



ADDIS ABABA UNIVERSITY

COLLEGE OF LAW AND GOVERNANCE

**THE IMPLEMENTATION OF DECENTRALIZED EDUCATION SERVICE
DELIVERY IN GAMBELLA CITY ADMINISTRATION**

BY

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ADDIS ABBABA-ETHIOPIA

JUNE, 2018

**THE IMPLEMENTATION OF DECENTRALIZED EDUCATION SERVICE
DELIVERY IN GAMBELLA CITY ADMINISTRATION**

**A THESIS SUBMITTED TO CENTER OF FEDERAL STUDIES IN PARTIAL
FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF
ARTS IN FEDERALISM AND GOVERNANCE**

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DECLARATION

By my signature below, I declare that this thesis is my own work and has not been presented for a degree in any other university. I tried to follow ethical principles throughout the work of this thesis and all source of materials used for this thesis have been duly acknowledged.

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ACKNOWLEDGEMENT

All praise belongs to the God with whose blessings I have accomplished what I had started to do. The successful completion of this work has been possible with the assistance of the number of people. In particular, I am greatly indebted to my thesis advisor Dr. Gebrehiwet Tesfai Baraki, not only devotedly advised me in a family hood manner, providing insight guidance and equipped me with valuable knowledge and stimulating my thinking regarding the topic. But also for his enriched experience sharing, timely corrections and genuine devotion for running the research from the early design of the research proposal to the final stage of the thesis. I must also express my deep gratitude to my ex- advisor Mister Maru (Mar-Eshet) Mathewos for his friendship encouragement, masterly guidance, scholarly criticisms and critical comments throughout my thesis. I am also thankful to Ato Anmut Tilahun, principal of Eliey Secondary School and Bedlu Gugsa, principal of New Land Secondary School for supporting me to have access data without challenge. I would also like to express my indebtedness to Gambella city Administration Education Office officers. I also thank all who assisted me in data collection. Especially, Ato Eshetu Alebachew, Assefa Brhanu and Debash Fentie, who have always been with me whenever I needed assistance during secondary data collection. They assisted me by communicating the officers at the time of data collection. My sincere appreciation also goes to the informants for their openness and enthusiastic response and provision of information and hospitality during the study. My deep thanks are also to my family for their love, encouragement and support particularly, to my beloved, Brother Dejen Mengstie and Sister Lemlem Mengstie they encouraged, helped and inspired me in finalizing this paper. In one way or another, the support of my friends, Mekete Amare Belachew Driba, Fenta Eyasie, Ayalew Damtew, Kefelgn Tesfaye, Etagegn Abebe (Mimisho), also unforgettable. I would also like to extend my thanks to them too.

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ABBREVIATIONS

EPRDF	Ethiopian People’s Revolutionary Democratic Front
ETB	Ethiopian Birr
ETP	Education and Training Policy
FDRE	Federal Democratic Republic of Ethiopia
FGD	Focus Group Discussion
GCA	Gambella City Administration
GCAEO	Gambella City Administration Education Office
GNNPRS	Gambella Nation Nationalities and Peoples Regional State
GPDM	Gambella People Democratic Movement
GRSEB	Gambella Regional Education Bureau
KETB	Kebelle Education and Training Board
KG	Kindergarten
KI	Key Informant
KII	Key Informant Interview
LEB	Local Education Board
METB	Municipality Education and Training Board
MOE	Ministry of Education
MTE	Mother Tongue Education
NGO	Non-Governmental Organizations
NMSA	National Meteorological Service Agency
PDRE	Peoples Democratic Republic of Ethiopia

PSR	Pupil Section Ratio
PTA	Parents and Teachers Association
REB	Regional Bureau of Education
RTA	Reginal Teachers' Association
SIP	School Improvement Plan
SMC	School Management Committee
TDA	Tigray Development Association
TREB	Tigray Region Education Bureau
TRSEB	Tigray Regional State Education Bureau
TTC	Teacher Training College
TVET	Technical and Vocational Education Training
UNICEF	United Nations International Children Emergency Fund
USAID	United States Aid International Fund
W/CAEO	Woreda/ City Administration Education Office
W/M ETB	Woreda/Municipality Education and Training Board
WAEO	<i>Woreda</i> Administration Education Office
WETB	Woreda Education and Training Board

ABSTRACT

This study assessed and examined the implementation of decentralized education service delivery and its challenges in Gambella city administration. In light of this, mixed research approach was employed to obtain primary and secondary data. Primary data gathered through key informant interview, FGD and field observation. Secondary data were obtained by referring both published and unpublished sources. A total of 40 sample respondents for the interview and FGDs (20 for FGD and 20 for KII) were taken purposively from the state, city administration and schools. Whereas all public schools used for field observation. The data analysis is made descriptively. Simple descriptive analysis for the quantitative and qualitative analysis for the qualitative data is employed. As identified by study better achievements in terms expansion and equity in education sector are implemented in the city. However practical gaps such as absence of commitment in party chairmen and executives as well as professionals of education sector at the subsequent level in instituting strong institutions and empowering local communities resulted in weak institutional arrangement, limited community participation, financial deficits in the sector. This caused large class size, shortage of textbooks in the field of mother tongue and turnover of teachers are among others. Based on the findings the following issues have been recommended; designing strategy that makes educational stakeholders accountable at the subsequent levels, establishing WETB, follow up the functionality of KETB and PTA institutions, device a mechanism to generate funds and conducting coordinated regular supervision on the education sector.

Key words: *Decentralization, Education Service, Access, Quality, Equity, Gambella*

CHAPTER ONE

1. Introduction

1.1. Background of the study

Decentralization is a mechanism which plays a vital role in addressing administrative, economic and political problems by establishing local administrations and institutions nearest and opens to the community. Its ultimate goals are enhancing active involvement of each level of government in decision making process and creating effective and efficient service delivery. Furthermore it enhances direct and active citizen's participation in decision making process and mobilizing resources at the local level.¹ Hence it is also presumed to result popular confidence on the Government and democratic governance system.

Bearing in mind the values of decentralization up on grass root level, Treisman finds 166 countries until the mid-1990s,² across the globe including the unitary states shifted their decision making authority towards decentralized government system. Due to the fact that the system moves authority downward from the center to the periphery,³ it is fact that it pronounces and ensures states' accountability, effective and efficient governance by establishing clear delineation of authority and responsibility with the sense of cooperation among various tiers of government.⁴

With the coming of EPRDF to the state political scene in 1991, Ethiopia has been exercising distinct political structure of federalism which ultimately enabled for the establishment of different tiers of government. To this effect, the proclamation No. 7/1992 of the Transitional Government of Ethiopia,⁵ and the FDRE Constitution arranged the establishment of regions depending on settlement patterns, language, identity and consent of the people concerned while Addis Ababa is assigned as a capital of the Federal State.⁶

¹ McGinn and Welsh, (1999), Decentralization of Education: why, when, what and how? p. 9.

² Treisman, (2002), Defining and Measuring Decentralization: A Global Perspective, p. 2.

³ Mc Ginn and Welsh (1999), supra note p. 19.

⁴ Tahina (2015), Decentralization: Problems and Solutions– Madagascar Evidence p. 3-4.

⁵ Proclamation No. of 7/1992, article (3) promulgated for the establishment of National/Regional Transitional Self-Governments.

⁶ Federal Democratic Republic of Ethiopia Constitution (1995), article 46 (2) describes criteria for establishment of States and article 49(1) notably recognized Addis Ababa as the capital city of the Federal State of Ethiopia.

Based on the constitutional stipulations nine regional states and Addis Ababa and *Drie Dawa* city administrations⁷ were formed and empowered them to establish lower layers of government under their ambit.⁸ Both documents (Transitional Charter, 1991) and (FDRE Constitution, 1995) devolved fiscal, political and administrative powers to the regional state governments to bring about harmony and cooperation to promote local self-rule and better service delivery. For instance, the Transitional Government Charter in its article (10(1-10)) and the FDRE Constitution article (52) visibly assigns powers and functions to the then Transitional governments and the current Regional States respectively. Among others, ensuring self-government, developing the State Constitution and other laws, taking responsibility for socio-economic development of regions, levying taxes to raise their revenue and managing the regional civil service.⁹

Furthermore, State Constitutions and the City Charter have organized local governments conferring them with various powers and functions to exercise and discharge respectively with the aim to enhance direct popular participation on issues of small government units. This is an accommodative method than the past political systems which did not allow for self-rule and institutional development and harmony among different ethnic groups.

Gambella Regional State is one among the nine autonomous Regions of the Federal state of Ethiopia whose constitution has established and recognized the hierarchical structure of the region as the Regional administration, Nationality zones and *woreda* as well as *kebele* administrative units.¹⁰ In the same token, the constitution, in article (45(3)), stipulated that the region would particularly establish city administrative councils with the view to enhance urban centers development.¹¹

⁷Although the establishment of Regional States and Addis Ababa city have constitutional promulgations in article 46 and 49 of FDRE Constitution respectively, but there is no any constitutional background for the establishment of *Driedawa* having a city administration status

⁸ FDRE Constitution (1995) in article 47 (1) make lists of Regional States and these regions in article 50 (4) are empowered to establish administrative hierarchies up on their necessity.

⁹ Proclamation No. of (7/1992) in article (10(1, 3, 4, 5, 7)) and FDRE Constitution (1995) in article (52(a, b, c, e and f)).

¹⁰ Gambella Nation Nationalities and People Regional State Constitution (hereafter GNNPRS) (2002) article. (45(1)).

¹¹ GNNPRS Constitution (2002) article (45(3))

Based on the aforementioned constitutional stipulation of establishing autonomous city governments throughout the region, the region has enshrined proclamation No. 73/2000 which renders various political, social and administrative powers and functions that pave efficient and effective service provision and ensure sustainable development for different cities in the region.¹²

Depending on the regional proclamation No. of 73/2000, the establishment of Gambella city administration has been realized under the Gambella city proclamation No. of 47/2006 having diverse socio economic and political reasons.¹³ The proclamation magnifies the city administration in the region is with independent authority and responsibility to succeed better achievement on economic and social aspects of the country in general and the region in particular. It also declares that, the city administration shall follow the principles of being developmental, having democratic leadership, and implementing strictly the national and Regional regulations.

As it is stipulated clearly under the same proclamation, the regional government has devolved decision making authority to the city administration to perform and regulate various tasks of social services like waste disposal, education and health.

As far as this study exclusively concerns on the implementation of decentralized education service delivery in Gambella city administration, the paper would thoroughly explore the powers and functions provided to the city by means of decentralization and its effectiveness on the grass root level. The Gambella city proclamation No. 47/2006 when facilitating decentralization of different powers empowered the city administration to establish, expand, execute and regulate the educational institutions of formal and non-formal one. In doing so, the city administration is required to observe the essential regional and national policies and strategies formulated at that specific regard.

¹² GNNPRS Proclamation No. 73/2000 Proclaimed for the establishment of Urban city administrations in the region

¹³ GNNPRS Proclamation No. 47/2006 proclaimed for the establishment of Gambella City Administration Council as an autonomous city government.

1.2. Statement of the Problem

Ethiopia had launched the first wave of decentralization program from the center to regions in 1992. Decision making powers in public services [social and economic aspects] provide to the regional transitional governments.¹⁴ This entails decision making powers in the education sector such as school establishment, educational planning, medium of instruction, hiring professional’s, financing education, and its management had been devolved to National/Regional State Governments.

In line with the principle of the Charter, the Education and Training Policy (hereafter ETP) was designed in 1994 to produce educated citizens for playing active role in all aspects of the country’s life at various levels.¹⁵ The ETP devolves power and functions to local governments and educational institutions in managing, evaluating and delivering the service through professional and democratic leadership.¹⁶

In addition, to create vibrant local governance systems, which can make public leaders more accountable to their districts (voters) aimed at enhancing democratic decision-making, citizen participation and better service delivery,¹⁷ the second wave of decentralization from regions to *woredas* has been launched in 2002.¹⁸ Due to its main role in realizing the national development objectives, the Ministry of Education (MOE) has laid down a base line in the education sector for regions to make power and functional diffusion towards zonal, *woreda* education offices and education institutions.¹⁹ Powers and functions of *woredas* and institutions in education service

¹⁴Proclamation No. 7/1992 article (10(3), (4) and (7)) clearly states that, the National/Regional Transitional Self-Governments have the power to issue and implement laws and rules relating to public services in general and education in particular. With the functions of employing personnel, planning directing and supervising the social and economic programmes in accordance the relevant policy of the Central Transitional Government.

