
	Not at all	0	0.0	1	3.4	1	6.3	0	0.0	2	1.8
	Total	30	100.0	29	100.0	16	100.0	36	100.0	111	100.0
	2.6 Timeliness										
	High	2	6.7	1	3.3	0	0.0	2	5.6	5	4.5
	Medium	6	20.0	4	13.3	3	18.8	6	16.7	19	17.0
	Low	22	73.3	25	83.3	13	81.3	28	77.8	88	78.6
	Total	30	100.0	30	100.0	16	100.0	36	100.0	112	100.0
	2.7 With executive summary										
	High	6	20.0	6	20.0	2	12.5	9	25.7	23	20.7
	Medium	12	40.0	9	30.0	8	50.0	15	42.9	44	39.6
	Low	10	33.3	14	46.7	6	37.5	11	31.4	41	36.9
	Not at all	2	6.7	1	3.3	0	0.0	0	0.0	3	2.7
	Total	30	100.0	30	100.0	16	100.0	35	100.0	111	100.0

Table 9 indicates whether there were reports produced after monitoring and evaluation activity and the qualities of the same reports. Respondents were requested to indicate if there were reports produced after M&E of multilateral funded educational projects as seen in Item 1 of Table 9. Almost all respondents [30(93.8%) respondents from WB projects, 29(96.7%) from ADB, 16(100%) from EU and 36(97.3%) from UNICEF] reported that reports were produced after M&E, and were disseminated to the concerned parties (stakeholders).

Those who acknowledged the preparation and dissemination of reports were requested to rate the nature of the produced reports against the criteria of well-done reports. As shown in Item 2 of Table 9, 18(60%) respondents from WB projects, 9(32.1%) from ADB, 12(75%) from EU and 28(80%) from UNICEF reported that these reports were tailored to the needs of the users to a high and medium extent. However, a significant minority [12(40%) respondents from WB projects, 19(67.9%) from ADB, 4(25%) from EU and 7(20%) from UNICEF] said that the produced reports were tailored to the needs of the users to a low extent. Moreover, when seen from responding organizations points of view, 18(72%) of respondents from BOFEDs indicated that these reports were tailored to the needs of the users to a low extent (see Appendix A). This shows that those who engaged in M&E of ADB projects and BOFEDs' respondents rate the produced reports as lacking a quality of tailoring to the needs of the users.

In the Table 9, 18(60%) respondents from WB projects, 12(41.4%) from ADB, 11(68.8%) from EU and 22(61.1%) from UNICEF rated user friendliness of the produced reports as high or medium. However, user friendliness of the produced reports was rated as low by 11(36.7%) respondents from WB projects, 17(58.6%) from ADB, 5(31.3%) from EU and 13(36.1%) from UNICEF. Likewise, user friendliness of the reports was reported to be of low by 19(70.4%) of respondents from MOFED, 4(50%) from MOFED and 17(41.7%) from REBs (see Appendix A). From this one can infer that when reports are not user friendly to the required extent, the report's audiences will find it difficult to get what they need quickly. This becomes worst when the users are highly busy decision makers.

In the Table 9, transparency of reports was rated as high and medium by 25(83.3%) respondents from WB projects, 20(69%) from ADB, 10(62.6%) from EU and 29(80.6%) from UNICEF. On the other hand, 4(50%) respondents from MOFED said that the produced reports were not transparent (see Appendix A). This might be a good indication that MOFED which has got a power to consolidate all reports coming from regions and central ministry,

had doubts about the reports' transparency and therefore measures to be based on the reports might be delayed.

As can be observed in Item 2.4 of Table 9, 21(70. %) of respondents from WB, 23(79.3%) from ADB, 9(56.3%) from EU and 26(72.2%) from UNICEF rated that the reports produced after M&E were free from jargon to a low extent. A majority of respondents from responding organizations [8(100%) from MOFED, 25(92.6%) from BOFEDS, 27(65.9) from REBs and 14(48.3) from MOE] responded that M&E's reports were free from jargon to a low extent (see Appendix A). When reports are not jargon free, they pose a high challenge to understanding them, and decision making may be hampered. In Item 2.5 of Table 9 respondents rated the extent to which reports were with sound recommendations: 18 (60%) respondents from WB projects, 19(65.5%) from ADB, 14(87.5%) from EU and 24(66.6%) from UNICEF indicated that the produced reports contained sound recommendation to a high and medium extent. The other significant minority group, 12(40%) respondents from WB projects, 9(31%) from ADB, and 12(33.3%) from UNICEF said that reports contained sound recommendation to a low extent. Moreover, among responding organizations, 4(50%) of respondents from MOFED rated as low (see Appendix A).

With regard to timeliness, 22(73.3%) respondents from WB projects, 25(83.3%) from ADB, 13(81.3%) from EU and 28(77.8%) from UNICEF rated reports as low. Likewise, a strong consensus could be observed when seen by organizations [21(72.4%) from MOE, 7(87.5%) from MOFED, 35(85.4%) from REBs, and 23(85.2%) form BOFEDs] respondents reported that timeliness of reports was to a low extent. This shows that reports may not be produced in/on time. However, it may be better that a report is prepared with incomplete information but in a timely manner, than a report is published with all information but coming too late for its intended use. In Item 2.7 of Table 9, respondents were asked to indicate if the reports produced after M&E contained executive summary or not. The data in the Table disclosed that 18(60%) respondents from WB projects, 15(50%) from ADB, 10(62.5%) from EU and 24(68.6%) from UNICEF indicated reports contained h executive summary to a high and medium extent. The inclusion of executive summary in the reports is a step forwards to save the time of busy officials.

Table 10. Reports of M&E in Relation to Size, Content and Frequency

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Rate the reports produced after M&E unit against the points in the table										
	1.1 precise and to the point										
	High	3	10.0	2	6.7	2	12.5	12	33.3	19	17.0
	Medium	10	33.3	8	26.7	4	25.0	15	41.7	37	33.0
	Low	17	56.7	19	63.3	10	62.5	9	25.0	55	49.1
	Not at all	0	0.0	1	3.3	0	0.0	0	0.0	1	0.9
	Total	30	100.0	30	100.0	16	100.0	36	100.0	112	100.0
	1.2 With a variety of visual illustrative(Photograph, chart, diagram)										
	High	0	0.0	0	0.0	0	0.0	2	5.6	2	1.8
	Medium	1	3.3	0	0.0	0	0.0	2	5.6	3	2.8
	Low	7	23.3	8	26.7	7	53.8	12	33.3	34	31.2
	Not at all	22	73.3	22	73.3	6	46.2	20	55.6	70	64.2
	Total	30	100.0	30	100.0	13	100.0	36	100.0	109	100.0
	1.3 With part of lessons learned										
	High	2	6.7	2	6.5	2	12.5	5	13.9	11	9.7
	Medium	4	13.3	10	32.3	4	25.0	21	58.3	39	34.5
	Low	11	36.7	15	48.4	9	56.3	9	25.0	44	38.9
	Not at all	13	43.3	4	12.9	1	6.3	1	2.8	19	16.8
	Total	30	100.0	31	100.0	16	100.0	36	100.0	113	100.0
	1.4 With standard reporting formats										
	High	17	56.7	7	23.3	7	43.8	17	47.2	48	42.9
	Medium	10	33.3	17	56.7	5	31.3	18	50.0	50	44.6
	Low	3	10.0	5	16.7	4	25.0	1	2.8	13	11.6
	Not at all	0	0.0	1	3.3	0	0.0	0	0.0	1	0.9
	Total	30	100.0	30	100.0	16	100.0	36	100.0	112	100.0
	1.5 Clear and action-oriented										
	High	5	16.7	1	3.3	1	6.3	4	11.4	11	9.9
	Medium	6	20.0	9	30.0	3	18.8	10	28.6	28	25.2
	Low	19	63.3	18	60.0	10	62.5	21	60.0	68	61.3
	Not at all	0	0.0	2	6.7	2	12.5	0	0.0	4	3.6
	Total	30	100.0	30	100.0	16	100.0	35	100.0	111	100.0
	1.6 Reliable										
	High	5	16.7	2	6.7	3	18.8	3	8.3	13	11.6
	Medium	9	30.0	9	30.0	4	25.0	13	36.1	35	31.3
	Low	16	53.3	19	63.3	9	56.3	20	55.6	64	57.1
2	How often are reports produced by team of multilateral funded educational projects used for decision making?										
	a)Always	21	70.0	22	73.3	12	75.0	25	71.4	80	72.1
	b)Sometimes	6	20.0	5	16.7	3	18.8	4	11.4	18	16.2
	c) rarely	3	10.0	3	10.0	1	6.3	4	11.4	11	9.9
	d) Not at all	0	0.0	0	0.0	0	0.0	2	5.7	2	1.8
	Total	30	100.0	30	100.0	16	100.0	35	100.0	111	100.0

Table 10 indicates how respondents evaluate and rate the reports produced through M&E against additional qualities of well-done reports. With regard to whether the produced reports were precise and to the point or not, while 17(56.7%) respondents from WB projects, 19(63.3%) from ADB, 10(62.5%) from EU and 9(25%) from UNICEF replied that they were to a low extent, a significant minority[13(43.3%) respondents from WB projects, 10(33.4%) from ADB, 6(37.5%) from EU and 27(75%) from UNICEF] reported that they were to a high and medium extent as shown in Item 1.1 of Table 10. Here it is good to note that respondents from UNICEF, unlike all other sources of information, said that the reports were precise and to the point. Almost all respondents [29(96.6%) from WB projects, 30(100%) from ADB, 13(100%) from EU and 32(88.9%) from UNICEF] reported the produced reports did not contain a variety of visual illustrative (photographs, charts and so on) as seen in Item 1.2 of Table 10. This finding appears to have a link with the allocation of an inadequate budget.

According to Item 1.3 of Table 10, the reports produced after M&E contained of lesson to be learned to a high and medium extent as responded by 6(20%) respondents from WB projects, 12(38.8%) from ADB, 6(37.5%) from EU and 26(72.2%) from UNICEF. On the other hand, a significant majority of respondents [24(80%) respondents from WB projects, 19(61.3%) from ADB, 10(62.5%) from EU and 10(27.8%) from UNICEF] rated the reports contained parts of lesson learned as low and not at all. It is only respondents from UNICEF project that claimed that the produced reports contained part of lesson learned. Item 1.4 of Table 10 indicates that the reports of M&E were produced with standard reporting formats to a high and medium extent as replied by 27(90%) respondents from WB projects, 24(80%) from ADB, 12(75.1%) from EU and 35(97.2%) from UNICEF. One can quickly see that standard reporting formats were generally used for reporting purposes.