¹⁵MOE, (2002), The Education and training Policy of Ethiopia and Its implementation.

¹⁶ FRGE, (1994) Educational and Training Policy. Clause (3.8(1) & (2) respectively remarked that guidelines and rules including duties and rights of education partners in the sector will be seated in each level of government and educational institutions.

¹⁷ Melese (2015), Perceptions on Impacts of Decentralization on Local Governments in Ethiopia, p.1.

¹⁸ Tegegne, (undated), A Brief Overview of Decentralization in Ethiopia, p. 2. Retrieved and may available on <http://www.africanbookscollective.com/books/decentralization-in-ethiopia/Decentralization%20in%20Ethiopia%20-%20Introduction.pdf>. Retrieving date 11:30 September 25/09 2016. The author further clarifies the second wave of decentralization was achieved through District Level Decentralization Program (DLDP) and Urban Management Program (UMP).

¹⁹ Manual for Educational Organization and Management, Community Participation and Finance (Blue Book) p. 1.

delivery are clearly delineated.²⁰ Delivering education through such decentralized mechanism has ensured access and equity on education service.²¹ Furthermore the establishment of local level administration and institutions develops community participation on the education services.

Like the other regions, Gambella regional state has taken the responsibility to make access of education for all school age groups. To realize the education service delivery, the region has established Education bureau, departments and offices at regional, zonal and *woreda* governments respectively.

As the city proclamation No. 47 of 2006 stipulated the Gambella city administration is responsible for the accessibility of education service in the city by expanding, planning, supervising and guiding schools beginning from KG to the general secondary school (KG to Grade 12th) level in collaborate with the Regional Bureau of Education (hereafter REB) to realize the National Education standards.

However, there are reflections of problems in the education sector in providing of the service in Gambella city administration. Schools are basically constrained with problems of large class size. In addition, schools in Gambella city has highest primary repetition rate of 11% and 8% in 2014/15 and 2015/16 as compared to 6.9 % and 6.7% of the country level primary school repetition rate respectively. Moreover, dropout rates (indicator of educational efficiency) at primary school in city for 2013/14 and 2014/15 was 13% and 11.8% which is higher than 9.9 and 10.2% of the national level respectively. The raising rate of teacher's turnover with high rate of student's absenteeism are among the difficulties of the city administration in delivering education service.²²

²⁰ Ibid, this manual clearly stated that *woredas* found throughout the country have their own powers and functions in the education sector. For instance a *woredas* have the power to establish and administer first and second cycle schools and TVET institutions within their boundary and etc....

²¹ In maintaining equity, more than 20 mother tongue languages are recognized as medium of instruction for their respective speakers and the number of enrolled female students become compatible with male. Similarly, the increment in Gross Enrolment Rate (GER) from 83 in the 1st cycle and 30.8 in 2nd cycle primary education in 1993 E.C (2000-2001) to 144.7 in 1st cycle and 68.9 in 2nd cycle in 2008 E.C (2015-2016) respectively is indicator of access in education.

²² The Manual for Educational Organization and Management, Community Participation and Finance (Blue Book) in page 44, discloses, unless difficulties mainly health related problem faced in their life students in school are expected to attend all schooling days of the week. Accordingly they are not allowed to have absent more than three

In addition the status of determining factors such as institutional arrangement and their role (powers and functions), financial matters (budget allocation and utilization) community participation in Gambella city are not researched before. Similarly, to what extent, the education service delivery has been implementing and whether decentralization had brought positive changes in delivering of the service and its challenges in the city is not yet studied (as my personal investigation).

Therefore, this study attempts to assess the implementation of education service delivery beginning from KG to Grade 12th in Gambella city administration. Specifically, the research examines the determining issues in implementing the education service delivery, like institutional arrangement and their role (powers and functions), financial matters (budget allocation and utilization) community participation and the distribution of books in the filled of mother tongue and related issues in the education sector.

1.3. Objectives of the Study

1.3.1. General Objective

The overall objective of this study is to assess the implementation of decentralized education service delivery in Gambella city administration.

1.3.2. Specific objectives

More specifically the study attempts to:

1. Assess the trend of decentralized education service delivery in Gambella city administration.
2. Examine the institutional arrangement of the education sector in Gambella city administration
3. Evaluate the community participation on the issues of education service delivery.
4. Assess the financial allocation and its utilization in the education sector.
5. Identify the challenges for education service delivery in the study area.

days per a month. But students in Gambella city schools never worry about the number of days them being absent. Even students come to the exam room only take the mid and final exam.

1.4 Research Questions

Specifically the study is intended to answer the following basic research questions:

1. How is the trend of education service provision in Gambella city administration?
2. Are institutions instituted properly in the education sector for participatory education service delivery?
3. How is the community's participation in education service delivery?
4. How is the financial allocation and its utilization in education service sector?
5. What are the faced challenges that impeding the effective implementation of education service delivery?

1.5. Significance of the study

This study identified major achievements of education sector in providing education service and it searched out challenges of decentralization in Gambella city administration. Furthermore this paper discussed limitations of the stakeholders of education service in exercising and discharging powers and functions properly which are given for city. The study also provide some important recommendations and forward possible solutions for the city administration education officials to minimize the problems and challenges identified by the study. In addition, the study may serve as a source of additional material for further study in the issues being investigated.

Generally the study may benefit the policy makers to have a good insight on education service provision that is a means to achieve the sustainable development goals (SDG) of Ethiopia

1.6. Delimitation of the study

Spatially, the scope of this study is confined in Gambella city administration of Gambella Regional State with the intention of assessing the implementation of decentralized education service delivery. Currently, the structure of the Ethiopian education system is composed of 3 years of pre-primary education, 8 years of primary education (1st cycle; grades 1st -4th , 2nd cycle; grades 5th -8th), 4 years of the general secondary level consists of 2 cycles of 2 years each: 9th - 10th and 11th -12th . Those who complete 10 years of schooling may either enter the second cycle

to prepare for higher education or to the TVET institutions to be trained for productive employment.²³

Therefore this study is specified to the implementation of decentralized education service delivery in Gambella city [powers and functions of the city administration in establishing, expanding, executing and regulating governmental educational institutions beginning from KG to General Secondary and Preparatory School (KG- Grade 12th) level]. The paper also emphasized on the issues of community participation vis-à-vis to education service delivery.

1.7. Challenges Faced in the Study

There were difficulties to acquire complete secondary data from record systems of the education office of the city administration which resulted by insufficiency of space for archives and poor data management systems. Most informants were also very sensitive and suspicious and also not willing to report particularly concerning issues related to finance and challenges for the education service delivery as accurately as possible [the officials thought their limitation is exposed to others]. Another encountered drawback was missing of the appointment by some key informants and discussants which enforced the researcher for prolongation and finally to cancel the appointment time. Lack of prior research experience of the researcher was also additional hindering issue at the time of conducting this research. Albeit those and other challenges had been impeded the researcher, the thesis was conducted effectively as expected.

1.8. Research methodology

1.8.1. Research Design and Approach

Research design is needed because it shows for the advance planning of methods to be adopted in collecting the relevant data and the techniques to be adopted in their analysis or description.²⁴ As a result descriptive research design is used since the method concerned with describing conditions that exists in the area being under the study.²⁵ Mixed research approach was employed to use all possible methods to address the research problems. But, since the qualitative

²³MOE (2011/12) Educational Statistics Annual Abstract and Training Policy, p. 14-15

²⁴ Kothari (2004), Research Methodology, methods & techniques, p.32.

²⁵ Ibid,

approach tend to rely on a detailed description of events,²⁶ more emphasis had been given for qualitative approach without forgetting the quantitative one.

1.8.2. Data Sources and Types

Data were collected both from primary and secondary data sources. The primary data collected by employing data gathering techniques such as key informant interviews (hereafter KIIs), Focus Group Discussions (hereafter FGDs) and field observation. Secondary data were obtained by referring both published and unpublished sources, such as magazines, school documents Constitutions, government policy briefs, proclamations and performance reports. The secondary data used as a supplementary data source for this research.

1.8.3. Sample Frame and methods of data collection

Sampling allows one to obtain a true representative picture about the population, without studying the entire population.²⁷ In this regard, the type of sampling technique applied in this research is purposive sampling from nonprobability techniques. Field observation over all public schools [ten in number] was conducted. While key informants and FGD discussants are selected purposively according to their expertise in the subject under study.

Research requires diverse forms of data gathering techniques to find accurate and direct information for the problem being under investigation. Due to this fact, in-depth interviews using unstructured questionnaire for KIIs, semi structured questionnaire [Discussion guides] for FGD discussants, checklist for field observation and relevant documents are consulted.

Furthermore, justification for why and with whom the above data gathering techniques are used is explained as follows.

Key Informant Interview (KII): - Unstructured interview was made with total of twenty (20) key informants (KIs) who work in different tiers of government offices. The number of respondents were different for each offices such as; one (1) from the Gambella Regional State Council (hereafter GRSC), two (2) from GREB, three (3) from the Gambella city council (hereafter GCC), two (2) delegates of teachers association [hereafter TA] (from the *woreda* and

²⁶ Yeraswork, (2010), Social Research Methods: Section Tow: Sketches of the Methods of Social Research, p.1.

²⁷ Ajay S and Micah B, (2014), Sampling Techniques & Determination of Sample Size in Applied Statistics Research: An Overview.p.3

the region, each one), two (2) from the GCAEO officials and five (5) school principals. In addition, five (5) key informants from the community representatives such as KETB and PTA members (2 from KETB and 3 from SPTA members) were included under the interview session. The KII is more or less like targeted interview, as it only targeted Top Officials and Experts who have knowhow about decentralized education service delivery due to their political position, experience or professional capacity in the area of education service delivery.

Focus Group Discussion (FGD): Two FDGs for the total number of 20 discussants were arranged in two sections, the first one is for teachers with number of ten (10) discussants while the second tens (10) are invited participants from students representatives and education professionals those have direct link with the task of education service provision such as; two (2) cluster supervisors, four (4) from students council and four (4) vice directors from four schools. The discussants particularly the teachers, supervisors and vice directors are those who have right knowhow about the concepts of decentralized education service delivery.

Field Observation: field observation is the most important technique to collect original data. Therefore to cross check the obtained data through interview and FGD the researcher had made field observation through direct visiting of schools in the study area by preparing checklist. The reason here is sometimes performance reports [secondary data], respondents and discussants may provide data that cannot match with existing reality of the area which is being under the study.²⁸

1.8.4. Techniques of Data Description and Analysis of Findings

The data analysis for the gathered data is made descriptively. Simple descriptive analysis by using mean (average) and ratio are used to analyze the quantitative data to make it supplementary for the qualitative data. The qualitative data, generated through FGDs, KII and field observation (the personal experience of the researcher about the problem) are presented through qualitative description. To maintain validity of the research finding the researcher triangulated the KII gathered data with the data gathered through FGDS from discussants. Likewise both the primary and secondary data also linked and contrasted with the legal documents.

²⁸ Yeraswork, (2010) supra note, p.7.

1.9. Organization of the Study

The paper is organized in to six chapters. The introduction, which incorporates background of the study, statement of the problem, objectives, research questions, significance of the study, scope of the study, limitations of the study and the research methodology is explained under the first chapter where data source of the study, sampling techniques and method of data interpretation are explained. The second chapter presents theoretical framework (rationales) of the educational decentralization in general (its meaning and concept, what forms are used, why the need for education decentralization ...) and empirical framework (experiences) about educational decentralization of selected countries is discussed. The third chapter presents the origin and development of modern education and its governance in Ethiopia by refereeing the experiences of the three Ethiopian consecutive governments (the Imperial, the Derg and the EPRDF). The general background of the study area is described under the fourth chapter. The result of the study is discussed under chapter five. Finally, chapter six deals with discussion, conclusions and recommendations based on the findings believed to be thought-provoking for stakeholders so as to use for bringing change.

CHAPTER TWO

RATIONALES AND EXPERIENCES OF EDUCATION DECENTRALIZATION

Introduction

This chapter presents the assessment of issues such as theoretical review on the concept of decentralization and empirical framework on selected countries education decentralization from the literatures in the field. This is with the view to have knowhow about education decentralization and its practice in different countries. The reviewed empirical evidences also encompasses the Ethiopia case with the aim to link investigations of the locus of study with the national setup.

The chapter is organized in to three main divisions and sub topics. The first part shortly highlights concepts (meaning and definition) of decentralization as an introduction part and continued by elaborating forms of educational decentralization. The second part delivers topics such as rationales for education decentralization and its critics, who do what in decentralized education system, and country's experience on education decentralization. The third part with its sub topics broadly highlights the political decentralization in Ethiopia beginning from its formation in general and aspects of decentralized education service delivery from the period of introduction for government sponsored modern education in Ethiopia particularly under the three successive government systems.

2.1 Definition and Meaning of Decentralization

It is difficult to put a single definition for the term decentralization.²⁹ However, decentralization is simply defined as a process of transferring decision-making powers, administrative, and fiscal responsibilities in varying degrees from central government to constituent units such as regional, local governments and non-governmental organizations.³⁰ Decentralization carried out to make access of Public service delivery like health, electricity, agricultural, waste disposal, education and other services by opening the respective offices at the grass roots level. Here, the focus of this study is on education service decentralization and its implementation. Therefore topics and

²⁹ UNDP, (1999), Decentralization: A Sampling of Definitions, p.2.

³⁰ Miller, (2002), Advantages & Disadvantages of Local Government Decentralization. P.3.

subtopics in this research paper revolve on the conceptual analysis of education decentralization and its effectuation.

2.2. Education Decentralization

Educational decentralization can be defined as the transfer of varying degrees, of decision-making power and resource from the center Ministry of Education (MOE) to regional, local educational institutions and school level stakeholders.³¹ Degrees of diffusion encompass deconcentration which is the lowest form, referred to as a restricted form of devolution with only move of administrative offices from the center to the periphery.³² Whereas delegation is occurred where the central government lends authority to lower levels of government or organizational units, with the understanding of the delegated authority can be withdrawn anytime.³³ Here, power is assigned by the will of central government without considering the interest of the delegated units.³⁴ Devolution is the transfer of any function or responsibility involves administrative, fiscal and political decision-making authority to the lower political units permanently.³⁵ The results of education decentralization therefore, depend on the level of power and resource being decentralized and the implementation capacity of the lower level of governments. On the other hand Crouch and Winkler (2009:12) argues decentralization of decision making by using any form of decentralization (either through devolution of power or delegation of responsibilities to the school has the potential to enhances good governance and accountability for better service delivery.³⁶

Education services provision is not an easy task that could be accomplished independently; rather it seeks multitudinous involvement of different bodies, commonly called as stakeholders. With the aim to ensure the accessibility, efficiency, equity and quality of education,

³¹ UNESCO, (2005), Decentralization in education: National policies and practices: Education Policies and Strategies 7. P. 12.

³² Namukasa and Buye, (2007), Decentralization and Education in Uganda," Comparative and International Education *Vol.* 36: Iss. 1, Article 7. P. 94. From: <http://ir.lib.uwo.ca/cie-eci/vol36/iss1/7>. Retrieving date 4:25 September 17/10/2016.

³³ Eunice, (2007) The Impact of Education Decentralization on Education Output: A Cross-Country Study

³⁴ UNESCO, (2007), Educational Governance at Local Levels, Policy Paper and Evaluation Guidelines Modules for Capacity Building p. 3

³⁵ Georgetown and Guyana (June 25 to 28, 2002), A Presentation to the Caribbean Conference on Local Government & Decentralization

³⁶ Crouch and Winkler (2009) Governance, Management and Financing of Education for All: Basic Frameworks and Case Studies: Background paper prepared for the Education for All Global Monitoring Report: Overcoming Inequality: why governance matters, p.12.

decentralizing powers and functions in the sector from the center to grass root level is a helpful technique. However which power should be decentralized, is the issue to be seen carefully. To this effect some components of the national education system is usefully being decentralized to the ground in many of the decentralized countries.³⁷

Central governments in various countries retain responsibility for managing education by designing of policy, standard setting, regulation, some aspects of supervision, and licensing. This is for the reason to enhance equity in providing education for the clients. While, implementing the designed policy, deciding on language of instruction in the primary school according to local conditions to increase efficiency and ensure equity is left for local governments.³⁸ This makes the education service delivery to be a co-responsibility of the center and subnational levels of government.³⁹

2.3. Reasons [Rationales] for Educational Decentralization

Different reasons enforce countries to be engaged on education decentralization.⁴⁰ For instance education decentralization in Latin countries mainly related with the objectives of democratization, in Europe coined with ethnic accommodation and in Fareast and African countries associated with improved efficiency, access and equity of schooling.⁴¹

Policy makers and research institutions advocate education decentralization for the first time due to the perception that all problems in education sector could not be solved only by the plan seated at the center.⁴² There is also general assumption that decentralizing decision making responsibility towards stake holders in education sector enhances the quality of education.⁴³ Winkler and Gershberg (2000:4) also disclose that the possible effects for education

³⁷Popic & Patel (2011), Decentralization: Equity and Sectorial Policy implications for UNICEF in East-Asia and the Pacific. P.27

³⁸Ibid at the same page.

³⁹Prawda, (1992), Educational Decentralization in Latin America Lessons Learned. P.4

⁴⁰Khan and Mirza (2011), Implementation of Decentralization in Education in Pakistan: Framework, Status and the Way Forward. p. 147.

⁴¹David, (2011) Decentralization of Education: The Experience of Kenyan Secondary Schools, p.89

⁴²Prawda, (1992), Educational Decentralization in Latin America Lessons Learned. P. 2.

⁴³Behrman ...et al, (2002), Conceptual Issues in the Role of Education Decentralization in Promoting Effective Schooling in Asian Developing Countries. P. 23.

decentralization are maintaining quality, changing efficiency and ensuring equity.⁴⁴ Decentralization of decision making in education enables to have strong accountability and improved governance.⁴⁵

Likewise decentralization of power and functions from center to local level governments⁴⁶ and institutions, is effective to achieve high level of educational performance.⁴⁶ It also enhances accountability, cooperation among department teachers and to have own decision making capacity of school directors based on rules of institutions.

Similarly ensuring decision making power to the grassroots level ensures to have communities more say in local education related decision making and makes local governments responsive for the local education needs.⁴⁷ Decentralization also enabled localities to utilize their social and economic endowments without the interference others.⁴⁸ Since community engagement in the management of schooling is essential for effective education service provision, enhancing community participation is among the basic principles decentralization.⁴⁹

In line with this, Shaeffer (1994) cited in (Uemura, 1999: 2) classified community participations on the issues of education service provision into seven hierarchies.⁵⁰ The first level (which is seen as limited form) of community participation begins from being the solely user of services (enrolling children in school) and the 7th which is the highest form of community participation is

⁴⁴ Winkler and Gershberg (2000), Education Decentralization in Latin America: The Effects on the Quality of Schooling, p.4.

⁴⁵ Crouch and Winkler (2008), Background paper prepared for the Education for All Global Monitoring Report 2009: Overcoming Inequality: why governance matters Governance, Management and Financing of Education for All: Basic Frameworks and Case Studies.p.12.

⁴⁶ Akai...et al, (2007), Fiscal Decentralization and Educational Performance: Evidence from State-level Panel Data for the United States*. P.3

⁴⁷ UNESCO; (2009) "Regional Overview East Asia and the Pacific: EFA Progress and Challenges."

⁴⁸ Winkler and Gershberg (2003) Education Decentralization in Africa: A Review of Recent Policy and Practice

⁴⁹ World Data on Education. Ethiopia. From: (<http://www.ibe.unesco.org/>). Retrieved on December. 23 /2016 at 3:20Am.

⁵⁰ Uemura, (1999), Community Participation in Education: what do we know? P. 2. Umaura furtherly classified the community participations in to seven different degrees participations with their own distinct definitions :- the first one, involvement through the mere use of a service (such as enrolling children in school); secondly, involvement through the contribution/extraction of money, materials, and labor; thirdly involvement through „attendance“ (e.g. at parents“ meetings at school), implying passive acceptance of decisions made by others; fourthly involvement through consultation on a particular issue; fifthly participation in the delivery of a service, often as a partner with other actors; sixthly participation as implementers of delegated powers; seventhly and seen as the best level of community involvement than others is Participation “in real decision making at every stage,” including identification of problems, the study of feasibility, planning, implementation, and evaluation.

their direct involvement “*in real decision making at every stage*” by evaluating weak and strong sides of education institutions.

Furthermore, UNESCO policy guideline module for capacity building presented in Paris (2007) announced, decentralizing of power⁵¹ for different government bodies and private institutions in the education sector is a better mechanism to tackle political, economic and administrative problems and to create conducive environment for the management and governance of education system.⁵² Donald R. & Alec Ian (2003:13), also contends that the reason for education decentralization in most countries is to improve efficiency, transparency, accountability, and responsiveness in the education service provision.⁵³

Generally depending on the above forwarded narrations it can be noted that decentralization provides a solution for obstacles facing in the education service delivery by eliminating government bureaucracy, minimizes wastages and improving the quality and relevance of education. Due to this fact countries are decentralizing their education functions towards subnational units, woreda education offices and schools institutions.⁵⁴

Contrariwise to positive narrations [rationales] some critic“s shows decentralization has an adverse effect to not achieve the intended goals of education service delivery. Critics are raised by pointing out the practical shortcomings of education decentralization in developing countries. For instance Robinson (2007:8) argued that decentralization in developing countries accentuates horizontal inequalities of service provision between richer and poorer areas as a consequence of differences in administrative capacity and ability to raise local resources.⁵⁵ Likewise, in many developing countries, local governments are constrained with lack of institutional capacity, financial problem to exercise responsibility for public service delivery.⁵⁶ Kumara (2006) cited in

⁵¹ Here the Guide line does not specify which kind of power should be decentralized for respective tiers of government. But power should be devolved equivalently for each levels of government. This means power should assign to the extent that governments capability to exercise properly the power permitted by the upper tier of government.

⁵² UNESCO, (2007), Educational Governance at Local Levels Policy Paper and Evaluation Guidelines Modules for Capacity Building.

⁵³ Donald & Alec Ian, (2003), Education Decentralization in Africa: A Review of Recent Policy and Practice.P.13

⁵⁴Behrman (2002)Conceptual Issues in the Role of Education Decentralization in Promoting Effective Schooling in Asia Developing Countries p. 21

⁵⁵Robinson, (2007), Introduction: Decentralizing Service Delivery? Evidence and Policy Implications. P.2

⁵⁶Devas, (2005), The Challenges of Decentralization, p. 3.

Kassa (2015; 25) and Mulugeta (2012; 3) affirmed that, inadequate budget allocation, poor and weak revenue raising capacity to undertake service delivery, scarcity of skilled manpower, absence of community participation and lack of efficient organizational structure are some obstacles for the implementation of decentralized service delivery in the local governments of developing nations.⁵⁷

In addition the USAID working paper (undated: 2) point out that, decentralization in education results conflicting decisions and failure to carry out responsibilities which are negative impacts on quality and efficiency.⁵⁸ Likewise Whitty...et al cited in policy guideline paper (UNESCO, 2007: 8) raised a critics on some practical gaps in developing countries that, decentralizing education sector may result disparities in accessibility and quality of service provision across sub state governments.⁵⁹ Jin-Sang (Undated: 5) also point out that decentralization results prevalence of corruption, inequitable distribution of resources and lack of flow of information between and among tiers of government/institutions.⁶⁰ Decentralization has led to less clarity as to who is responsible for which education decisions, and a system of shared responsibilities that makes it difficult to hold any single actor accountable⁶¹

2.4. Experiences of Selected Countries on Educational Decentralization

There is a vast accumulated experience of education decentralization throughout the world. With the aim to have lessons about (good or weak) education service delivery and governance system across countries, empirical evidence on countries with distinct government systems (Federal vis-a-vis Unitary with highly decentralized government system) is assessed in this section. The sampled countries are USA (old federation), Mexico (new federation) and Uganda (Unitary with highly decentralized government system). The Ethiopian education decentralization; concerning

⁵⁷ Kassa, (2015), District Level Decentralization and Public Service Delivery in Ethiopia: Cases from Amhara region p.25, and Mulugeta, (2012), Decentralization in Ethiopia; Concept and Process; The Case of Dendi District, West Shoa Zone of Oromia State, p.3. These authors specifically asserted that woreda governments of Amhara and Oromia Regional States in Ethiopia are constrained by the listed problems.