Item 2 of Table 10, a significant majority of respondents [19(63.3%) from WB projects, 18(60%) from ADB, 10(62.5%) from EU and 21(60%) from UNICEF] rated reports produced after M&E as clear and action-oriented to a low extent. Similarly, in Item 1.6 of Table 10, reliability of the produced reports were found to be of low extent as reported by significant majority of respondents [16(53.3%) from WB, 19(63.3%) from ADB, 9(56.3%) from EU and 20(55.6%) from UNICEF]. According to Item 4 of Table 9, almost all respondents [21(70%) respondents from WB, 22(73.3%) from ADB, 12(75%) from EU and 25(71.4%) from UNICEF] reported that reports were always produced by M&E units.

Table 11. Feedback on M&E Activity

No	Item	WB Projects		ADB Projects		EU Projects		UNICEF Projects		Total	
		No	%	No	%	No	%	No	%		
1	Are there feedbacks given on reports to lower levels?										
	a) yes	7	21.9	6	20.0	6	37.5	15	40.5	34	29.6
	b)No	25	78.1	24	80.0	10	62.5	22	59.5	81	70.4
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0
2	If yes, how often is feedback given on reports to lower levels?										
	a)Always	0	0.0	0	0.0	1	16.7	2	16.7	3	9.4
	b)Sometimes	2	25.0	0	0.0	1	16.7	0	0.0	3	9.4
	c) rarely	6	75.0	6	100.0	4	66.7	10	83.3	26	81.3
	Total	8	100.0	6	100.0	6	100.0	12	100.0	32	100.0
3	If there is strong M&E system in place with motivation from top management, in your opinion the existing project implementation will be improved by:										
	a) 10%	4	12.5	3	10.0	2	12.5	3	8.1	12	10.4
	b)50%	20	62.5	21	70.0	6	37.5	24	64.9	71	61.7
	c) 100%	8	25.0	6	20.0	8	50.0	10	27.0	32	27.8
	Total	32	100.0	30	100.0	16	100.0	37	100.0	115	100.0

Table 11 is aimed at identifying if there was feedback given on reports to lower levels and the frequency of the feedback. Feedback, as a management term, covers organizing M&E findings to guide future aid program decisions, and necessary measures taken to deal with weakness found during M&E activity. It should be channelled to concerned bodies as soon as possible to affect proposed decisions and recommendations when deviations are discovered in project implementation. As can be seen in Item 1 of Table 11, respondents were asked whether there was feedback given to stakeholders (or lower levels). While a majority of respondents [25(78.1%) respondents from WB projects, 24(80%) from ADB, 10(62.5%) from EU and 22(59.9%) from UNICEF] replied that feedback was non-existent, the rest 7(21.9%) respondents from WB projects, 6(20%) from ADB, 6(37.5%) from EU and 15(40.5%) from UNICEF said it was given. Feedback was found to be rarely given to lower levels as reported by 6(100%) respondents from ADB, 4(66.7%) from EU, 10(83.3%) from UNICEF and 6(75%) respondents from WB projects that as Item 2 of Table 11. Having seen the above information, one is forced to infer that the mechanisms for feedback are very weak or totally non-existent. This might indicate that decisions are rarely made based on information from M&E activity.

Item 3 of Table 11 includes respondents' opinions as to what percentage (%) the existing projects implementation would be improved if there were strong M&E systems in place with commitment and motivation from top level management. A majority of respondents [20(62.5%) from WB projects, 21(70%) from ADB, 6(37.5%) from EU and 24(64.9%) from UNICEF] reported a likely improvement of 50%, a significant minority 8(25%) respondents from WB projects, 6(20%) from ADB, 8(50%) from EU and 10(27%) from UNICEF indicated a likely improvement of 100%. This is a good indication that there need to be a fresh look at and reform of existing M&E design.

In the open-ended part of the questionnaires, respondents were asked to write down problems of M&E and ways of solving them. The information obtained was organized in the Table 11. As seen in the below Table11, respondents have identified major problems related to budget, human resources, systems and non human elements. The identified problems and the proposed solutions have been partly or fully discussed in closed ended parts of the questionnaires. As the contents in the table seem self explanatory as it ought to be, discussion on the findings are minimized.

Table 11 Problems in M&E Units and Solutions

No	Responses	
	Problems Identified	**Frequency**
1	**Budget Related Problems**	
	• Allocation of inadequate budget	18
	• Dalliance of the release of fund	12
2	**Manpower Related Problems**	
	• Lack of trainings on M&E	16
	• Lack of experiences, capacities and qualifications of M&E teams at all levels	15
	• Frequent turnover of professionals from M&E units	12
	• Lack of commitment and motivation from donors, project staff, and decision makers	11
	• Lack of incentive for personnel working on M & E	9
	• Heavy work load on government staff and more focus on routine works	7
	• Inadequate attention given to M&E and loose accountability of the executive bodies	4
3	**Systems Related Problems**	
	• Weak information and communication system (Poor reporting and feedback system)	17
	• Lack of proper program design(lack of systematic planning and unavailability of well established M&E systems)	17
	• Long chain of command to approve bid documents , for financial flow, to plan and to procure	16
4	**Non-human inputs Related Problems**	
	• Lack of facilities such as vehicles, stationery material, direct telephone lines	16
	Recommended Solutions To The Problems	
1	**Budget Related Recommendations**	
	• Allocate Proper Budget for M&E during project inception	20
	• Press donors to release fund as timely as possible	9
2	**Manpower related Recommendations**	
	• Continuous capacity building training at all levels	16
	• Secure the experienced and qualified for M&E teams	13
	• Conduct study to reduce high turnover of workers	12
	• Motivate the workers through financial and non-financial motivators	9
	• Encourage experts to develop the habit of updating themselves	8
	• Encourage higher officials to pay due attentions to expert recommendations	4
	• Hire consultants	3
3	**System Related Recommendations**	
	• Establish ICT based reporting system, strengthen the system with equipment, training and system development and encourage the use of ICT to improve communication among all parties	14
	• Devolve decision on bid documents and other project related issues at borrowers country office	14
	• Establish strong/responsive coordination mechanisms among institutions by developing a clear and transparent organizational structure and strengthening regional team	10
	• Need for creating the right appreciation, capacity and culture and discipline to use M&E for mgt discussion and for the achievement of development objectives of the various program	6
4	**Non-human inputs Related Recommendations**	
	• supply of necessary equipment for works to the desired level	12

CHAPTER FOUR

Summary, Conclusion and Recommendations

4.1 Summary

Education plays a vital role in the overall development process. Thus, spending on education has, therefore, been widely accepted as productive investment. On the other hand, education is an area of huge investment and expensive social sector. Developing countries like ours, with serious economic constraints and a low financial base, can not satisfy the demand for education single-handedly as long as the responsibility of financing education is left only for their governments. Ethiopia, like other developing countries, finances its education system mainly from the government treasury with substantial assistances and loans from bilateral and multilateral organizations. It is true that the country has been and is benefiting from resources mobilized from bilateral and multilateral sources.

There has been, however, a dissent expressed by stakeholders in many quarterly and annual meetings regarding the effective utilization of resources channelled for education projects. Implementation of most educational projects financed by multilateral agencies has frequently run into serious difficulties. Projects have not often been completed within predetermined time, budget and specifications. The case may be worse when the money has been borrowed. Foreign financing in the form of loan has its own macroeconomic consequences since it might accelerate a debt crisis (debt overhang). That is to say, mounting debt and debt serving commitments could lead to a reduction in domestic savings. This in turn leads to in low domestic investment and hence low potential income levels. Since at some time in the future, this debt has to be repaid, a reduction in future living standards may occur unless the borrowed money is used in accordance with the planned time, budget and specification.

One of the possible steps that need to be taken to raise the implementation rates of these projects is through institutionalizing an M&E system. Experience has also shown that there are many instances in which M&E systems have made a substantial contribution to improved project implementation. The practice of M&E on multilateral funded educational projects in Ethiopia seems, however, far from satisfactory. Therefore, assessing and describing the practices, problems and prospects of M&E of the existing multilateral funded educational projects and improving the systems by identifying their strengths and weaknesses through research outcomes will help projects meet their predetermined objectives. To meet the general objective, an attempt was made to seek possible answers to the following basic questions:

- *Are there established systems for M&E of multilateral funded educational projects?*
- *What are the objectives of M&E of multilateral funded educational projects? Have these objectives included all the criteria for well-stated objectives?*
- *Are there standardized data collecting instruments and performance indicators for M&E of multilateral funded educational projects? Are indicators designed in accordance with the criteria of well-set indicators?*
- *Who are involved in M&E of multilateral funded educational projects? Do required capacities both in human and material inputs exist to carry out M&E?*
- *Is there sufficient earmarked budget for making M&E of multilateral funded educational projects just from onset? To what extent are these funds utilized?*
- *What are the types of M&E often used by multilateral agencies?*
- *To what extent are reports of M&E of multilateral projects included criteria for well-done reports? Are feedbacks given to any reporting organs to use the reports of M&E for decision making?*

The descriptive survey method was used as a method of research. A purposive sampling technique was employed to include both the donor agencies (the WB, the ADB, the EU and the UNICEF) and the governmental organizations (the MOE, MOFED, REBs, and BOFEDs) in the study. The main purpose behind such an arrangement in case of the donor agencies were their having relatively larger volume of funds for intervention. Governmental organizations were, on the other hand, included in the study as they are given by law responsibilities to carry out the M&E of multilateral funded educational projects. A stratified random sampling was used to include sample regions in the study. All the nine regions and two city administrations were classified into relatively favoured, less emphasized in development and city administrations. While three regions (Oromia, Amhara and SNNPR) were selected from relatively favoured, Somalie and Addis Ababa were chosen from less emphasized in development and city administration at random in that order. The responding departments and the respondents within departments were chosen by employing purposive and availability sampling technique respectively.

Two different sets of survey questionnaires were developed for collecting data. While one was distributed to the respondents in the MOE, the MOFED, the BOFEDs and the REBs, the other was administered to the respondents in donor agencies (the WB, the ADB, the EU and the UNICE). Before the final forms of the questionnaires were ready and delivered to the

respondents, they were administered to six experts in the MOE, the MOFED, and the UNICEF to test their validity in terms of the appropriateness of the items contained in the questionnaires and language clarity. Then, they were revised depending upon some correction given in spelling errors during the tryout. At last, these questionnaires were set in their final form and fifty-four were distributed to sample organizations. All the questionnaires were returned back and the data was analyzed by employing percentage as statistical tool. Information obtained through the open-ended items and document reviewing was also considered in the data interpretation. By doing so, the following major findings were obtained.

MAJOR FINDINGS

1. The out come of the study indicates that 96(83.5%) of respondents confirmed the existence of established systems of M&E in their respective projects. The evaluation of this system against five areas that appear to be of importance in assessing and judging the establishment of a full-fledged system resulted as follows. Presence of established and defined M&E questions was reported by 70(72.9%) of respondents. A well-qualified M&E team was not available as indicated by 61(63.8%) respondents. Availability of an allocated budget for M&E activity was reported by 69(71.9%) of respondents. The M&E plan with objective and work schedule was present according to 60(62.5%) of respondents. And, 40(41.7%) of respondents reported that there was not adequate office equipment and materials for M&E activity.