⁵⁸USAID, (undated), Identifying the Impact of Education Decentralization on the Quality of Education, p.2. Retrieved and may available at

<https://www.epdc.org/sites/default/files/documents/Identifying%20the%20Impact%20of%20Education%20Decentralization.pdf> Retrieving date 4:00PM December 04/12/2017.

⁵⁹ UNESCO (2007), supra note p. 8

⁶⁰ Jin-Sang, (undated), The Process of Decentralization in Ethiopia Since 1991: Issues in Improving Efficiency. P. 5.

⁶¹Crouch and Winkler (2008), supra note. p. 12.

its legal framework and practicality is also proceed under the new chapter after assessment is made on trends of education decentralization in these countries.

2.4.1. Education Decentralization in United States of America [USA]

Historically USA has a long tradition of decentralized educational system with a federal form of government.⁶² Since 1867 powers and functions on education was granted basically by the Constitution for state governments and grass root communities.⁶³ However due to the historical and cultural disparities, there is administration variation on education across states. For instance Massachusetts has a decentralized form of strong state-local nexus whereas in Texas and Delaware takes a centralized means.⁶⁴ Four levels of educational organizations and governance [the federal, states, local and schools] are exist in USA. The federal Department of Education retained powers and functions to set guidelines relating to general education policy, collects data and made subsidies and awards scholarships.⁶⁵ It also enforces civil rights act in the realm of education in spite of color, race, disability, religion and place of origin gender to have equal access of educational opportunity for all students.⁶⁶ In addition, it provides special funds for the education sector to help racial minorities, women, and people with poverty and disabilities and non-English speaking students of all federations to gain equitable access of education.⁶⁷ States have their own education department and laws to regulate educational finance and curriculum with the power to determine formal schooling age (compulsory education).⁶⁸ Likewise despite variations, State in USA are responsible in governing public colleges and universities.⁶⁹

⁶² Papagiannis et ,al (1992), The school restructuring movement in the USA: an analysis of major issues and policy implications, p. 8. Edwards Jr, (2014) Historical Trends in Educational Decentralization in the United States and Developing Countries: A Periodization and Comparison in the Post-WWII Context, p.5. education policy analysis archives A peer-reviewed, independent, open access, multilingual journal Volume 22 Number 40 June 10th, 2014 ISSN 1068-2341

⁶³ Papagiannis et ,al (1992), supra note, p. 8.

⁶⁴ Papagiannis et ,al (1992), supra note, p.8.

⁶⁵ Education system United States | EP-Nuffic | 2nd edition June 2010 | version 4, December 2016, p.5. Retrieved and may available at <https://www.nuffic.nl/en/home/copyright>. Retrieving date 4:00PM December 04/12/2017.

⁶⁶ U.S. Department of Education, Office of Communications and Outreach, Overview of the U.S. Department of Education, Washington, D.C., 2010, p.8.

⁶⁷ Ibid, p.5. The offices encloses that the federal education fund is distributed using three methods; by a set formula, competition and financial need determination.

⁶⁸ Corsi, (Undated), Guide to the Educational System in the United States, p. Retrieved and may available on <https://iss.umn.edu/publications/USEducation/2.pdf>. Retrieving date November 21/12/2017.

⁶⁹ D. Eckel and E. King, (Undated), An Overview of Higher Education in the United States; Diversity, Access, and the Role of the Marketplace, p.3. Retrieved and may available on www.acentt.ed/news-room/Documents/overview-

Furthermore to have school councils make up of school communities [parents, teachers and staff members] school based decentralization has been cried out in many educational districts of United States.⁷⁰ Decentralizing the education sector to the local level produced a large share of finance to the schools by the surrounding communities.⁷¹ This arrangement enables students to hire and fire school directors, approve school expenditure, manage the discipline program and evaluate the progress of schools academic issues.⁷²

2.4.2. Education Decentralization in Federal Republic of Mexico

Before 1970s education in Latin American States was characterized by centralized system.⁷³ This meant that, all powers were concentrated at the center. But, most countries including Mexico has gradually shifted their education system in to decentralized governance which make them to be a model for countries launched decentralization in the education sector after them.⁷⁴ Of which Mexico is a federal republic state consists of 32 federal entities: 31 States and one federal district.⁷⁵ It had launched the first wave of fiscal and administrative deconcentrated form of decentralization in the education sector in 1978.⁷⁶ Primly Decentralization in Mexico was advocated by multilateral development agencies such as World Bank, Inter-American Development Bank (IADB) and USAID and the State policy makers adopted it,⁷⁷ to distribute tasks in raising educational finance towards subnational units, local communities and non-

[of-Higher-Education -in-the-United-States-Diversity-Access-and-Role-of-the-Market--2004.pdf](#). Retrieving date 21/12/2017.

⁷⁰Hanson, (1997), Educational Decentralization: Issues and Challenges, No. 9, p.6

⁷¹Gregory and Kaufman (2010), Education and Federalism: The Role for The Federal Government in Education Reform, p.6.

⁷² Ibid.

⁷³ Prawda, (1992), Educational Decentralization in Latin America Lessons Learned, p.4.

⁷⁴Donald R. and Alec Ian, (2003), Education Decentralization in Africa: A Review of Recent Policy and Practice. These countries of Latin American includes Mexico, Argentina, Brazil and Chile

⁷⁵ European Center for Strategic Management of Universities /ESMU, (2012), Comparative Study between the EU and Mexico on the challenges brought about by the internationalisation of higher education and the transparency tools developed on both sides to facilitate mobility and academic cooperation, p. 12.

⁷⁶Kubal, (2013) The Politics of Education Decentralization in Latin America: Rhetoric and Reality in Chile, Mexico, Argentina, and Nicaragua; Prepared for delivery at the 2003 meeting of the Latin American Studies Association, Dallas, Texas, March 27-29, 2003, p.3.

⁷⁷Ibid.

governmental organizations.⁷⁸ It launched to distribute of financial functions for education sector⁷⁹ and to have efficient cost utilization for the expansion of sustainable quality education.⁸⁰

For the second time, in 1992 the Mexican government relinquished political decentralization in all education functions to the states [federations].⁸¹ In this phase, educational decentralization is characterized by strong political commitment of national and local leaders.⁸² This enabled the Mexican States to own their education system under the roof of the federal one.⁸³ As a result, the power to administer primary and secondary schools transferred from the federal to States and respective local governments.⁸⁴ Education began to serve as an instrument in mitigating the prevailing social inequalities.⁸⁵ The goal for education decentralization in Mexico was to enhance parental participation not only for the presence of strong accountability but for the success of education.⁸⁶

On the other side, Hanson (1997: 7) argues decentralization in Mexico undertaken to dislocate power from competent groups [teacher unions, city mayor's political parties...] to supportive institution [parent councils and local level elected officials" and schools communities].⁸⁷ This resulted strengthen school autonomy and enhance active community participation in the education sector.⁸⁸

The Mexican MOE retains the power to set educational policy, curriculum development, teacher salary decisions [set or augment teacher pay] and monitor attainments of local governments.⁸⁹ It is also responsible to subsidizing finance to the states and special need education for the

⁷⁸ Prawda, (1992), supra note, p. 4.

⁷⁹Kubal, (2003), supra note p. 3,

⁸⁰Prawda, (1992), p. 5. He argues, decentralization maintains efficiency in education by devolving power to the lower tiers of government which are geographically and culturally nearest to the local recipients of education service. This enables to have familiarity in deciding where and how resource is allocate in the sector which reduces financial wastage.

⁸¹ European Center for Strategic Management of Universities /ESMU, (2012), cited above.

⁸²Prawda, (1992), supra note p. 13

⁸³ Ibid

⁸⁴Kubal, (2003), supra note p. 9 and Prawda, (1992), Educational Decentralization in Latin America Lessons Learned. P.9.

⁸⁵ Sharma and Cárdenas (2008), Education Spending and Fiscal Reform in Mexico, p.114.

⁸⁶ Winkler and Gershberg (2000), supra note, p. 6

⁸⁷ Hanson, (1997), supra note, p.7.

⁸⁸ Kubal, (2003) supra note, p.

⁸⁹ Ibid..

disadvantaged.⁹⁰ The reason retaining such powers and responsibilities at the center is to maintain equity by reducing social gaps and to enhance effectiveness by allocating resources to where they are needed.⁹¹ Despite to this, Cedillo and Contreras, (2015: 2), argued despite to the designing of inclusive education policy through devolved implementation, the social imbalance has not been reversed in Mexico until 2015.⁹² Similarly, Sharma and Cárdenas (2008), complained, until the Mexican Congress ratified a new fiscal rule to transfer the federal funds to cover the educational costs of the states, the financing process in education sector was not genuine in Mexico. In Mexico, recruiting, hiring and firing teachers and school directors, personnel budget allocation and determining non-personnel expenditures are carried out by Provincial governments. Due to this Winkler and Gershberg (2000:7), argued that education decentralization in Mexico is characterized by high concentration of decision making power at the provincial level.⁹³

2.4.3. Education Decentralization in the Unitary State of Uganda

African experience in educational decentralization is similar with the international experience.⁹⁴ Most countries have attempted to shift responsibilities from MOE offices in the capital city to MOE offices at the regional and/or district level.⁹⁵ The experience can be viewed on a spectrum ranging from taken efforts at encouraging community participation to real empowerment of citizens.⁹⁶ Parents' associations are found in most countries of the continent; with the responsibility for helping manage and finance school rehabilitation and construction and the community, seldom have much say over the real business of the school teaching.

The initial move of Uganda towards education decentralization from the center to subnational government was launched with the adoption of the 1995 Constitution.⁹⁷ In 1997, by signing the act entitled *Local Government Act* deconcentration form of decentralization on education had

⁹⁰Aleida, (2007), Decentralization of Education in Chile: A case of institutionalized class segregation p.16

⁹¹ Prawda (1992), supra note p.4.

⁹² Cedillo and Contreras, (2015), Where Do Mexico and Chile Stand on Inclusive Education? Short Title: Inclusion in Mexico and Chile; International Journal of Special Education Vol 30, No: 2, p.2.

⁹³ Winkler and Gershberg (2000), supra note, p. 7

⁹⁴ Donald R. and Alec Ian, (2003), supra note,

⁹⁵ Ibid

⁹⁶ Wbet, (2015), supra note, at the same page.

⁹⁷ Winkler & Gershberg (2003), Education Decentralization in Africa: A Review of Recent Policy and Practice, p.25.

been made towards districts.⁹⁸ This onwards, administering primary and secondary schools shifted to local governments at district level.⁹⁹ The Ugandan decentralization is taken to mean the reassignment of some decision-making authority and responsibility from the central to local governments.¹⁰⁰ Namukasa and Buye (2007: 98) further elaborated financial, administrative and political management of education beginning from Primary education to Grade 12th [collaged] level in Uganda has become the responsibility of the local community, under the leadership of Local Councils.

Winkler & Gershberg (2003:14), presented by assessing the status of educational decentralization in 11 (eleven) selected African countries, the Uganda educational decentralization together with Tanzania is identified as an example of devolution to local level.¹⁰¹ Ugandan national government is responsible for designing the national education policy and allocating budgets including set teacher's salary. On the other hand, teacher and principal recruitment, administration of teacher's salary administering and overseeing the construction of schools is functioned by the regional governments. Constructing schools is largely carried out by schools.¹⁰² Education decentralization in Uganda has enhanced efficiency, accountability, community participation with great improvements in capacity building. Efficiency and accountability are most likely to be improved under decentralization when service providers; schools, local or regional governments are being responsible for results (i.e. when they suffer the consequences of poor performance or receive rewards for good performance).

⁹⁸ Ibid

⁹⁹ Namukasa and Buye, (2007), *supra* note, p. 96

¹⁰⁰ Ibid

¹⁰¹ Winkler & Gershberg (2003), p. 14, Countries sampled under the study are Tanzania, Uganda, Burkina Faso, Senegal Mali...

¹⁰² Winkler & Gershberg (2003), *supra* note, p. 27.

CHAPTER THREE

MODERN EDUCATION AND ITS DECENTRALIZATION IN ETHIOPIA

3.1. Origin and Development of Modern Education in Ethiopia

Ethiopia, from the era of its formation,¹⁰³ until the reign of Emperor Menelik II, its political system was mainly characterized by decentralized government system.¹⁰⁴ However, from the second half of the 19thc attempts were done to centralize Ethiopia. The dream for centralizing Ethiopia was attempted by Emperor Tewodros II, and his successor Emperor Yohannes had also carried on the process of centralization.¹⁰⁵ Here Gebrehiwet (2015:13) argued that the way that Emperor Yohannes built a centralized Ethiopia was through a means of defacto-federal form.¹⁰⁶ However due to the propagation of regionalism internally and external aggressions, both of them were not capable enough to establish centralized rule in the country.¹⁰⁷ Later on the Ethiopia was further consolidated by Menelik II and completed its centralization by Emperor Haile Selassie I.(HSI)¹⁰⁸ The centralization process reached on its peak by subjugating all autonomous regional forces under interest of central kings i.e., by imposing the motto “one country, one culture, one language, one people and one religion”.¹⁰⁹

Like the process of unifying Ethiopia, introducing modern education was not a simple task for the Ethiopian leaders. The decentralized religious [Orthodox Church], and [Masjid] education had laid down a useful foundation for the modern school system.¹¹⁰ On the other hand Aweke,

¹⁰³ Note; Mar kakis denoted on his book entitled “Ethiopia Anatomy of A Traditional Polity p. 27” , the era for the formation of Ethiopian State was dates back to the ancient Axumite civilization which was prospered on the northern part of the country’s flat highland.

¹⁰⁴ Gebrehiwet, (2015), The Practice of Fiscal Federalism in Ethiopia: A Critical Assessment 1991-2012an Institutional Approach. from P.10-12

¹⁰⁵ Zemelak, (2011), Local government in Ethiopia: still an apparatus of control? p. 4.

¹⁰⁶ Gebrehiwet, (2015), supra note, p.13

¹⁰⁷ Ibid

¹⁰⁸ Assefa, (2016), Intra Unit Minorities in the Context of Ethno National Federation in Ethiopia: Evidence from Ethiopia.

¹⁰⁹ Assefa (2007), Constitutional Adjudication in Ethiopia: Exploring The Experience of The House of Federation (Hof), p.2

¹¹⁰ Maaza (1966) argues the traditional education (Church education) in Ethiopia had played immense role for the introduction of modern education by mastering Geez alphabets then followed by reading and recitation of texts. Similarly, (Pankhurst, 1969:7) deals that, for centuries, Orthodox churches, monasteries, and convents were the only centers for formal learning from preschool through the university level. Traditional subjects of study in these programs included theology, philosophy, computation, history, poetry, philosophy and music.

(2015: 4) and Fantahun (2017: 57) argued resistance from church leader's and nobilities [e.g. king Fasiledes] were main challenges for the introduction of modern education.¹¹¹

Three attempts were tried to introduce modern education to the country under different phase [regimes]. First phase attempt was began in the first quarter of 17th c (1617) when the Ethiopian Christian kings contact with the western state of Portuguese for military support against the Gragn [Islamic] war.¹¹² At the said of this, the opening of Catholic mission [faith based] schools in the northern and northwestern Ethiopia, at Fermona (Tigray), Dembia (Gonder) and Qollella (Gojjam) was realized.¹¹³ Here, the then military contacts with Europeans (particularly Portuguese) caused the introduction of modern mission education. But such attempts were interrupted by the closed door policy of king Fassiladas and unable to introduce formal modern education to the country.¹¹⁴

Secondly, in the mid of the first half of 19th c, second round contacts with Europe, Protestants and Roma Catholic missionaries had re-opened missionary schools in the central and northern Ethiopia. Les Mission Catholiques (1875: 262-3) as cited in Pankhurst (1969: 13) the schools (re-opened) were established at Shoa in 1830's, Awora and later at Mequdela and Darna.

Followed to this the Swedish Evangelical Mission had constructed the first mission school at the part of Massawa [the then part of Ethiopia] in 1866 and boys school at Alitena at the beginning of 1847.¹¹⁵ But such repetitive attempts were not fruitful in introducing modern education to the country.

In the third phase, after the victory of Adwa, in 1904, Menelik II permitted for Swedish Protestants for the establishment of missionary schools, to construct schools in Addis Ababa and

¹¹¹ Aweke, (2015) Foundation of Curriculum in Ethiopia: Historical, Philosophical, Psychological and Sociological Perspectives, p. 4 and Fantahun, (2017), Missionary education: An engine for modernization or a vehicle towards conversion? p. 57.

¹¹² Alemayehu, (2012), Education in Ethiopia: Past, Present and Future Prospects, P. 53.

¹¹³ Pankhurst, (1969), Language and Education in Ethiopia: Historical Background to the Post War Period, p. 12.

¹¹⁴ Pankhurst noted the reason for the collapse of movements to introduce modern education to Ethiopia at the reign of Fassiladas was because missionary schools were served to the Westerns as an instrument for the expansion of Protestantism and Catholicism which is differ in doctrine from the then king's religion (Orthodox Christianity). As a result King Fassiladas who was the son and the successor of king Sisinius (converted in to Catholicism by the Portuguese Missionaries) latter declared the close door policy against the Western courtiers. He signed an agreement with the Middle East rulers to prohibit the Western missionaries through their outlets. Furthermore he burnt the Catholicism and Protestantism books to control the expansion of such religions in the time of his reign.

¹¹⁵ Pankhurst, (1969), p. 13.

Harari.¹¹⁶ A year later in 1905, the Emperor allowed for the French Missionaries to build schools in Harari and in 1907 at Addis Ababa and then after in Drie Dawa.¹¹⁷ Through this journey, the Jesuit mission schools served as a bridge [transition] to the introduction of modern education in the reign of Emperor Menelik II 1889-1913.¹¹⁸ Followed to this, government-sponsored modern education was introduced with the opening of Menelik II public school in Addis Ababa in 1907¹¹⁹, and a year later a primary school had been opened in Harari.¹²⁰

By the time the need for introducing modernity to the state by preparing educated Ethiopians for various administrative positions and the pressure from the European powers were initiatives for the introduction of modern education by the early 1900s.¹²¹

Without forgetting Menelik's role in launching modern education, relative to the physical and demographic size of the country, numbers of schools and enrolled students were very limited. Schools were concentrated mainly to the seat of the Emperor and biasedly in favor of royal family autocrats of which (Lij Eyasu and Teferi Mekonen) were invited to attend the school.¹²² Whereas children of the majority Ethiopian people farmer and the poor nation and nationalities did not have opportunities to be beneficiaries.¹²³

3.2. Education Governance

3.2.1. Decentralization of Education in the Imperial Regime (1931-1974)

The imperial regime (after defeat of Italy; 1941-1970) was referred to as a golden age for modern education in Ethiopia¹²⁴, assisted by best staffed and financed approach.¹²⁵ The first attempt to exercise institutional decentralization has been made by Haile Selassie I. Legal documents [e.g. pro. No. 10/1942, General notice No. 4 of 1942, General notice No.3 & 4 of 1942 and Pro. No. 90/ 1947] indicate that, the Emperor had introduced new administrative, fiscal, military and

¹¹⁶ Ibid

¹¹⁷Maaza, (1966), p.54

¹¹⁸ Mar kakis (1974), Ethiopia Anatomy of A Traditional Polity p. 179

¹¹⁹ባህሩ፣ (1989) ፣ የኢትዮጵያ ታሪክ ከ1848 እስከ 1966 አዲስ አበባ ዩኒቨርሲቲ ፕረስ፣ ገፅ 115.

¹²⁰Markakis(1974), p. 179, Maaza,(1966), p.57 and Pankhurst(1969),

¹²¹Markakis (1974) P. 177, Maaza (1966), p. 55-56

¹²²ብሉቴን፣ ጌታማነተመ፣ ሥላሴ, (1934), ዝክረ፡ ነገር, ገፅ :599-600, Mar kakis (1974) P. 177 and Maaza, (1966). P.57.

¹²³MOE, (2008), P. 2

¹²⁴ Maaza, (1966), supra note

¹²⁵ Tekeste, (2006), Education in Ethiopia from Crisis to the Brinks of Collapse. P.12

democratic institutions through the approval of ministerial appointments (at the center) and general governors downward to provinces.¹²⁶ Likewise education decentralization in the country was begun in 1947 through the promulgation of the Proclamation No. 94/1947 for education tax and expenditure respectively that provide the establishment of Local Education Board (LEB) in provinces.¹²⁷ According to the proclamation No. of 94/1947 provinces were; empowered and had entitlement to recommend and suggest the MOE pertaining to the expansion of primary education. Moreover, to monitor the MOE when the collected tax duly spent for the expansion of primary school in the provinces.

Likewise, the power mainly concerned with financing the elementary education by levying education tax on all arable lands was granted for provinces by the legal Notice No. 162/1952.¹²⁸ The main objectives the two enacted laws were to expand education through active local involvement in the provision of elementary education and to support the primary education in the provinces by the land tax respectively.

Order No 43 of 1966 as cited in Gebrehiwot (2012: 23) the Imperial government further attempted decentralization of education to the Local Self-Administrations (hereafter LSA),¹²⁹ which proposed to empower Awrajas to build, keep up and manage elementary schools (from grade 1st to 6th).¹³⁰ Gebrehiwot asserted that although remained on paper, the parliament did not ratify the order.¹³¹

The motive for the widespread of modern education was the Emperor's conviction that modern education was an excellent strategy to educate and train citizens who respected their king, country and religion.¹³² The Emperor also considered education as an instrument to modernize

¹²⁶The Imperial Government proclamation No. 10/1942, proclaimed desired to make proper provision for the Requisition Essential which is cited as "Essential Supplies (Requisition) proclamation", The General notice No. 4 of 1942 which was announced the appointment of Ministers, The General notice No.3 & 4 of 1942 noticed for the appointment of the provinces administrators through the positive will of the Emperor and Proclamation No. 90/1947 which was proclaimed for the establishment of local judges in each locality entails the diffusion of power within the center of various sectors and from the center downward to the provinces.

¹²⁷Imperial Government of Ethiopia (IGE), Proclamation No. 94/1947.

¹²⁸Imperial Government of Ethiopia (IGE), Ministry of Pen Negarit Gazeta, Legal Notice No. 162 (Addis Ababa: Ministry of Pen, April 1952), Item 430.

¹²⁹ Ibid, p.23.

¹³⁰Ibid, p.24.

¹³¹ Gebrehiwot shared this statement we he consulting and support me in writing of this thesis.

¹³² Maaza (1966) supra note

and integrate Ethiopia with western world in general and Africa in particular.¹³³ But in practice the government had no coherent strategy for education rather the curriculum development was left for the foreigners¹³⁴ and classes accessibility was without equity with less national coverage as compared to the country.¹³⁵ In addition there was also the domination of Church over modern education, for instance Gebrehiwot (2012:23) remarked that during the Imperial regime, number of primary schools [centers of modern education] in northern Ethiopia of Gojjam, Tigray and Gonder were reduced to church schools by the order of the Emperor.¹³⁶ The order was implemented only in Tigray and as a result 35 out of 39 primary schools were degraded to church school,

3.2.2. Decentralization of Education during the Derg Period (1974-1991)

The popular revolution against the imperial regime resulted new educational strategy and some administrative modifications. The military government had designed policy for the development of the education system which was absolutely the opposite of the Imperial regime in April 1976.¹³⁷ The designed system was based on socialist doctrine and directed to fight against the imperialist dominations of *feudalism and capitalism*.¹³⁸ Socialist education emphasized on the inculcating of the *Marxism-Leninism ideology and the value of production as the main pillars* in the mind of students.¹³⁹ (Hoot et al., 2004) in Obsaa (2010; 33) describes Derg had tried to expand schools to the rural areas, and the literacy campaign which was financed by UNESCO helped to spread out primary education and adult education in the rural areas.¹⁴⁰ Based on the designed educational policy guidelines the government promulgated the Proclamation No. 103/1976 for administration and control of schools by the People.¹⁴¹ Likewise the government had established school management committees [SMC] in charge of schools at local level with great emphasis for the importance of parents and communities to become engaged in the

¹³³ Tekeste, (2006), supra note, P.13

¹³⁴ Maaza (1966), supra note p.82-83

¹³⁵ Massow, (2001), Access to Health and Education Services in Ethiopia: Supply, Demand and Government Policy, p.33

¹³⁶ Gebrehiwot (2012) cited above p.23.