2. It was found out that 95 (82.6%) of respondents reported that there were objectives for M&E. The match of these objectives against five criteria of well-stated objectives showed that specificity of objectives was rated as high and medium by 78(82.1%) of respondents. With regard to measurability of objectives, 75(79%) of respondents rated it as high and medium. However, both specificity and measurability of the objectives were reported to be low by 4(57.1%) of respondents from MOFED. Acceptability (level of consensus) of objectives was rated as high and medium by 66(69.5%) of respondents. The realistic nature of the objectives was rated as high or medium by 66(69.5%) of respondents. But, a majority of MOFED's respondents [5(71.4%)] rated acceptability and realistic nature of the objectives as low. Moreover, 4(66.7%) of respondents from donors rated realistic nature of the objectives as low. Time-boundness of the objectives was rated as high and medium by 63(66.3%)

respondents. However, 13(54.2) respondents from ADB, 13(50%) of BOFEDs' and 4(66.7%) donors' reported that the M&E objectives were time-bound to a low extent.

3. The study also shows that objectives of M&E written in the open-ended part of the questionnaires mostly lacked the criteria for writing well-stated objectives [accomplishing (X), by (Y) date, at (Z) cost and with (F) specification] including the five criteria (specificity, measurability, acceptability, realistic, and time bound).

4. The study has shown that 86(74.8%) of respondents indicated the availability of indicators. According to 96(60%) of respondents, indicators were set by donors and government. Indicators in use were found to be direct to a high and medium extent as 55(64%) respondents. Objectivity of indicators was also rated as high or medium by 63(73.3%) respondents. However, 16(72.7%) and 12(54.5%) of respondents from BOFEDs respectively reported that the directness and the objectivity of indicators in use was low. The adequacy of indicators in use was rated as high and medium by 50(58.1%) respondents, but 16(72.2%) BOFEDs and 5(62.5%) MOFED rated it as low and not at all. Indicators in use were found to be quantitative to high and medium extent as reported by 62(72.1%) of respondents. According to 53(63.1%) respondents, indicators in use were disaggregated to high or medium extent, but 15(68.2%) from BOFEDs reported it as a low. The practicability of indicators in use as reported by 58(68.3%) of respondents was high and medium, however, 16(76.2%) BOFEDs and 4(50%) MOFED rated it as low. And reliability of indicators in use was rated as high or medium by 55(63.9%) of respondents, whereas 5(71.4%) of respondents from MOFED and 18(78.3%) from BOFEDs reported the reliability of indicators as low.

5. It was found out that 84(73%) of the respondents reported the presence of standardized data collecting instruments for M&E. Questionnaire and document reviewing were found to be as the two frequently used data gathering instruments in the process of M&E. On the other hand, in the open-ended part of the questionnaire, donors like WB, ADB, and EU said that data gathered through Education Statistics Annual Abstract was a basic instrument for M&E.

6. The study indicated that M&E was carried out by donors and government as reported by 162(69.9%) of respondents. The WB, the ADB and the EU had only one person each at their country offices to carry out M&E of educational projects on behalf of the donor agencies.

Out of 54 respondents, only 22(40.7%) of them graduated in EdPM, Economics, and Sociology. The existing project staff experience and capacities to discharge their responsibilities was reported as low by 64(55.7%) of respondents. In identifying the problems with project staff, 18 respondents indicated there was almost no on-job training; 15 indicated poor accountability for failures; 14 indicated high mobility of project staff; 12 indicated a lack of commitment and motivation from top levels of management; 11 indicated lack of knowledge on the part of implementing agencies about donors' project implementation procedures, 11 revealed inadequate participation of M&E staff in the design of projects and limited distribution project agreement documents; 10 indicated heavy work loads and 7 connected it with lack of incentive and motivation to project staff.

7. The availability of non-human resources in the units of M&E was low as reported by 76(66.1%) respondents. In identifying what the units lacked, 20 indicated inadequate budget; 19 indicated lack of vehicles; 18 indicated of lack of stationery material; 16 indicated lack of computers and data processors; 15 indicated inadequate communication facilities such as direct telephone lines, fax, internet and email services; and 9 indicated inadequate adding machines.

8. The information gathered showed that 82(71.3%) respondents indicated there was earmarked budget for M&E activities. As to 46(52.3%) respondents, below 2.5% of total project cost was allocated for M&E activity. Others, 27(30.7%) respondents reported that it was 2.6%-4.9% of the total project costs. Even the allocated meagre budget for M&E activity was underutilized as revealed by 49(56.3%) respondents. In responding to the reasons for under utilization of budget, 55 (34.6%) of respondents said that it was due to lack of managers' commitment and motivation; 38(23.9%) indicated inadequate integration of the M&E systems in the project; and 27(17%) indicated due to fold of M&E plans.

9. With regard to types of monitoring, 100(44.2%) and 99(43.8%) of respondents respectively reported that physical progress and project cost were monitored. A negligible number of respondents [4(1.8%)] said that project quality was monitored. Monitoring of project was undertaken quarterly as reported by 90(50%) of respondents, annually as 39(21.7%) of respondents and semi-annually as 36(20%). Reasons for doing infrequently (annually and semi-annually) were lack of managers' commitment and motivation as revealed by 31(35.6%); lack of qualified personnel by 30(34.5%); and shortage of resources by

26(29.9%). On-going and ex-post types of evaluation were employed by M&E units as reported by 107(51.2%) and 48(23%) respondents respectively.

10. It was found out that 111 (96.5%) of respondents indicated that M&E reports were produced and disseminated to stakeholders. As to 67(61.5%) of respondents, these reports were tailored to the needs of the users to a high and medium extent, but 18(72%) of respondents from BOFEDs indicated that these reports were tailored to the needs of the users to a low extent. User friendliness of the produced reports was rated as high or medium by 63(56.7%) respondents. However, 19(70.4%) of respondents from MOFED and 4(50%) from BOFEDs reported it as low. A majority of respondents [79 (71.2%)] reported that the M&E reports were free from jargon to a low extent. With regards to timeliness, 88(78.6%) respondents rated reports as low.

11. As to 104(95.4%) of respondents, the M&E reports did not contain a variety of visual illustrative (photographs, charts and so on). Furthermore, 63(55.7%) of respondents indicated that M&E reports contained part of lesson learned to a low and not at all extent. As to 68(61.3%) of respondents, the reports of M&E unit were to a low extent clear and action-oriented. A majority of respondents [64(57.1%)] rated the reliability of the produced reports as low.

12. Concerning feedback on the M&E activity, 81(70.4%) of respondents indicated that feedback was non-existent. A majority of respondents[71(61.7%)] and significant minority respondents [32(27.8%)] indicated an establishment of strong M&E system with better motivation from top level management will bring a likely improvement of project implementation by 50% and 100% respectively.

4.2. Conclusion

The outcome of the study indicated that M&E systems existed in both government and donor organizations. Although there were objectives for M&E, they were found to be confusing when they were evaluated against the five criteria of well-stated objectives (specificity, measurability, acceptability, realistic, and time bound). The already set indicators by donors and government jointly were reasonable in their numbers, but they were far from

satisfactorily in including all the seven criteria of well-done performance indicators and therefore ambiguity over what kind of data would be collected for an indicator likely happen. Out of more than six tools that are available for data gathering, only questionnaire and document reviewing were the two data gathering instruments frequently used by M&E units. In terms of human resources, the M&E units were found to be with limited experiences and capacities. The other serious problem might be the assignment of just one and only one person each at the WB, the ADB and the EU country offices to deal with the M&E of education projects.

With regard to non-human resources, the M&E units were ill-equipped with sufficient office facilities. The system was with long chain of command to approve bid documents, for financial flow, to plan and to procure. Although there were earmarked budget for M&E activities, it was almost below 2.5% of total project cost. Even the allocated meagre budget for M&E activity was under utilized and not utilized due to: lack of managers' commitment and motivation, inadequate integration of the M&E systems in the project, and fold of M&E plans in that order.

With regard to types of M&E, physical progress and project cost were monitored quarterly, but monitoring project's quality was almost non-existence. On-going and ex-post evaluation were reported as employed by M&E units and less attention was paid to impact and other types of evaluations. Even if there were reports produced after M&E, they were not timely, free from jargon, short and to the point, with a variety of visual illustrative (photographs, charts and so on), with part of lesson learned, clear and action-oriented, and reliability to the desired extent. Almost feedbacks were non-existent to concerned levels, and therefore, decisions were hardly made based on the M&E reports.

Given the above facts(more importantly allocation of meagre budget for M&E activity and inadequate human resources in the units), it is safe to conclude that the existing M&E systems seem less than satisfactory, and appears, indeed, incapable to discharge their responsibilities as they ought to be. The central problems of the system are: limited implementation capacity, shortage of budget and functional organizational structure. Thus, setting up an efficient and effective M&E systems that deal with the above problems is becoming an urgent task. Changing and/or reforming the existing system require green light from policy makers and donor organizations. One has to know that there are positive and

direct relationships between economic performance and the practice of M&E (M. Adil Khan, 1993).

4.3 Recommendations

In order to further enhance the M&E systems of multilateral funded educational projects, the following points are advisable and are, therefore, suggested for the attention of pertinent bodies:

1. At all levels there is a need to consider M&E as a dynamic and improving tool of project/program management. Thus, it is essential to steadily improve the system. To this end, donors, MOE and MOFED have to take initiative of improving the existing M&E system by bringing major donors and local concerned institutions together so that they can discuss on the issue.

2. There is a strong need to support the M&E structure at all levels. M&E units should be established separately. Unless the M&E exercises are given due respect and support, especially from higher authorities, it is unlikely that a sustainable M&E procedures would be established in the country.

3. There is a need to allocate 5%-10% of total project cost for the M&E during projects/programs negotiations. Work schedules and financial flow plan of the M&E units should be developed and approved during project negotiation. All organizations need to be abide by the same.

4. The objectives and the indicators of the M&E activities should be clear and internalized by all organizations including MOFED and BOFEDs. Donors and MOE should play leading roles in organizing a series of workshops to the stakeholders on how to set well-stated objectives and develop quality performance indicators.

5. An effort should be made to include other data collecting instruments such as observation, interviews and focus group discussion in addition to the two frequently used instruments (questionnaire and document reviewing). Most importantly as observation could help to see the project in natural setting, it provides a richer understanding of the subjects.

6. There is a need to strengthen the M&E units with both human and non-human resources. To do this, considering the following may be helpful.

- The in-service trainings should be organized to the existing staff members on how to deal with M&E activities by hiring consultants on the same issues. This could be raised and discussed during project negotiation.