¹³⁷ Tekeste, (2006), supra note, p. 18 and Gumbe...et al, (1983), Education in Ethiopia the Impact of Swedish Assistance, p. 19

¹³⁸ Obsaa, (2010) Decentralization and Community Participation in Education in Ethiopia: A case of three *woredas* in Horro Gudduru Wollaga Zone of Oromia National Regional State. P.33.

¹³⁹ Tekeste, (2006), supra note p. 18

¹⁴⁰ Obsaa, (2010), supra note p. 33.

¹⁴¹ Gumbe...et al, (1983). Education in Ethiopia 1974-82; The Impact of Swedish Assistance P. 20

education.¹⁴² Similarly, three years before its withdrawal in 1980 E.C. The Derg MOE had decentralized administration of education to school directors by issuing a manual which entitled “Schools internal leadership and Administration Manual”. This manual insured powers and functions for school directors to administer, set goals and evaluate the implemented tasks in their school in collaboration with supervisors and grass root communities.¹⁴³

3.2.3. Education Decentralization post 1991

Education decentralization in post 1991 began with the ratification of proclamation 7/1992.¹⁴⁴ Furthermore it has continued in the process made for the approval of the ETP designed in 1994. As a result the ETP spread out a coordinated and participatory education system by devolving powers and tasks for different tiers of government and educational institutions.¹⁴⁵ Followed to this, the 1995 FDRE Constitution consolidates as education is the shared responsibility of the federal and regional governments.¹⁴⁶ Furthermore in the 2002 second wave of decentralization has shared the education power and responsibility for the zonal and *woreda* education offices and supportive institutions [including SPTAs, KETBs, and WETB/METBs].¹⁴⁷ Therefore the education service delivery system in Ethiopia is implemented through the collaborative act of different tiers of government including the grass root community. Each tier of government and institutions have their own powers and functions in the education sector. Powers and functions of the governments (including the Federal, Regional, Zonal, Woreda, METB/WETB, KETB and SPTAs) are discussed as follows.

¹⁴²Ibid

¹⁴³ትምህርት ሚኒስቴር (1980) ፤ የትምህርት ቤት የውስጥ አመራርና አስተዳደር መመሪያ፤ ጥራዝ ሁለት ገፅ. ፤

¹⁴⁴ Proclamation No. 7/1992 article (10(3)(4)) clearly states that, the National/Regional Transitional Self-Governments have the power to issue and implement laws and rules relating to public services in general and education in particular. With the functions of planning directing and supervising social and economic programmes in accordance to the relevant policy of the Central Transitional Government.

¹⁴⁵ FDRE, (1994) Education and Training Policy clause 3.7.3 narrates a mechanism for coordinated production and distribution of educational support, inputs at the institutional, woreda, zonal, regional and central levels will be created.

¹⁴⁶ FDRE Constitution (1995) article 51 (3) and 52(3)

¹⁴⁷ MOE (2002), Manual for Education Leadership Reform, Finance and Community Participation.

3.3. Power and Functions of Tiers of Government and Institutions

Based on the legal ground [FDRE Constitution, ETP and related MOE documents], details are made below on powers and functions of each tier of government and the supportive institutions in delivering the education service throughout Ethiopia.

3.3.1. Powers and Functions of the Federal Government

The FDRE Constitution ensured the responsibility in formulation of educational policies and putting national education standards to the federal government.¹⁴⁸ Based on this legal ground, the decentralization programme launched in 2002 assigns various powers and functions for the federal government [MOE] such as; - providing technical and professional assistance for REBs, designing strategies for the expansion of education service throughout the country, providing special support in collaboration with voluntary institutions to make access of education for minorities, women, adults, establishing and administering tertiary education institutions and...soon.¹⁴⁹ In addition, MOE initiates and enforces policy matters and promulgates laws to be implemented by sector offices in the regions. The reason for retaining such powers at the center is to ensure quality and equitable education for all citizens who have the common sense of being Ethiopian.

3.3.2. Power and Functions of Regional Governments

According to article 52(1) of the FDRE Constitution, education powers and functions not given expressly to the federal alone or concurrently for both the federal government and states are given for States. Thus, Regional State governments are responsible (within the framework of federal guidelines) for curriculum development in primary education, the choice of language for instruction and textbook provision at primary level.¹⁵⁰ In addition regions are administering the salary of any level of educational institution. Furthermore, regions are also responsible in; - keeping the national policy and providing advisory support for general education, administering regional level examinations for grade 8th, establishing and managing teacher training collages

¹⁴⁸ FDRE Constitution article 51(3) stipulates that the federal government shall establish and implement national standards and basic policy criteria for public service in general and education in particular.

¹⁴⁹ MOE (2002), Manual for Educational Organization and Management, Community Participation and Finance (Blue Book), p.6.

¹⁵⁰ FDRE Constitution article 52(2(c)) This part of the constitution give a room of power for regional states to formulate and execute economic, social and development policies, strategies and plans.

[TTCs], placing TTC trained teachers” by inviting professionals from the zonal/*woreda* education offices, providing training to enhance the capacity of school administrators and community representatives, cooperate NGOs and communities for the effective implementation of education service delivery throughout the region are among others.¹⁵¹

3.3.3. Powers and Functions of *Woreda* Administrations

After the 2002 [second wave of decentralization], MOE has assigned a clearly delineated powers and tasks for *woreda* government education offices. According to the “2002 MOE manual for Educational Organization and Management, Community Participation and Finance (Blue Book).” *woreda* administration education offices [hereafter WEAO] has taken the responsibility for; -

1. Establishing and managing primary and secondary schools as well as technical and vocational educational institutions,
2. Working for equitable education service with the emphasis on providing primary education in the *woreda*.
3. Checking the education service provided by governmental and nongovernmental institutions at *woreda* level weather it is in accordance with the national/regional standards,
4. Establishing boards and committees composed of parents, teachers and community representatives to have the sense of ownership on the education sector.
5. Mobilize the community to participate in the, overall tasks of education provision [financial contribution, decision making
6. Conducting supervision in school for maintaining the quality of education and so on...etc.¹⁵²

Furthermore, to create strong intimacy between the community and the education sector, for transparent and accountable service delivery by strengthening citizens” ownership and impressive involvement establishing independent supportive institutions is mandatory at WAEO/CAEO level.¹⁵³ These institutions (WETB/METB, KETB and PTAs) have their own

¹⁵¹MOE, (2002), Blue book, p. 7

¹⁵²MOE, (2002) Blue book p. 8.

¹⁵³ *ibid*

distinct powers and functions in the education service provision. To have interlinked ideal flow these institutions are presented in their bottom up seating.

3.3.4. Powers and Functions of PTAs

Beginning the 2002 second wave of decentralization PTAs has been instituted as an independent institution. They are the most nearest for schools, established as a bridge to have strong nexus between schools and the community. They instituted with the aim to enhance community participation in financing and good governance aspects of education. PTAs are accountable for teachers and parents association. According to the 2002 blue book details members of PTA are elected through direct involvement of the local (kebele) community with a minimum of 7 members and to serve at least for three years which composed of;

- The chairman elected from parents (community)
- Two members are (1 woman) elected from the school teachers
- Four members are elected from parents (community).

3.3.5. Powers and Functions of KETBs

These institutions are established within keblle administration where schools are found. The blue book annotated that, members of the KETB are equal in number with members of PTA and elected from different institutions by applying the same processes. They elected from;

- The chairmen of kebele administration also serve as the chairman of the KETB.
- The school principal assigned as a member and secretariat
- Three members of the school PTAs (schools found within the *kebele*) delegated as representatives of the community
- One member elected from women's and youth association office
- One member from the kebele's teachers association.

These members of the KETB are accountable to *kebele* administration council with various powers and functions like;

1. To approve and follow up the annual plan of schools

2. To mobilize the community to contribute money, materials and manpower for construction of new schools or to repair and expand existing one.

3.3.6. Powers and Functions of WETB/METB

With the aim to have direct or indirect community involvement on the issues of education, W/CAEOs are expected to establish WETB [METB in cities having municipality] who lead and control the overall tasks of the education service. These institutions are responsible to connect the community with the education service to develop sense of ownership on the service provision. Due to this fact members of the WETB/METB are organized from/composed different institutions such as;

- The head of the *woreda* civil service office is assigned as a chairman;
- The executive of the WEO/municipality education office is a member and secretariat in the institution;
- Five members from the KETB institutions among thus, two of them are male and female from school PTA members and
- Three members elected from the *woreda* teachers association [1], women association [1] and youth association [1] delegated bodies.¹⁵⁴ In addition *woredas* having TVET centers should include members from production centers.

Having such composition the institution is accountable for the *woreda/city* administration council with the following powers and functions;

1. Evaluate and ratify the annual plan of CAEO
2. Control the access and fairness of education service delivery
3. Searching financial funds for the sector by devising fund raising mechanisms
4. Consulting and cooperating the community and civil society organizations to construct schools and to assist the service provision.
5. Follow up and Evaluate decisions decided by KETB when appellants“ consider decisions are not legal and biased...

¹⁵⁴ Furthermore if there is anybody considered as necessary to be incorporate in the institution it is possible to incorporate members in the WETB/METB. And in the *woreda/urban* local government having TVET schools, delegates of production centers are also incorporated as a members of the WETB/METB.

6. Create conducive environment to provide capacity building training for KETBs and school committees,
7. Designing mechanisms for the utilization of finance collected from the enrolment of 2nd cycle secondary school students and payment of TVET students.

3.4. Reviewing Community Participation under the ETP and Related Documents

Due to the fact that education is not the sole responsibility of a few education professionals the ETP recognizes multilevel involvement of stakeholders for effective education service delivery. For instance the ETP and its implementation module allows and motivates peoples to be actively engaged in the educational process, contribute their share in the expansion of its finance and to ensure its democratization. Furthermore clause 3.7.4 of the Education and Training policy stipulates:

Due attention will be given to popular participation, in the production, distribution, utilization, upkeep, care and safety of educational materials, educational technology and facilities.

This indicates that the role of community in educational provision has been placed at the center of the designed policy. The policy initiates the whole society to support the action of education service provision in various ways.

Furthermore, beginning from 2002 (the second phase of decentralization), the MOE has clearly putted the responsibilities of the community in the education sector. According to manual of the 2002 MOE “education leadership reform, finance and community participation” communities are expected to involve in;

a. Financing the Education Sector

The ETP states that primary and general secondary educational programs (grade 1st to 10th) for students is promised to be provide freely; - this meant that the largest share of the cost of these levels of education has to come from government. Here to have a strong financial arm for better education service expansion and maintaining its [quality]¹⁵⁵, communities are expected to cover

¹⁵⁵ Education quality in schools could be ensured through the collaborative task of stakeholders (including State and non-State actors (such as civil associations, community organizations, and religious institutions)) by cooperating for

partly the education expenditure in collaboration with the government in constructing new schools, renewing existing schools and providing educational inputs.

b. Participating on School related Studies [action research]

Communities have the responsibility to involve in researches related to school challenges to mitigate hindrances for education service delivery in their surroundings. According to the blue print manual, identifying and minimizing problems associating with students' dropout and repetition, student's misbehavior and so on... are the aims of the research carryout in collaboration with the community and stakeholders.¹⁵⁶

Despite having such legal provisions, practices in community participation in the country vary across local governments and institutions. This is due to the fact that community participation depends on local governments and institution capacity in creating awareness.

multidimensional tasks such as in providing teaching materials, constructing schools with furnished classrooms and the presence of skilled teachers as well as skillful school administration and etc.

¹⁵⁶ MOE(2002), blue book, p.47

CHAPTER FOUR

BRIEF DESCRIPTION OF THE STUDY AREA

Introduction

This chapter discussed general historical overview of Gambella National Regional State with a focus on presenting a detailed description about the locus of the study, Gambella City. The description emphasizes on location, demographic aspect, ethnic composition and their political participation as well as the socio-economic characteristics of residents in the study area.

4.1. General Overview on Gambella Regional State

Geographically, Gambella Regional State is relatively situated in Southwestern lowlands of Ethiopia. It was incorporated to the Ethiopian empire in 1898 by Ras Tesema Nadew. Its incorporation had been legalized through official agreement of boundary demarcation signed between Emperor Menelik II of Ethiopia and the then British minister Harington of the Sudan.¹⁵⁷ Emperor Menelik II had permitted a free trade zone from political and militaristic manipulations for the then British colony of the Sudan government first along the edge of the Baro River around Itang and later in 1906 in Gambella town that enforce the local residents to be governed by the then British rule until Sudan restored its independence.¹⁵⁸ On the pretext of the treaty without the authorization of the Emperor, the Colonial Administration had instituted Revenue and Custom Authority in Gambella town.¹⁵⁹ This indicates the unreserved interest of British for territorial expansion towards the interior part of Western Ethiopia, Gambella.

During that period, Gambella had been served as a commercial port for Ethiopia in its southwestern trade contact with the Sudan Government.¹⁶⁰ In terms of administration, from the early 1940s to the establishment of the first republic known as People's Democratic Republic of Ethiopia (hereafter PDRE) in 1987, the present Gambella Regional State was governed under the

¹⁵⁷ Bahru, (2008), Society, State, and History Selected Essay: An overview and assessment of Gambella trade, (1904-1935) p. 151. መኩሪያ መካሻ (2008). ከቤተ-መንግስት ዶሴ: የብሉታ ወልደማሪያም መዘክር (በያይነቱ ማመልከቻ እና ደብዳቤ የሚገለጥበት ደብተር.

¹⁵⁸ መኩሪያ መካሻ (2008). ከቤተ-መንግስት ዶሴ: የብሉታ ወልደማሪያም መዘክር (በያይነቱ ማመልከቻ እና ደብዳቤ የሚገለጥበት ደብተር በገፅ 69 ላይ.

¹⁵⁹ በዚሁ መጻሕፍት ውስጥ በገፅ 70 ላይ.

¹⁶⁰ Bahru (2008) supra note p.149

governorate of Illubabur province as a district level autonomy.¹⁶¹ Later on, with the formation of PDRE in 1987, with the aim to respond the raised nationality questions to end ethnic operations by establishing local self-governments,¹⁶² Gambella had been emerged as its own administrative unit.¹⁶³ Before and after the establishment of PDRE, until the recognition of its regional autonomy a massive landmass of the current Gambella region was owned under Kaffa and Wollega provinces.¹⁶⁴

Politically, with establishment of a limited form of administrative unit in 1987 the indigenous communities began to involve in the politics and managed to hold two key offices of the regional administrator and party secretariat.¹⁶⁵ The newly and lately emerged administrative structure of the 1987 in Gambella, had strengthen the resource seeking competition among the Angwah and Nuer and transformed in to power struggle at the end of 1980s the. Nuer had regulated the political position and occupied the administrative positions at the administrative unit. Such golden age of Nuer community was an outcome of Derg's foreign policy towards Sudan and the ethnic affiliation the Nuer's of Ethiopia with the then SPLM.

Despite its historical and economic significance, Gambella had been totally neglected by the imperial regime from the political, social and economic arena and ignoring cultural recognition of the indigenous ethnic groups¹⁶⁶ Likewise Medhane (2007: 4) shared the idea of Dereje that the government never granted any legal provision to empower politically and make beneficial the local community from the earned profits of the inland port.¹⁶⁷

Generally, although some positive political measures were taken by the Derg regime, the area was not integrated with the center and became among the extremely marginalized areas of Ethiopia in the political, economic, cultural and social aspects of the communities' life.¹⁶⁸ This

¹⁶¹MOE and Fine Arts (1972) Education Challenge to the Nation: Report of the Education Sector Review: Draft Revised Edition November 1973 Part C Technical Papers, p. 153.

¹⁶² Young (2009), Ethnicity and Power in Ethiopia, p. 534. : Review of African Political Economy, Vol. 23, No. 70 (Dec., 1996), pp. 531-542: Published by: Taylor & Francis, Ltd.

¹⁶³The Constitution of The People's Democratic Republic of Ethiopia.

¹⁶⁴An interview made with man who was among the establishers of GPLM and currently a party membership of GPDM.

¹⁶⁵ Dereje, (2006), The Experience of Gambella Regional State (ed) Ethnic federalism: The Ethiopian Experience, p. 211.

¹⁶⁶ Dereje, (2006), Supra note, p. 210.

¹⁶⁷ Medhane, (2007), Gambella the Impact of Local Conflict on Regional Security, p.4 Retrieved on https://www.files.ethz.ch/isn/123907/2007_05_01_Gambella.pdf.

¹⁶⁸ Medhane, (2007), Supra note, P. 5

non-accommodative act enforce the indigenous Gambella People to lose their sense of belongingness to the Ethiopian State.¹⁶⁹

After long years of its formation, with the arrival of the party Gambella People's Liberation Movement (here after GPLM) allied with EPRDF,¹⁷⁰ to the political sphere and the designing of *Ethnic Federalism* in Ethiopia,¹⁷¹ Gambella has obtained Regional autonomy. The recognition of Gambella as an autonomous Region is associated with the promulgation of the proclamation No. 7/1992 proclaimed for the establishment of National/Regional Self Governments in Ethiopia.¹⁷² Currently it is among the nine member states and two city administrations of the federation of Ethiopia.¹⁷³

Due to the fact that the implementation of *Ethnic Federalism* the State has been established as independent sub-national entity by the indigenous Nationalities and Peoples namely the Angwah, the Nuer, the Mejangir, the Komo, and the Oupo.¹⁷⁴

¹⁶⁹ Ibid

¹⁷⁰ Dereje, (2009), Supra note, at the same page.

¹⁷¹ Medhane (2007), p. 5. Note: - Other scholars confirmed that the form of federalism designed in Ethiopia is Ethnic Federalism plus Multi ethnic by justifying the practiced federal system in the country. Dereje for instance argued that despite the constitutional basis of the preamble of FDRE constitution and article 8 of the constitution, the federal system has not fully implemented on its promises rather only finger counted ethno-regional states were established. Some of these ethno-regional states were bounded and named after resident ethnic majorities with the power to enforce ethnic minorities that are found under their jurisdiction. These states include Oromia, Amhara, Tigray, Somali and Afar. While Gambella, Nation Nationalities and Peoples Regional State (GNNPRS), Southern Nation Nationalities and Peoples Regional State (SNNPRS), Benishangul/Gumuz Nation Nationalities and Peoples Regional State (BGNNPRS) are organized as multi-ethnic regional states. The case of Gambella national regional State there were large number of host ethnic groups before the establishment of the region but the Constitution not recognized them as a member of the indigenous communities to manipulate the regional politics.

¹⁷² Gambella, Nation Nationalities and Peoples Regional State is listed as region-12 under article (3 (1)) of the proclamation No. 7/1992 which proclaimed the establishment of National/Regional Self Governments in Ethiopia by Transitional Government.

¹⁷³ Gambella Nation Nationalities Peoples Regional State also similarly listed as a member State of the FDREG as region-8 under article (47(1)) of the FDRE Constitution.

¹⁷⁴ Gambella Nation Nationalities Peoples Regional State revised Constitution. Article 46 (1)

Now a days, Gambella has a regional autonomy and it shares communal boundary with Benishangul Gumuz to the North, Oromia to the East, SNNPRS to the South and Southeast and Republic of South Sudan to the South, West and Northwest.¹⁷⁵ Astronomically the location of region lies between 7 to 8.37⁰N Latitude and 33 to 35⁰E Longitude.¹⁷⁶

The total land area of the region covers 29,782.82 km² which constitutes around 2.6% of the total land area of Ethiopia.¹⁷⁷ It had organized in to three distinct nationality zones of the Agnawah, Nuer and Majang consists of 13 *woredas* and Gambella city administration. Excluding of Itang special *woreda* and *Gambella* city administration the remaining twelve *Woreda* administrations are established under the three Nationality zones. The Angwa Nationality zone comprises five *woredas* namely Abol/Gambella zuria, Abobo, Gog, Dima and Jor. Similarly the Nuer zone contains 5 *woredas* Lare, Jikawo, Mekoy, Wanthwa and Akobo while the Majangir zone also dissected into Goderie and Mengeshi *woredas*. Out of these *woredas* Itang *woreda* is established as special *woreda* with the aim to accommodate the interest of the three ethnic groups of the Angwah, Nuer and Oupo while Gambella city is recognized as an autonomous urban local government directly accountable to the residents of the city and the State council.

According to the Ethiopia population data sheet enumerated in 2007 the total population of the region was 307,096 which comprised 4.17 % of the total population of Ethiopia. Among these, 77,925 (40,934 males plus 36,991 females) or 25.4 % were urban residents while the remaining 229,171(118,853 males plus 110,318 females (74.6)) were inhabited in rural areas.¹⁷⁸ In terms of ethnic composition, among the total population 46.6% were Nuer, 21% Angwah, 4% Majag, 0.32% Opuo and 0.02% Komo which are commonly known as indigenous ethnic groups.¹⁷⁹ In terms of religion, the 2007 census report depicts that most of the population [both indigenous and highlanders] in the region are Protestants which had a share of 70.1%, Orthodox (16.8%), Muslims (4.9%), Catholic (3.4%), Traditional (3.8%) and 1% of others. A projection made five

¹⁷⁵ Gambella Nation, Nationalities and Peoples Regional State Constitution Article 2.

¹⁷⁶ Gambella, Nation Nationalities and Peoples Regional State, (2007), 10th Ethiopian Nation Nationalities and Peoples Day Magazine. P. 18.

¹⁷⁷ Central Statics Agency 2012/13, Note: - different authors" provides different numeric value for the total land area of Gambella region. For instance Dereje, Medhane, Fana G/senbet and Gebrehiwot; putted differently as follows 25,294 km², 34,063 km² and 3,203, 380 hectare (32, 033.8km²) 25,802 KM2 (2.3%) respectively.

¹⁷⁸ Central Statics Agency Gambella Regional State of Ethiopia 2007

¹⁷⁹ Gambella Nation Nationalities and Peoples Regional State, (2015), 10th Ethiopian Nation Nationalities and Peoples Day Magazine. P. 18.

years later by the CSA in 2012/13 depicts that the regional population had been counted 406,004 with population density of 13.6 people per km², a highly sparsely population distribution as compared to about 67 persons per km² at national level.¹⁸⁰

The overthrow of Derg in 1991 resulted the shift of power control of the Angwah over the Nuer.¹⁸¹ This was because of the political affiliation of the GPLM established by the Agnawah elites in support of TPLF in the early 1990s. Before the 1994 census the Agnawah represented with a disproportionate representation in the state council while regional party chairman is left for the *Nuer* ethnic group. However Dereje (2006:221) contended that the 1994 national census created an insight on the *Nuer* politicians as the Nuer in the region shares 40% of the regional population i.e. greater than 27% of the Agnawah which arouse the Nuer for further quest of representation in the state council having exceeding seat more than their contestants of Agnawah.

Until the nomination of current president of the regional state named Gatluak Tut Khot (from the Nuer ethnic) come to power after Omod Obong Ulom in 2012, the Agnawah had controlled the State Presidential position. With the establishment of Gambella as a regional state status, undoubtedly the power of House Speaker of the regional council is remained as untouchable power for the Majang ethnic groups.

From the late 1959 onwards slightly the missionaries and the Derg government made attempts to get access social services institutions such as education and health services in the area. In 1970 (four years before the collapse of the imperial regime) Gambella's district total population was accounted 87, 600 of which 12, 900 were school age population with the only share of 1823 primary school enrollment age and 14.1 % of participation rate.