- Donor agencies and/or governmental organizations need to hire experienced project staff and/ or those who have qualified in EdPM, Economics, Sociology, and Specialist in the M&E preferably. If the experience and skills are not available in the market as they ought to be, organize appropriate induction training for new entrees.

- Appropriate and essential non-human inputs for the M&E activities should be availed by MOE, MOFED and donors centrally and need to be distributed based on the observed extent of the problems in all offices.

- Donor agencies (the WB, the EU and the ADB) should increase their staff size on education projects. As the projects are of education, including educational specialists as the M&E staff may be advisable. Empowering the donor's country offices with both necessary human and material inputs, and then devolving power of evaluating and approving bid document that are usually sent to Head offices will expedite and improve project implementation.

- To deal with the problems of motivation, incentives and turnover of staff, MOE and donors should conduct further study on the issue for identifying the right motivators and incentives that make a difference.

7. In addition to the already in place monitoring (physical progress and project cost) and evaluation (on-going and ex post), monitoring project quality and other evaluation types (ex-ante, inter-phase, self, and more importantly impact) should be included in M&E plans at all levels as needed and be implemented accordingly. Attention should

also be given on monitoring project quality and impact evaluation as aid projects and programs have often failed to meet their ultimate objectives.

8. It is true that information collected for reporting at each level must first be used at that level and then pass to other stakeholders and the next higher level. Unless these reports consider their users and become user friendly, timely, free from jargon, short and to the point, with a variety of visual illustrative (photographs, charts and so on), with part of lesson learned , clear and action-oriented , and reliability to the desired extent, they will turn out to be simply data gathering efforts, hardly ever influencing managements' decisions. Thus, all of the produced M&E reports should be timely and in line with the demand of users' satisfaction. It is also advisable to clearly separate and indicate in the reports that problems that require the attention of policy makers, problems that are beyond the capacity of regions and MOE but which are thought to be under capacity of MOFED, and operational problems which are thought to be tackled by regional and MOE capacity.

9. At all levels, an effort should be made to strength linkages between M&E and the outcomes/results of M&E activity and thereby, it will help for subsequent processes of planning and managing projects.

10. There is a need to establish a system where each level should give feedback to the levels from which it receives information. The feedback should clearly indicate what to do, by whom and when.

11. There is a need to gather and adopt the experiences, techniques and practices of similar countries which have got a success history in the M&E of related projects.

12. Finally, each institution should conduct additional research activities wider in scope and depth on the practice of the M&E in its organization.

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የፕሮጀክት ክትትልና ግምገማ እንዴት? ለክልል መስተዳድሮች ሥልጠና የተዘጋጀ:: የኤኮኖሚ ልማትና ትብብር ሚኒስቴር 1987።

Appendix A

Responses to the Items of Research Questionnaires by Sampled Governmental Organizations and Donor Agencies

Established Systems for M&E of Multilateral Funded Educational Projects

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Are there established systems for M & E of multilateral funded educational projects?												
	a) yes	23	79.3	8	88.9	37	86.0	22	78.6	6	100.0	96	83.5
	b)No	6	20.7	1	11.1	6	14.0	6	21.4	0	0.0	19	16.5
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
2	If "yes", are the followings in place?												
	2.1) Established and defined M&E questions												
	a) yes	17	73.9	5	62.5	27	73.0	15	68.2	6	100.0	70	72.9
	b)No	6	26.1	3	37.5	10	27.0	7	31.8	0	0.0	26	27.1
	Total	23	100.0	8	100.0	37	100.0	22	100.0	6	100.0	96	100.0
	2.2) Availability of well-qualified M&E team											0	
	a) yes	11	47.8	3	37.5	12	32.4	4	18.2	5	83.3	35	36.5
	b)No	12	52.2	5	62.5	25	67.6	18	81.8	1	16.7	61	63.5
	Total	23	100.0	8	100.0	37	100.0	22	100.0	6	100.0	96	100.0
	2.3) Allocated budget for M &E works											0	
	a) yes	12	52.2	6	75.0	29	78.4	16	72.7	6	100.0	69	71.9
	b)No	11	47.8	2	25.0	8	21.6	6	27.3	0	0.0	27	28.1
	Total	23	100.0	8	100.0	37	100.0	22	100.0	6	100.0	96	100.0
	2.4) M &E Plans with objectives and work schedule											0	
	a) yes	13	56.5	5	62.5	25	67.6	11	50.0	6	100.0	60	62.5
	b)No	10	43.5	3	37.5	12	32.4	11	50.0	0	0.0	36	37.5
	Total	23	100.0	8	100.0	37	100.0	22	100.0	6	100.0	96	100.0
	2.5) Office equipments and Material for M&E works											0	
	a) yes	12	52.2	5	62.5	22	59.5	13	59.1	4	66.7	56	58.3
	b)No	11	47.8	3	37.5	15	40.5	9	40.9	2	33.3	40	41.7
	Total	23	100.0	8	100.0	37	100.0	22	100.0	6	100.0	96	100.0

Objectives for M&E

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Are there clearly set objectives of M &E of multilateral funded educational projects?												
	a) yes	19	65.5	7	77.8	37	86.0	26	92.9	6	100.0	95	82.6
	b)No	10	34.5	2	22.2	6	14.0	2	7.1	0	0.0	20	17.4
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
2	If "Yes", evaluate broadly the set objectives of M & E of multilateral funded educational projects against the following points.												
	2.1Specificity												
	High	13	68.4	1	14.3	17	45.9	10	38.5	3	50.0	44	46.3
	Medium	5	26.3	2	28.6	12	32.4	13	50.0	2	33.3	34	35.8
	Low	1	5.3	4	57.1	8	21.6	3	11.5	1	16.7	17	17.9
	Total	19	100.0	7	100.0	37	100.0	26	100.0	6	100.0	95	100.0
	2.2 Measurability												
	High	15	78.9	1	14.3	14	37.8	8	30.8	1	16.7	39	41.1
	Medium	2	10.5	0	0.0	14	37.8	15	57.7	5	83.3	36	37.9
	Low	2	10.5	4	57.1	9	24.3	3	11.5	0	0.0	18	18.9
	Not at all	0	0.0	2	28.6	0	0.0	0	0.0	0	0.0	2	2.1
	Total	19	100.0	7	100.0	37	100.0	26	100.0	6	100.0	95	100.0
	2.3 Acceptability (Level of Consensus)												
	High	6	31.6	0	0.0	12	32.4	3	11.5	0	0.0	21	22.1
	Medium	10	52.6	1	14.3	17	45.9	11	42.3	6	100.0	45	47.4
	Low	3	15.8	1	14.3	8	21.6	12	46.2	0	0.0	24	25.3
	Not at all	0	0.0	5	71.4	0	0.0	0	0.0	0	0.0	5	5.3
	Total	19	100.0	7	100.0	37	100.0	26	100.0	6	100.0	95	100.0
	2.4 Realistic												
	High	7	36.8	1	14.3	13	35.1	6	23.1	0	0.0	27	28.4
	Medium	10	52.6	0	0.0	17	45.9	10	38.5	2	33.3	39	41.1
	Low	2	10.5	4	57.1	7	18.9	10	38.5	4	66.7	27	28.4
	Not at all	0	0.0	2	28.6	0	0.0	0	0.0	0	0.0	2	2.1
	Total	19	100.0	7	100.0	37	100.0	26	100.0	6	100.0	95	100.0
	2.5 Time-bound												
	High	11	57.9	4	57.1	12	32.4	5	19.2	0	0.0	32	33.7
	Medium	4	21.1	2	28.6	15	40.5	8	30.8	2	33.3	31	32.6
	Low	4	21.1	1	14.3	10	27.0	13	50.0	4	66.7	32	33.7
	Total	19	100.0	7	100.0	37	100.0	26	100.0	6	100.0	95	100.0

Indicators for M&E

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Are there indicators for M &E of multilateral funded educational projects?												
	a) yes	21	72.4	8	88.9	29	67.4	22	78.6	6	100.0	86	74.8
	b)No	8	27.6	1	11.1	14	32.6	6	21.4	0	0.0	29	25.2
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
2	If "Yes", who set them (indicators)?												
	a) Donors	9	25.0	4	33.3	16	30.8	19	44.2	5	29.4	53	33.1
	b)Receipient	10	27.8	4	33.3	5	9.6	19	44.2	5	29.4	43	26.9
	c) Consultants	3	8.3	1	8.3	5	9.6	0	0.0	3	17.6	12	7.5
	d) beneficiaries	6	16.7	0	0.0	9	17.3	4	9.3	3	17.6	22	13.8
	e) all together	8	22.2	3	25.0	17	32.7	1	2.3	1	5.9	30	18.8
	Total	36	100.0	12	100.0	52	100.0	43	100.0	17	100.0	160	100.0
3	Please, rate the indicators in use for M&E of multilateral funded educational projects against the												
	3.1 Direct												
	High	12	57.1	2	25.0	11	37.9	3	13.6	2	33.3	30	34.9
	Medium	6	28.6	4	50.0	9	31.0	3	13.6	3	50.0	25	29.1
	Low	2	9.5	2	25.0	9	31.0	16	72.7	1	16.7	30	34.9
	Not at all	1	4.8	0	0.0	0	0.0	0	0.0	0	0.0	1	1.2
	Total	21	100.0	8	100.0	29	100.0	22	100.0	6	100.0	86	100.0
	3.2 Objective												
	High	3	14.3	2	25.0	14	48.3	4	18.2	2	33.3	25	29.1
	Medium	15	71.4	4	50.0	9	31.0	6	27.3	4	66.7	38	44.2
	Low	3	14.3	2	25.0	6	20.7	12	54.5	0	0.0	23	26.7
	Total	21	100.0	8	100.0	29	100.0	22	100.0	6	100.0	86	100.0
	3.3 Adequate												
	High	6	28.6	0	0.0	4	13.8	3	13.6	2	33.3	15	17.4
	Medium	12	57.1	3	37.5	14	48.3	3	13.6	3	50.0	35	40.7
	Low	2	9.5	4	50.0	11	37.9	16	72.7	1	16.7	34	39.5
	Not at all	1	4.8	1	12.5	0	0.0	0	0.0	0	0.0	2	2.3
	Total	21	100.0	8	100.0	29	100.0	22	100.0	6	100.0	86	100.0
	3.4 Quantitative												
	High	12	57.1	2	25.0	13	44.8	5	22.7	3	50.0	35	40.7
	Medium	7	33.3	3	37.5	11	37.9	4	18.2	2	33.3	27	31.4
	Low	1	4.8	3	37.5	5	17.2	13	59.1	1	16.7	23	26.7
	Not at all	1	4.8	0	0.0	0	0.0	0	0.0	0	0.0	1	1.2
	Total	21	100.0	8	100.0	29	100.0	22	100.0	6	100.0	86	100.0
	3.5 Disaggregated												
	High	8	42.1	1	12.5	9	31.0	3	13.6	3	50.0	24	28.6
	Medium	9	47.4	5	62.5	8	27.6	4	18.2	3	50.0	29	34.5
	Low	1	5.3	2	25.0	12	41.4	15	68.2	0	0.0	30	35.7
	Not at all	1	5.3	0	0.0	0	0.0	0	0.0	0	0.0	1	1.2
	Total	19	100.0	8	100.0	29	100.0	22	100.0	6	100.0	84	100.0
	3.6 Practical												
	High	12	57.1	3	37.5	8	27.6	4	19.0	0	0.0	27	31.8
	Medium	8	38.1	1	12.5	15	51.7	1	4.8	6	100.0	31	36.5
	Low	0	0.0	4	50.0	6	20.7	16	76.2	0	0.0	26	30.6
	Not at all	1	4.8	0	0.0	0	0.0	0	0.0	0	0.0	1	1.2
	Total	21	100.0	8	100.0	29	100.0	21	100.0	6	100.0	85	100.0
	3.7 Reliable												
	High	12	57.1	0	0.0	3	10.3	3	13.0	0	0.0	18	20.9
	Medium	9	42.9	2	28.6	19	65.5	2	8.7	5	83.3	37	43.0
	Low	0	0.0	5	71.4	7	24.1	18	78.3	1	16.7	31	36.0
	Total	21	100.0	7	100.0	29	100.0	23	100.0	6	100.0	86	100.0
4	Is there often ambiguity over what kind of data would be collected for an indicator?												
	a) yes	9	32.1	6	75.0	13	34.2	15	57.7	4	66.7	47	44.3
	b)No	19	67.9	2	25.0	25	65.8	11	42.3	2	33.3	59	55.7
	Total	28	100.0	8	100.0	38	100.0	26	100.0	6	100.0	106	100.0
5	How do you rate the number of indicators in use for M&E of multilateral funded educational projects?												
	a)Too many	5	20.8	3	37.5	3	7.7	15	60.0	1	16.7	27	26.5
	b)Reasonable	9	37.5	5	62.5	22	56.4	10	40.0	5	83.3	51	50.0
	c) Very few	4	16.7	0	0.0	6	15.4	0	0.0	0	0.0	10	9.8
	d) I don't know	6	25.0	0	0.0	8	20.5	0	0.0	0	0.0	14	13.7
	Total	24	100.0	8	100.0	39	100.0	25	100.0	6	100.0	102	100.0

Standardized Data Collecting Instruments for M&E

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Are there standardized data collectinginstruments for M&E of multilateral funded educational projects?												
	a) yes	21	72.4	5	55.6	27	62.8	25	89.3	6	100.0	84	73.0
	b)No	8	27.6	4	44.4	16	37.2	3	10.7	0	0.0	31	27.0
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
2	If "yes", which data gathering instrument(s) is/are frequently used for M&E of multilateral funded educational projects?												
	a) Questionnaire	20	40.0	1	6.7	21	33.3	22	42.3	5	25.0	69	34.5
	b)Interview	6	12.0	4	26.7	8	12.7	4	7.7	3	15.0	25	12.5
	c) Observation	3	6.0	1	6.7	6	9.5	5	9.6	4	20.0	19	9.5
	d) Focus group discussion	5	10.0	4	26.7	12	19.0	2	3.8	3	15.0	26	13.0
	e)Document reviewing	16	32.0	5	33.3	16	25.4	19	36.5	5	25.0	61	30.5
	Total	50	100.0	15	100.0	63	100.0	52	100.0	20	100.0	200	100.0

Human and Non-human Inputs for M&E

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Who are doing M&E of multilateral funded educational projects?												
	a) Donors	21	33.9	7	33.3	34	40.5	22	46.8	5	27.8	89	38.4
	b)Receipents	19	30.6	6	28.6	26	31.0	18	38.3	4	22.2	73	31.5
	c) Consultants	13	21.0	3	14.3	5	6.0	2	4.3	4	22.2	27	11.6
	d) beneficiaries	5	8.1	4	19.0	13	15.5	1	2.1	4	22.2	27	11.6
	e) All together	4	6.5	1	4.8	6	7.1	4	8.5	1	5.6	16	6.9
	Total	62	100.0	21	100.0	84	100.0	47	100.0	18	100.0	232	100.0
2	How do you rate the existing staff members' experiences (capacities) to discharge their responsibilities?												
	High	1	3.4	2	22.2	7	16.3	3	10.7	2	33.3	15	13.0
	Medium	14	48.3	0	0.0	14	32.6	4	14.3	4	66.7	36	31.3
	Low	14	48.3	7	77.8	22	51.2	21	75.0	0	0.0	64	55.7
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
3	To what extent is the M&E unit equipped with non-human resources necessary for work?												
	High	5	17.2	0	0.0	1	2.3	0	0.0	1	16.7	7	6.1
	Medium	6	20.7	6	66.7	13	30.2	3	10.7	4	66.7	32	27.8
	Low	18	62.1	3	33.3	29	67.4	25	89.3	1	16.7	76	66.1
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0

Budget for M&E

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Is there earmarked budget for M&E of multilateral funded educational projects work?												
	a) yes	16	55.2	5	55.6	33	76.7	22	78.6	6	100.0	82	71.3
	b)No	13	44.8	4	44.4	10	23.3	6	21.4	0	0.0	33	28.7
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
2	If "Yes", compared to the overall project budget, the money allocated for M&E of multilateral funded educational projects:												
	a)Below 2.5%	9	52.9	6	75.0	17	50.0	14	60.9	0	0.0	46	52.3
	b)2.6%-4.9%	4	23.5	2	25.0	13	38.2	6	26.1	2	33.3	27	30.7
	c) 5%-10%	1	5.9	0	0.0	4	11.8	2	8.7	0	0.0	7	8.0
	d) above 10%	1	5.9	0	0.0	0	0.0	0	0.0	2	33.3	3	3.4
	d) I don't know	2	11.8	0	0.0	0	0.0	1	4.3	2	33.3	5	5.7
	Total	17	100.0	8	100.0	34	100.0	23	100.0	6	100.0	88	100.0
3	The allocated budget for multilateral funded educational projects is:												
	a)Fully utilized	0	0.0	0	0.0	3	8.8	0	0.0	1	16.7	4	4.6
	b)partly utilized	0	0.0	2	25.0	10	29.4	4	17.4	4	66.7	20	23.0
	c) under utilized	10	62.5	5	62.5	19	55.9	14	60.9	1	16.7	49	56.3
	d) not utilized	5	31.3	1	12.5	1	2.9	5	21.7	0	0.0	12	13.8
	e) I don't know	1	6.3	0	0.0	1	2.9	0	0.0	0	0.0	2	2.3
	Total	16	100.0	8	100.0	34	100.0	23	100.0	6	100.0	87	100.0
4	If your answer is "c or d", the reason is:												
	a)insufficient budget (cost of M&E system)	4	14.3	1	6.3	8	14.3	5	9.1	0	0.0	18	11.5
	b)lack of M&E plans	3	10.7	1	6.3	0	0.0	0	0.0	0	0.0	4	2.6
	c) M&E plan is often folded	7	25.0	1	6.3	9	16.1	10	18.2	0	0.0	27	17.3
	d) lack of manager commitment and motivation	5	17.9	5	31.3	20	35.7	21	38.2	1	100.0	52	33.3
	e) Inadequate integration of the system in the project	6	21.4	5	31.3	15	26.8	12	21.8	0	0.0	38	24.4
	f) Excessive complexity	3	10.7	3	18.8	4	7.1	6	10.9	0	0.0	16	10.3
	g) I don't know	0	0.0	0	0.0	0	0.0	1	1.8	0	0.0	1	0.6
	Total	28	100.0	16	100.0	56	100.0	55	100.0	1	100.0	156	100.0
5	Data for M&E of multilateral funded educational projects have been obtained												
	a)A head of schedule and cost overrun	2	6.9	0	0.0	1	2.3	0	0.0	0	0.0	3	2.6
	b)A head of schedule and cost under run	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
	c) Behind schedule and cost overrun	19	65.5	9	100.0	39	90.7	28	100.0	6	100.0	101	87.8
	d) Behind schedule and cost under run	8	27.6	0	0.0	3	7.0	0	0.0	0	0.0	11	9.6
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0

Types of M&E

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Which types of monitoring of educational projects are often employed by your organization?												
	a) Physical progress	22	44.0	4	28.6	42	46.7	28	48.3	4	28.6	100	44.2
	b) Project cost	23	46.0	4	28.6	40	44.4	28	48.3	4	28.6	99	43.8
	c) Project quality	1	2.0	0	0.0	2	2.2	0	0.0	1	7.1	4	1.8
	d) All	4	8.0	6	42.9	6	6.7	2	3.4	5	35.7	23	10.2
	Total	50	100.0	14	100.0	90	100.0	58	100.0	14	100.0	226	100.0
2	When is monitoring of educational project done?												
	a) Daily	3	4.8	0	0.0	0	0.0	0	0.0	0	0.0	3	1.7
	b) Monthly	4	6.3	0	0.0	7	10.4	0	0.0	1	10.0	12	6.7
	c) Quarterly	26	41.3	9	100.0	28	41.8	24	77.4	3	30.0	90	50.0
	d) Bi-annually	13	20.6	0	0.0	17	25.4	4	12.9	2	20.0	36	20.0
	e) Annually	17	27.0	0	0.0	15	22.4	3	9.7	4	40.0	39	21.7
	Total	63	100.0	9	100.0	67	100.0	31	100.0	10	100.0	180	100.0
3	If your response is "e" or "f", the reason is												
	a) Shortage of budget	12	38.7	1	50.0	13	27.1	0	0.0	0	0	26	0
	b) Lack of qualified personnel	10	32.3	1	50.0	15	31.3	4	66.7	0	0	30	0
	c) Lack of motivation and commitment of management	9	29.0	0	0.0	20	41.7	2	33.3	0	0	31	0
	Total	31	100.0	2	100.0	48	100.0	6	100.0	0	0	87	0
4	Which types of evaluation of educational project are often employed by your organization?												
	a) Ex ante	2	3.9	0	0.0	7	7.8	0	0.0	0	0.0	9	4.3
	b) On-going	24	47.1	9	81.8	43	47.8	27	57.4	4	40.0	107	51.2
	c) Inter-phase	9	17.6	0	0.0	6	6.7	0	0.0	2	20.0	17	8.1
	d) Self	2	3.9	0	0.0	4	4.4	0	0.0	0	0.0	6	2.9
	e) Ex post	12	23.5	2	18.2	16	17.8	16	34.0	2	20.0	48	23.0
	f)Impact	2	3.9	0	0.0	14	15.6	4	8.5	2	20.0	22	10.5
	Total	51	100.0	11	100.0	90	100.0	47	100.0	10	100.0	209	100.0
5	When is evaluation of educational project done for project you supervise?												
	a) Before the implementation of project is started	6	18.2	0	0.0	13	20.0	0	0.0	0	0.0	19	12.0
	b)after half time of implementation	18	54.5	6	54.5	31	47.7	28	66.7	4	57.1	87	55.1
	c) One to two years after project termination	9	27.3	4	36.4	20	30.8	11	26.2	1	14.3	45	28.5
	d) Five to ten years after project termination	0	0.0	1	9.1	1	1.5	3	7.1	2	28.6	7	4.4
	Total	33	100.0	11	100.0	65	100.0	42	100.0	7	100.0	158	100.0

Reports of M&E

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Are reports produced after monitoring and evaluation works?												
	a) yes	29	100.0	8	88.9	41	95.3	27	96.4	6	100.0	111	96.5
	b)No	0	0.0	1	11.1	2	4.7	1	3.6	0	0.0	4	3.5
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
2	If "yes", rate the reports produced after M&E works on multilateral funded educational projects against the points in the table												
	2.1 Tailored to the Needs of the Users												
	High	16	55.2	0	0.0	13	31.0	0	0.0	0	0.0	29	26.6
	Medium	5	17.2	6	75.0	16	38.1	7	28.0	4	80.0	38	34.9
	Low	8	27.6	2	25.0	13	31.0	18	72.0	1	20.0	42	38.5
	Total	29	100.0	8	100.0	42	100.0	25	100.0	5	100.0	109	100.0
	2.2 User friendly												
	High	11	37.9	0	0.0	5	12.2	0	0.0	1	16.7	17	15.3
	Medium	12	41.4	4	50.0	19	46.3	6	22.2	5	83.3	46	41.4
	Low	6	20.7	4	50.0	17	41.5	19	70.4	0	0.0	46	41.4
	Not at all	0	0.0	0	0.0	0	0.0	2	7.4	0	0.0	2	1.8
	Total	29	100.0	8	100.0	41	100.0	27	100.0	6	100.0	111	100.0
	2.3 Transparent												
	High	13	44.8	2	25.0	14	34.1	2	7.4	2	33.3	33	29.7
	Medium	10	34.5	2	25.0	18	43.9	17	63.0	4	66.7	51	45.9
	Low	6	20.7	4	50.0	9	22.0	8	29.6	0	0.0	27	24.3
	Total	29	100.0	8	100.0	41	100.0	27	100.0	6	100.0	111	100.0
	2.4 Free from Jargon												
	High	6	20.7	0	0.0	6	14.6	0	0.0	1	16.7	13	11.7
	Medium	9	31.0	0	0.0	8	19.5	2	7.4	0	0.0	19	17.1
	Low	14	48.3	8	100.0	27	65.9	25	92.6	5	83.3	79	71.2
	Total	29	100.0	8	100.0	41	100.0	27	100.0	6	100.0	111	100.0
	2.5 With sound recommendation												
	High	10	34.5	1	12.5	5	12.2	1	3.7	0	0.0	17	15.3
	Medium	11	37.9	3	37.5	20	48.8	19	70.4	5	83.3	58	52.3
	Low	6	20.7	4	50.0	16	39.0	7	25.9	1	16.7	34	30.6
	Not at all	2	6.9	0	0.0	0	0.0	0	0.0	0	0.0	2	1.8
	Total	29	100.0	8	100.0	41	100.0	27	100.0	6	100.0	111	100.0
	2.6 Timeliness												
	High	1	3.4	0	0.0	4	9.8	0	0.0	0	0.0	5	4.5
	Medium	7	24.1	1	12.5	2	4.9	4	14.8	5	71.4	19	17.0
	Low	21	72.4	7	87.5	35	85.4	23	85.2	2	28.6	88	78.6
	Total	29	100.0	8	100.0	41	100.0	27	100.0	7	100.0	112	100.0
	2.7 With executive summary												
	High	13	44.8	1	12.5	6	15.0	3	11.1	0	0.0	23	20.7
	Medium	9	31.0	4	50.0	13	32.5	12	44.4	6	85.7	44	39.6
	Low	7	24.1	3	37.5	18	45.0	12	44.4	1	14.3	41	36.9
	Not at all	0	0.0	0	0.0	3	7.5	0	0.0	0	0.0	3	2.7
	Total	29	100.0	8	100.0	40	100.0	27	100.0	7	100.0	111	100.0

Reports of M&E In Relation to Size, Content and Frequency

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
3	Please, rate the reports produced after M&E works on multilateral funded educational projects against the points in the table												
	3.1 Short and to the point												
	High	9	30.0	0	0.0	5	12.2	0	0.0	5	83.3	19	17.0
	Medium	10	33.3	3	37.5	14	34.1	9	33.3	1	16.7	37	33.0
	Low	11	36.7	5	62.5	21	51.2	18	66.7	0	0.0	55	49.1
	Not at all	0	0.0	0	0.0	1	2.4	0	0.0	0	0.0	1	0.9
	Total	30	100.0	8	100.0	41	100.0	27	100.0	6	100.0	112	100.0
	3.2 With a variety of visual illustrative(Photograph, chart, diagram)												
	High	2	7.1	0	0.0	0	0.0	0	0.0	0	0.0	2	1.8
	Medium	2	7.1	0	0.0	0	0.0	1	3.7	0	0.0	3	2.8
	Low	9	32.1	5	62.5	8	20.0	6	22.2	6	100.0	34	31.2
	Not at all	15	53.6	3	37.5	32	80.0	20	74.1	0	0.0	70	64.2
	Total	28	100.0	8	100.0	40	100.0	27	100.0	6	100.0	109	100.0
	3.3 With part of lessons learned												
	High	4	12.9	1	12.5	6	15.0	0	0.0	0	0.0	11	9.7
	Medium	14	45.2	1	12.5	12	30.0	8	29.6	4	57.1	39	34.5
	Low	9	29.0	4	50.0	17	42.5	14	51.9	0	0.0	44	38.9
	Not at all	4	12.9	2	25.0	5	12.5	5	18.5	3	42.9	19	16.8
	Total	31	100.0	8	100.0	40	100.0	27	100.0	7	100.0	113	100.0
	3.4 With standard reporting formats												
	High	18	58.1	5	62.5	17	42.5	7	25.9	1	16.7	48	42.9
	Medium	12	38.7	3	37.5	15	37.5	15	55.6	5	83.3	50	44.6
	Low	1	3.2	0	0.0	8	20.0	4	14.8	0	0.0	13	11.6
	Not at all	0	0.0	0	0.0	0	0.0	1	3.7	0	0.0	1	0.9
	Total	31	100.0	8	100.0	40	100.0	27	100.0	6	100.0	112	100.0
	3.5 Clear and action-oriented												
	High	6	19.4	0	0.0	5	12.5	0	0.0	0	0.0	11	9.9
	Medium	6	19.4	3	37.5	12	30.0	6	23.1	1	16.7	28	25.2
	Low	17	54.8	5	62.5	22	55.0	19	73.1	5	83.3	68	61.3
	Not at all	2	6.5	0	0.0	1	2.5	1	3.8	0	0.0	4	3.6
	Total	31	100.0	8	100.0	40	100.0	26	100.0	6	100.0	111	100.0
	3.6 Reliable												
	High	8	25.8	1	12.5	3	7.5	0	0.0	1	16.7	13	11.6
	Medium	8	25.8	4	50.0	11	27.5	8	29.6	4	66.7	35	31.3
	Low	15	48.4	3	37.5	26	65.0	19	70.4	1	16.7	64	57.1
	Not at all	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
	Total	31	100.0	8	100.0	40	100.0	27	100.0	6	100.0	112	100.0
4	How often are reports produced by team of multilateral funded educational projects used for decision making?												
	a)Always	19	61.3	8	100.0	29	74.4	19	70.4	5	83.3	80	72.1
	b)Sometimes	8	25.8	0	0.0	6	15.4	3	11.1	1	16.7	18	16.2
	c) rarely	3	9.7	0	0.0	3	7.7	5	18.5	0	0.0	11	9.9
	d) Not at all	1	3.2	0	0.0	1	2.6	0	0.0	0	0.0	2	1.8
	Total	31	100.0	8	100.0	39	100.0	27	100.0	6	100.0	111	100.0

Feedbacks on M&E Activity

No	Item	MOE		MOFED		REB		BOFED		Donors		Total	
		No	%	No	%	No	%	No	%	No	%		
1	Are there feedbacks given on reports to lower levels?												
	a) yes	14	48.3	2	22.2	7	16.3	7	25.0	4	66.7	34	29.6
	b)No	15	51.7	7	77.8	36	83.7	21	75.0	2	33.3	81	70.4
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0
2	multilateral funded educational projects to lower levels?												
	a)Always	1	8.3	0	0.0	2	40.0	0	0.0	0	0.0	3	9.4
	b)Sometimes	2	16.7	0	0.0	0	0.0	0	0.0	1	25.0	3	9.4
	c) rarely	9	75.0	2	100.0	3	60.0	9	100.0	3	75.0	26	81.3
	Total	12	100.0	2	100.0	5	100.0	9	100.0	4	100.0	32	100.0
3	If there is strong monitoring and evaluation system in place with motivation from top management, in your opinion the existing project implementation will be improved by:												
	a) 10%	4	13.8	0	0.0	7	16.3	0	0.0	1	16.7	12	10.4
	b)50%	14	48.3	9	100.0	30	69.8	15	53.6	3	50.0	71	61.7
	c) 100%	11	37.9	0	0.0	6	14.0	13	46.4	2	33.3	32	27.8
	Total	29	100.0	9	100.0	43	100.0	28	100.0	6	100.0	115	100.0

Appendix B

Names of Sample Organization/Region, Respondents by Title, Sample Size from Each Sampled Institutions, and Sampling Techniques and Justifications for Choosing the Selected Techniques

Appendix B

Appendix B presents names of sample organization/region, respondents by title, sample size from each sampled institutions, and sampling techniques and justifications for choosing the selected techniques

No	Sample Organization/Region	Sub-samples (Respondents by Titles)	Sample Size	Sampling Technique and reasons for it.
1	Ministry of Education	• Relevant Department Heads in Charge of the M&E • Project Preparation and Monitoring Panel and other relevant team leaders • Multilateral Project Preparation and Monitoring Experts • ICDR and EMA experts in charge of monitoring multilateral projects	3 3 4 2	• ***Purposive Sampling and availability sampling*** The sampled individuals and organizations are in charge of monitoring and evaluation of multilateral funded educational projects and all personnel in the organization are included.
	SUB-TOTAL		12	
2	Ministry of Finance and Economic Development	• WB Disk Team Leader and Experts in the Team • ADB Disk Team Leader and Experts in the Team • EU Disk Team Leader and Experts in the Team • UNICEF Disk Team Leader and Experts in the Team	2 2 3 2	• ***Purposive Sampling and availability sampling*** The sampled individuals and organizations are in charge of monitoring and evaluation of multilateral funded educational projects and all personnel in the organization are included in the study.
	SUB-TOTAL		8	
3	Regions			
	3.1 Oromia	• Oromia National Regional State Education Bureau	1	• ***Purposive, availability and Stratified Sampling techniques***

No	Sample Organization/Region	Sub-samples (Respondents by Titles)	Sample Size	Sampling Technique and reasons for it.
		• Planning and Project Service, Head • Team leader • Multilateral Project Preparation and Monitoring Experts • Oromia National Regional State Bureau of Finance and Economic Development, Multilateral Cooperation, Head • Team leader • Multilateral Cooperation Experts	1 2 1 2 1	The region has got bigger share of fund and it is relatively well-established region. The sampled individuals and organizations are in charge of monitoring and evaluation of multilateral funded educational projects all personnel in the organization are included in the study.
	3.2 Amhara	• Amhara National Regional State Education Bureau • Planning and Project Service, Head • Team leader • Multilateral Project Preparation and Monitoring Experts • Amhara National Regional State Bureau of Finance and Economic Development, Multilateral Cooperation Team leader • Multilateral Cooperation Expert	1 1 1 1 1	• ***Purposive, availability and Stratified Sampling techniques*** The region has got bigger share of fund and it is relatively well-established region. The sampled individuals and organizations are in charge of monitoring and evaluation of multilateral funded educational projects all personnel in the organization are included in the study.
	3.3 SNNPRS	• Southern Nation and Nationalities Peoples Regions Education Bureau • Planning and Project Service, Head • Team Leader	1 1	• ***Purposive, availability and Stratified Sampling techniques*** The region has got bigger share of fund and it is relatively well-established region. The sampled individuals and organizations are in

No	Sample Organization/Region	Sub-samples (Respondents by Titles)	Sample Size	Sampling Technique and reasons for it.
		• Multilateral Project Preparation and Monitoring Expert • SNNPR National Regional State Bureau of Finance and Economic Development, Multilateral Cooperation Head • Multilateral Cooperation Expert	1 1 1	charge of monitoring and evaluation of multilateral funded educational projects all personnel in the organization are included in the study.
	3.4 Addis Ababa	• Addis Ababa City Administration Education Bureau • Planning and Project Service, Head • Multilateral Project Preparation and Monitoring Expert • Addis Ababa City Administration Bureau of Finance and Economic Development, Multilateral Cooperation Head • Multilateral Cooperation , team leader	1 1 1 1	• ***Purposive, availability and Stratified Sampling techniques*** It is relatively well-established region. The sampled individuals and organizations are in charge of monitoring and evaluation of multilateral funded educational projects all personnel in the organization are included in the study.
	35 Somalie	• Somali National Regional State Education Bureau • Planning and Project Service, Head • Multilateral Project Preparation and Monitoring Experts • Somali National Region State Bureau of Finance and Economic Development, Multilateral Cooperation Team Leader • Multilateral Cooperation Experts	1 3 1 1 1	• ***Purposive, availability and Stratified Sampling techniques*** It is relatively developing region. The sampled individuals and organizations are in charge of monitoring and evaluation of multilateral funded educational projects all personnel in the organization are included in the study.
	SUB-TOTAL		28	

No	Sample Organization/Region	Sub-samples (Respondents by Titles)	Sample Size	Sampling Technique and reasons for it.
4	Multilateral Organizations	• Country Representative or Country Office of WB • Country Representative or Country Office of ADB • Country Representatives or Country Office of EU • Country Representatives or Country Office of UNICEF	1 1 1 3	• ***Purposive and Availability Sampling*** The sampled individuals are selected employing availability sampling and organizations are using purposive sampling as these respondents are in charge of monitoring and evaluation of multilateral funded educational projects.
	SUB-TOTAL		6	
	TOTAL		54	

Appendix C

Research Questionnaires to be filled in by Governmental Organizations and Donor Agencies

Addis Ababa University

School of Graduate Studies

Department of Educational Planning and Management

To Be Filled by Government Organizations

This questionnaire is designed to gather data on "**Monitoring and Evaluation of Multilateral Funded Educational Projects in Ethiopia**". The data collected through the questionnaire is highly valuable to meet the objective of this research. The information you supply through the questionnaire is strictly confidential, and it is used for academic purposes only. Therefore, you are kindly requested to precisely and carefully fill and return the questionnaire.

Thank You in Advance!

Instructions

- Please, do not write your name.
- Please put "X" mark in the box provided for questions with alternative responses
- Please, write your opinion for open-ended questions. If the provided space is not sufficient, use the back of the page.
- M & E signify monitoring and evaluation; WB denotes World Bank; ADB stands for African Development Bank; EU represents European Union; and UNICEF denotes United Nation Children and Education Funds
- If your responses refer to either to monitoring or evaluation, not both, please distinguish them.
- It is possible to consider the M&E of educational projects in the last five years.
- It is possible to give multiple responses where needed.

Part One: Personal Information

1. Sex:

a) Female ☐ b) Male ☐

2. Level of Education:

a) Diploma ☐ b) BA/BSc. ☐

c) M.A/ MSc. ☐ d) Ph.D ☐

e) Other; Please specify ----------

3. Your Field of Specialization

a) Educational Planning and Management ☐ b) Economics ☐

c) Sociology ☐ d) Specialist in M&E ☐

e) Other; Please specify ----------

4. Name of Organization/ Agency

a) Ministry of Education ☐ b) Ministry of Finance and Economic Development ☐

c) Regional Education Bureau ☐ d) Regional Bureau of Finance and Economic Development ☐

5. Your Position/Title of the Job

a) Head of Department ☐ b) Team Leader ☐

c) Senior Expert ☐ d) Expert ☐

e) Junior Expert ☐ f) Other; Please specify ----------

6. For how many years have you served in M&E team? ----------

7. Which project(s) do you monitor and evaluate?

a) WB ☐ b) ADB ☐

c) EU ☐ d) UNICEF ☐

Part Two: Information on M&E

1) Are there established systems for M & E of multilateral funded educational projects?

Item	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

2. If "yes", are the followings in place?

Item	WB projects		ADB projects		EU projects		UNICEF projects	
	Yes	No	Yes	No	Yes	No	Yes	No
1) Established and defined M&E questions								
2) Availability of well-qualified M&E team								
3) Allocated budget for M &E works								
4) M &E Plans with objectives and work schedule								
5) Office equipment and Material for M&E work								

3) Are there clearly set objectives of M &E of multilateral funded educational projects?

	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

4) If "Yes", evaluate broadly the set objectives of M & E of multilateral funded educational projects against the following points.

Item	WB projects				ADB projects				EU projects				UNICEF projects			
	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	Not at all
Specificity																
Measurability																
Acceptability (Level of Consensus)																
Realistic																
Time-bound																

5) What is/ are the main objectives of monitoring and evaluation of projects that you supervise? Please, indicate the project you are referring about (WB, ADB, EU or UNICEF)

Monitoring----------

Evaluation----------

---

6) Are there indicators for M &E of multilateral funded educational projects?

	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

7) If "Yes", who set them (indicators)?

	WB projects	ADB projects	EU projects	UNICEF projects
a)Donors				
b)Government				
c) Consultants				
d) beneficiaries				
e) all together				

f) Other; Please specify ----------

8) Please, rate the indicators in use for M&E of multilateral funded educational projects against the points in the table

Item	WB projects				ADB projects				EU projects				UNICEF projects			
	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	Not at all
Direct																
Objective																
Adequate																
Quantitative																
Disaggregated																
Practical																
Reliable																

9) Is there often ambiguity over what kind of data would be collected for an indicator?

	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

10) How do you rate the number of indicators in use for M&E of multilateral funded educational projects?

	WB projects	ADB projects	EU projects	UNICEF projects
a)Too many				
b)Reasonable				
c) Very few				
d) I don't know				

11) Are there standardized data collecting instruments for M&E of multilateral funded educational projects?

	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

12) If "yes", which data gathering instrument(s) is/are frequently used for M&E of multilateral funded educational projects?

	WB projects	ADB projects	EU projects	UNICEF projects
a)Questionnaire				
b)Interview				
c) Observation				
d) Focus group discussion				
e) Document reviewing				

f) Other; Please specify ----------

---

13)Please indicate why the chosen instrument is preferred ----------

---

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14) Data for M&E of multilateral funded educational projects have been obtained

	WB projects	ADB projects	EU projects	UNICEF projects
a)A head of schedule and cost overrun				
b)A head of schedule and cost under run				
c) Behind schedule and cost overrun				
d) Behind schedule and cost under run				

f) Other; Please specify ----------

---

15) Who are doing M&E of multilateral funded educational projects?

	WB projects	ADB projects	EU projects	UNICEF projects
a)Donors				
b)Government				
c) Consultants				
d) beneficiaries				
e) All together				

f) Other; Please specify ----------

---

16) Please indicate the number of staff in the M & E team of multilateral funded educational projects who have specialized in each of disciplines indicated below:

	WB projects	ADB projects	EU projects	UNICEF projects
a)M&E Specialists				
b)Economists				
c) Sociologists				
d) Educational planners and managers				

e) Other; Please specify ----------

---

17) How do you rate the existing staff members' experiences (capacities) to discharge their responsibilities?

	WB projects	ADB projects	EU projects	UNICEF projects
High				
Medium				
Low				

18) If "low", what do you think they specifically lack?----------

---

---

19) To what extent is the M&E unit equipped with non-human resources necessary for work?

	WB projects	ADB projects	EU projects	UNICEF projects
High				
Medium				
Low				

20) If "low", what do you think it specifically lack?----------

---

---

21) Is there earmarked budget for M&E of multilateral funded educational projects work?

	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

22) If "Yes", compared to the overall project budget, the money allocated for M&E of multilateral funded educational projects:

	WB projects	ADB projects	EU projects	UNICEF projects
a)Below 2.5%				
b)2.6%-4.9%				
c) 5%-10%				
d) above 10%				
d) I don't know				

23) The allocated budget for multilateral funded educational projects is:

	WB projects	ADB projects	EU projects	UNICEF projects
a)Fully utilized				
b)partly utilized				
c) under utilized				
d) not utilized				
e) I don't know				

24) If your answer is "c or d", the reason is:

	WB projects	ADB projects	EU projects	UNICEF projects
a)Insufficient budget (cost of M&E system)				
b)Lack of M&E plans				
c) M&E plan is often folded				
d) lack of manager commitment and motivation				
e) Inadequate integration of the system in the project				
f) Excessive complexity				
g) I don't know				

h) Other; Please specify ----------

---

25) Which types of monitoring of educational projects are often employed by your organization?

	WB projects	ADB projects	EU projects	UNICEF projects
a) Physical progress				
b) Project cost				
c) Project quality				
d) All				

e) Other; Please specify ----------

---

26) When is monitoring of educational project done?

	WB projects	ADB projects	EU projects	UNICEF projects
a) Daily				
b)Weekly				
c) Monthly				
d) Quarterly				
e) Bi-annually				
f) Annually				

g) Other; Please specify ----------
---

27) If your response is "e" or "f", the reason is

	WB projects	ADB projects	EU projects	UNICEF projects
a) Shortage of budget				
b) Lack of qualified personnel				
c) Lack of motivation and commitment of management				

d) Other; Please specify ----------
---

28) Which types of evaluation of educational project are often employed by your organization?

	WB projects	ADB projects	EU projects	UNICEF projects
a) Ex ante				
b) On-going				
c) Inter-phase				
d) Self				
e) Ex post				
f)Impact				

g) Other; Please specify ----------
---

29) When is evaluation of educational project done for project you supervise?

	WB projects	ADB projects	EU projects	UNICEF projects
a) Before the implementation of project is started				
b) After half time of implementation				
c) One to two years after project termination				
d) Five to ten years after project termination				

e) Other; Please specify ----------
---

30) Are reports produced after monitoring and evaluation works?

	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

31) If "yes", rate the reports produced after M&E works on multilateral funded educational projects against the points in the table

Item	WB projects				ADB projects				EU projects				UNICEF projects			
	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	a
Tailored to the Needs of the Users																
User friendly																
Transparent																
Free from Jargon																
With sound recommendation																
Timeliness																
With executive summary																

32) Please, rate the reports produced after M&E works on multilateral funded educational projects against the points in the table

Item	WB projects				ADB projects				EU projects				UNICEF projects			
	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	Not at all	High	Medium	Low	Not at all
Short and to the point																
With a variety of visual illustrative(Photograph, chart, diagram)																
With part of lessons learned																
With standard reporting formats																
Clear and action-oriented																
Reliable																

33) How often are reports produced by team of multilateral funded educational projects used for decision making?

	WB projects	ADB projects	EU projects	UNICEF projects
a)Always				
b)Sometimes				
c) Rarely				
d) Not at all				
e) I don't know				

34) If your answer is "c" or "d", please indicate the reasons----------
---

---

35) Are there feedbacks given on reports to lower levels?

	WB projects	ADB projects	EU projects	UNICEF projects
a) yes				
b)No				

36) If yes, how often are feedbacks given on reports of multilateral funded educational projects to lower levels?

	WB projects	ADB projects	EU projects	UNICEF projects
a)Always				
b)Sometimes				
c) rarely				
d) Not at all				
e) I don't know				

37) If there is strong monitoring and evaluation system in place with motivation from top management, in your opinion the existing project implementation will be improved by:

	WB projects	ADB projects	EU projects	UNICEF projects
a) 10%				
b)50%				
c) 100%				

38) Please write problems and ways of solving them in M &E multilateral funded educational projects----------

---

Addis Ababa University

School of Graduate Studies

Department of Educational Planning and Management

To Be Filled by Donors

This questionnaire is designed to gather data on "**Monitoring and Evaluation of Multilateral Funded Educational Projects in Ethiopia**". The data collected through the questionnaire is highly valuable to meet the objective of this research. The information you supply through the questionnaire is strictly confidential, and it is used for academic purposes only. Therefore, you are kindly requested to precisely and carefully fill and return the questionnaire.

Thank You in Advance!

Instructions

- Please, do not write your name.
- Please put "X" mark in the box provided for questions with alternative responses
- Please, write your opinion for open-ended questions. If the provided space is not sufficient, use the back of the page.
- M & E signify monitoring and evaluation; WB denotes World Bank; ADB stands for African Development Bank; EU represents European Union; and UNICEF denotes United Nation Children and Education Funds
- If your responses refer to either to monitoring or evaluation, not both, please distinguish them.
- It is possible to consider the M&E of educational projects in the last five years.
- It is possible to give multiple responses where needed.

Part One: Personal Information

1. Sex:

a) Female ☐ b) Male ☐

2) Nationality

a) Ethiopian ☐ b) Non- Ethiopian☐

2. Level of Education:

a) Diploma ☐ b) BA/BSc. ☐

c) M.A/ MSc. ☐ d) Ph.D ☐

e) Other; Please specify ----------

3. Your Field of Specialization

a) Educational Planning and Management ☐ b) Economics ☐

c) Sociologist ☐ d) Specialist in M&E ☐

e) Other; Please specify ----------

4. Name of Agency

a) WB ☐ b) ADB ☐

c) EU ☐ d) UNICEF ☐

5. Your Position/Title of the Job----------

6. For how many years have you served in M&E team? ----------

Part Two: Information on M&E

1) Are there established systems for M & E of multilateral funded educational projects?

a) yes	
b)No	

2. If "yes", to what extent is the following in place?

	High	Medium	Low	Non-existence
1) Defined M&E questions				
2) Well-qualified M&E team				
3) Budget for M &E				
4) M &E Plans				
5) Office equipments and Material				

3) Are there clearly set objectives on M &E of multilateral funded educational projects?

a) yes	
b)No	

4) If "Yes", evaluate broadly the set objectives of M & E of multilateral funded educational projects against the following points.

	High	Medium	Low	Not at all
Specificity				
Measurability				
Acceptability (Level of consensus)				
Realistic				
Time-bound				

5) What is/ are the main objectives of monitoring and evaluation of projects that you supervise? Please, indicate the project you are referring about (WB, ADB, EU or UNICEF)

Monitoring----------

Evaluation----------

---

6) Are there indicators for M &E of multilateral funded educational projects?

a) yes	
b)No	

7) If "Yes", who set them (indicators)?

a)Donors	
b)Government	
c) Consultants	
d) beneficiaries	
e) all together	

f) Specify if any ----------

---

8) Please, rate the indicators in use for M&E of multilateral funded educational projects against the points in the table

	High	Medium	Low	Not at all
Direct				
Objective				
Adequate				
Quantitative				
Disaggregated				
Practical				
Reliable				

9) Is there often ambiguity over what kind of data would be collected for an indicator?

a) yes	
b)No	

10) How do you rate the number of indicators in use for M&E of multilateral funded educational projects?

a)Too many	
b)Reasonable	
c) Very few	
d) I don't know	

11) Are there standardized data collecting instruments for M&E of multilateral funded educational projects?

a) yes	
b)No	

12) If "yes", which data gathering instrument(s) is/are frequently used for M&E of multilateral funded educational projects?

a)Questionnaire	
b)Interview	
c) Observation	
d) Focus group discussion	
e)Document reviewing	

f) specify if any----------

---

13)Please indicate why the chosen instrument is preferred ----------

---

---

14) Data for M&E of multilateral funded educational projects have been obtained

a)A head of schedule and cost overrun	
b)A head of schedule and cost under run	
c) Behind schedule and cost overrun	
d) Behind schedule and cost under run	

f) Other; Please specify ----------

---

15) Who are doing M&E of multilateral funded educational projects?

a)Donors	
b)Government	
c) Consultants	
d) beneficiaries	
e) All together	

f) Other; Please specify ----------

---

16) Please indicate the number of staff in the M & E team of multilateral funded educational projects who have specialized in each of disciplines indicated below:

a)M&E Specialists	
b)Economists	
c) Sociologists	
d) Educational planners and managers	

e) Other; Please specify ----------

---

17) How do you rate the existing staff members' experiences (capacities) to discharge their responsibilities?

High	
Medium	
Low	

18) If "low", what do you think they specifically lack?----------

---

---

19) To what extent is the M&E unit equipped with non-human resources necessary for work?

High	
Medium	
Low	

20) If "low", what do you think it specifically lack?----------

---

---

21) Is there earmarked budget for M&E of multilateral funded educational projects work?

a) yes	
b)No	

22) If "Yes", compared to the overall project budget, the money allocated for M&E of multilateral funded educational projects:

a)Below 2.5%	
b)2.6%-4.9%	
c) 5%-10%	
d) above 10%	
d) I don't know	

23) The allocated budget for multilateral funded educational projects is:

a)Fully utilized	
b)partly utilized	
c) under utilized	
d) not utilized	
e) I don't know	

24) If your answer is "c or d", the reason is:

a)insufficient budget (cost of M&E system)	
b)lack of M&E plans	
c) M&E plan is often folded	
d) lack of manager commitment and motivation	
e) Inadequate integration of the system in the project	
f) Excessive complexity	
g) I don't know	

h) Other; Please specify ----------

---

25) Which types of monitoring of educational projects are often employed by your organization?

a) Physical progress	
b) Project cost	
c) Project quality	
d) All	

e) Other; Please specify ----------

---

26) When is monitoring of education al project done?

a) Daily	
b)Weekly	
c) Monthly	
d) Quarterly	
e) Bi-annually	
f) Annually	

g) Other; Please specify ----------

---

27) If your response is "e" or "f', the reason is

a) Shortage of budget	
b) Lack of qualified personnel	
c) Lack of motivation and commitment of management	

d) Other; Please specify ----------

---

28) Which types of evaluation of educational project are often employed by your organization?

a) Ex ante	
b) On-going	
c) Inter-phase	
d) Self	
e) Ex post	
f)Impact	

g) Other; Please specify ----------

---

29) When is evaluation of educational project done for your project?

a) Before the implementation of project is started	
b)after half time of implementation	
c) One to two years after project termination	
d) Five to ten years after project termination	

e) Other; Please specify ----------

---

30) Are reports produced after monitoring and evaluation works?

a) yes	
b)No	

31) If "yes", rate the reports produced by team of M&E on multilateral funded educational projects against the points in the table

	High	Medium	Low	Not at all
Tailored to the Needs of the Users				
User friendly				
Transparent				
Free from Jargon				
With sound recommendation				
Timeliness				
With executive summary				

32) Please, rate the reports produced by the team of M&E on multilateral funded educational projects against the points in the table

	High	Medium	Low	Not at all
Short and to the point				
With a variety of visual illustrative(Photograph, chart, diagram)				
With part of lessons learned				
With standard reporting formats				

33) How often are reports of multilateral funded educational projects used for decision making?

a)Always	
b)Sometimes	
c) rarely	
d) Not at all	
e) I don't know	

34) If your answer is "c" or "d", please indicate the reasons----------
---

---

35) Are there feedbacks given on reports to lower levels?

a) yes	
b)No	

36) If yes, how often are feedbacks given on reports of multilateral funded educational projects to lower levels?

a)Always	
b)Sometimes	
c) rarely	
d) Not at all	
e) I don't know	

37) If there is strong monitoring and evaluation system in place with motivation from top management, in your opinion the existing project implementation will be improved by:

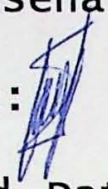
a) 10%	
b)50%	
c) 100%	

38) Please write problems and ways of solving them in M &E multilateral funded educational projects----------
---

Declaration

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

Name: Fisseha Mamo Gebreyes

Signature: 

Place and Date of Submission: Addis Ababa on the First Day of June 2004

Addis Ababa

June 2004