Furthermore, the adoption of federalism which is suitable for the effectuation of decentralized government system, educational infrastructures is extensively expanded in the region at the whole and in the city in particular. As a result the problem in equity and access of education in the region is partially addressed. The provision of education through multilingual instruction is an equitable and accommodative achievement that enhances the peaceful coexistence of ethnic groups in the region. In terms of accessibility, the 2014/15 MOE annual abstract presents that the

¹⁸⁰ National central Statics Agency of Ethiopia. 2012/13

¹⁸¹ Medhane, (2007), P.11 Retrieved on https://www.files.ethz.ch/isn/123907/2007_05_01_Gambella.pdf

region has a preprimary school age population of 30,231 with sex composition of 15,327 male and 14,904 female. Out of these, the total registered students constitutes 29,082, (15,369 male plus 13,713 female) with the share of 16,491 (8,831 male and 7,660 female) GER and 12,591 (6,538 male and 6,053 female) NER. Secondary school age population in the region constitutes 36,969 with sex composition of 19,401 male and 17,568 female having the GER of 26,776 (16,755 male + 10,021 female). NER at secondary school in the region for 2015/2016 academic year constituted 14,913 with the makeup of 9,026 male plus 5,887 female students.

All the above enrolled students (under the GER and NER) are taught by distributing in 293 primary schools and 54 secondary schools. There are also 43 alternative basic education schools throughout the region.¹⁸² In addition, two governmental and one private [faith based] Technical and Vocational Education and Training [TVET] centers and one governmental Teachers Training College [TTC] are constructed to provide trainings for elementary school teachers in diploma level.

Recently like the rest regional States of the FDRE, university has been opened in Gambella Regional State in 2014/15 with the view to produce educated and competent citizens in enhancing democratic thinking for social coexistence and peace building as well as the overall development of the country.

4.2. Brief Description of the Study Area: Gambella City Administration

4.2.1. Location of the study area

The study area, Gambella city is located 766 km southwest of Addis Ababa.¹⁸³ It is out of the thirteen (13) *woredas* of the region having its own urban city administration status and serves as a seat of the district (from 1939 to the end of 1980s).¹⁸⁴ Furthermore post 1991 with implementation of decentralized government system, Gambella city maintains its seat for the Regional State (capital of the Regional state) and Mayor of the city administration.

¹⁸² Gambella Nation Nationalities and People Regional State Bureau of Education, annual report of 2016.

¹⁸³ Gambella Nation Nationalities and Peoples Regional State Transport Office.

¹⁸⁴ Gambella City 100th Year ceremonial Magazine April 2015. P.19

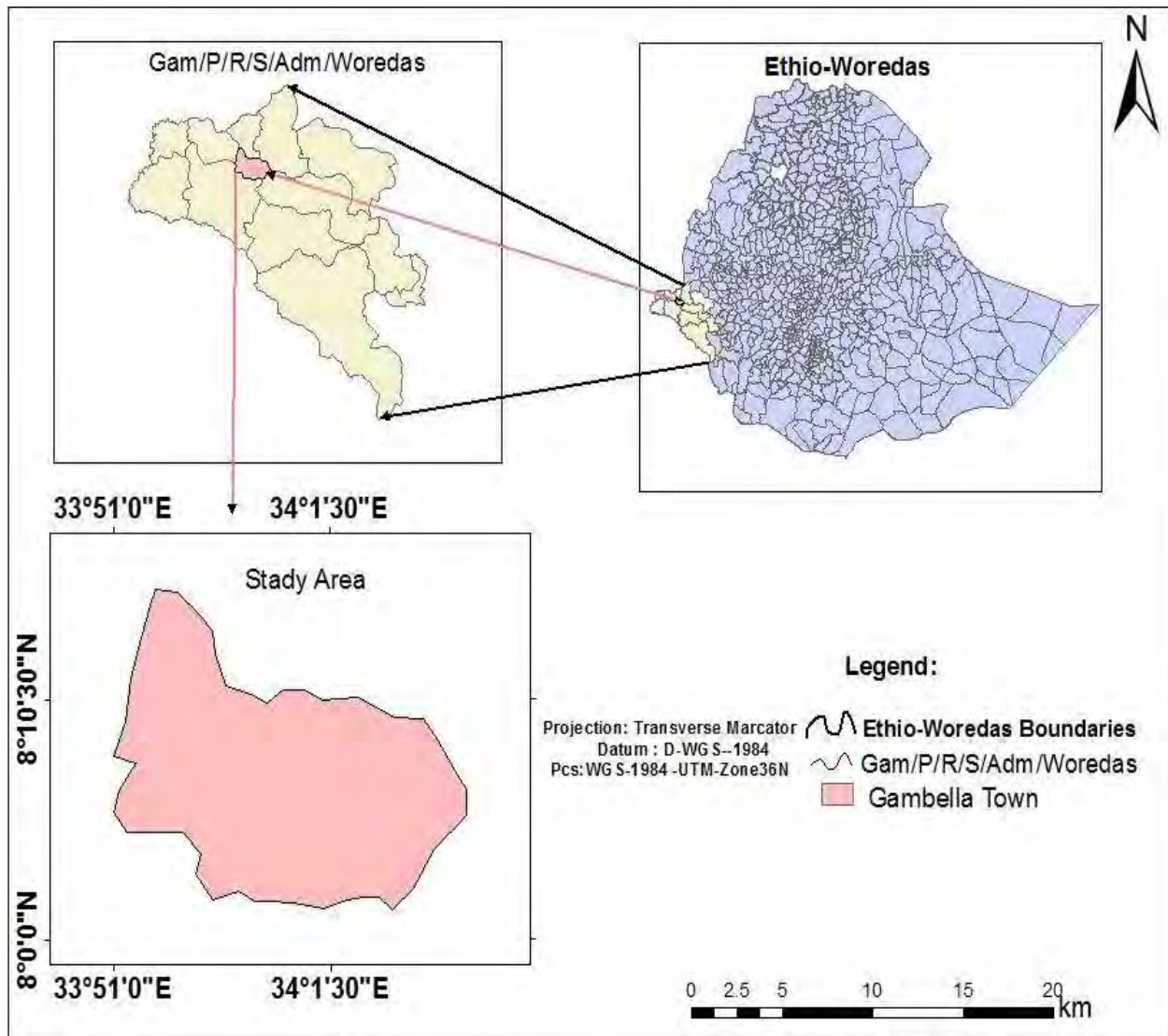
The total land area of the city covers 7.651km or 765.10 hectare,¹⁸⁵ which constitutes only 0.026% of the total land area of the region. But in the last two successive years (2015-2017) the city is expanding growingly towards its four edges. The city is separated in to two parts by Baro River and the bordering land masses are connected by the Baro-Bridge 305m long.¹⁸⁶ The city adjoined by Abebo in the North, Itang special *woreda* in the West and Orimia Regional State in the South and West¹⁸⁷ and its absolute location is in between 8° 0' 00" N latitude to 8° 10' 30" N and 33° 51' 00" E to 34° 1' 30" E longitude. Both the relative and absolute location of the city administration in its National & Regional settings mainly with its neighboring *woredas* is described in the map below.

¹⁸⁵ Central Statics Agency of Ethiopia 2012/13.

¹⁸⁶ The 305m length of the Baro-bridge is putted at the southern edge (entrance) of the bridge. Furthermore, the researcher of this study had measured (proofed) by using metric measurement.

¹⁸⁷ Gambella Nation Nationalities and Peoples Regional State, (2015), 10th Ethiopian Nation Nationalities and Peoples Day Magazine

Figure 1: Location Map of the Study area in its National & Regional settings



Source: Ethio-GIS processed with ArcGIS 10.3 Version, 2018

4.2.2. Demographic Aspect and Ethnic Composition

Data on population are essential for socioeconomic development and planning.¹⁸⁸ Population growth, its age and sex composition and spatial distribution are among the important factors in determining the present and future development need. Age structure influences employment pattern while total number of population determines resource allocation, use and the need and scale of social service.¹⁸⁹

Accordingly, based on the CSA 1999 E.C (2007) censuses report the total population which inhabited in Gambella city was 39,022 with the sex composition of 20, 790 males and 18, 232 females. After five years, population projection of 2012/13, the total population of the city was 64, 076 with a population density of 16.9 persons per square kilometer.¹⁹⁰ According to the CSA report of population projection for 2016/2017 currently the total population of the city is projected to be 74,102 of whom 39,108 are males and 34,994 are females.

Although identifying the exact composition of each ethnic group in the city may have various values, there is no updated ethnic based data including the 2007 national census. Bearing in mind, the above projected population in the city is the sum total of the five indigenous and nonindigenous ethnic groups commonly known as *Degegna*, (Amhara, Oromo Tigrean, Wolayta and Kembatta) which are majority in number than Majang, Upo and Komo ethnic groups of the city residents but, minority in politics.

The indigenous ethnic groups are the political manipulators through their representatives in the city council. Before the nomination of the current regional state president Gatluak Tut Khot from the Nuer ethnic group the head of the city government was nominated from the *Nuer* ethnic group while the vice mayor was assigned from the Agnwah. But after the regional president has been nominated from the Nuer, a head of the city administration is left for the Agnwah ethnicity.

In addition, despite their voicelessness in decisional process the non-indigenous communities (mainly from the four major political parties of EPRDF, such as TPLF, ANDM, OPDO and

¹⁸⁸ Benishangul/Gumuz Regional State Government Communication Affairs Bureau (2013). Facts about Benishangul/Gumuz, (Annually published Bulletin).

¹⁸⁹ Ibid

¹⁹⁰ Central Statistics Agency of Ethiopia 2012/13

SEPDm) are delegated politically as a committee of the social and economic council of the city administration.

4.2.3. Socio-Economic Characteristics

Gambella city has a diversified society with different levels of economic status. Numbers of the people who live in the city maintain their livelihoods as civil servants under various governmental and non-governmental institutions. There are also other economic activities both the indigenous and highlander communities relied on. Among others, trading, agricultural activities mainly crop and livestock production and fishing are the major sources of livelihood in addition to service providing institutions.

With this regard trade is a source of income for a considerable number of residents in the city mainly for the nonindigenous, while some other residents both from indigenous (mostly the Agnawah) and the nonindigenous communities lead their livelihood by producing crops along the coast of Baro River. The remaining residents (mostly the *Nuer* and some of the highlanders) are engaging on livestock production. The fishing sector mainly sourced from the Baro River also has a vital economic significance for the rest of indigenous communities“ lives in the city.

4.2.4. The Establishment of Modern Education Institutions in Gambella City¹⁹¹

Modern education in the area was began lately in 1943 by the Catholic missionaries.¹⁹² The first public school was established by the name of Gobena Dache the then Military General of Emperor Menelik II and till now the school is called as Ras-Gobena School which served for the students whose number were not more than forty [40] and all of them were men until the end of 1959.¹⁹³ The Grade levels which were thought during that period were from Grade 1st to 3rd grade.

Later on from 1960 onwards in lesser extent the missionaries and the Derg government made attempts to access education service institutions in the area.¹⁹⁴ As a result in 1970 by using the financial support of the Sweden Government Ras-Gobena school had been increased its grade level to Grade 8th. Followed to this in 1980 the Gambella Secondary School was constructed mainly for grade 9th students of the South Sudanese which were displaced by the South Sudan

¹⁹¹ This part of discussion is based on both published and unpublished as well as interviews made with senior citizens of the city who positioned in the city and *Woreda* Administrative staffs.

¹⁹² Gambella City 100th year celebration Magazine (2014/15). P. 29.

¹⁹³ The interview made with aged man now and he was among the students who learnt in the building.

¹⁹⁴ Dereje cited above.

Liberation Movement (SPLM) of *Agnagna*.¹⁹⁵ At that time the local community students those who completed grade 8th in Ras-Gobena had been enrolled in the newly constructed school.¹⁹⁶ As it is described in the magazine the construction cost was covered by the SIDA contractor of Elementary School Building Unit (ESBU). Subsequently this school had grown its level to G-11th and 12th school level in 1983.¹⁹⁷

In addition in 1984 the Derg government had constructed five educational institutions, which comprises of three G-1st to 4th (what is now called 1st cycle primary school) two full elementary schools (G-1st to 8th) and one Teacher's Training Collage (TTC) that trained teachers in certificate level in 1989. The expansion of schools by the Socialist Derg had increased the number of schools in the city in to seven schools and one certificate level teacher's training collage.

Due to its political seating, the city had better educational infrastructure relatively than the rest *woredas* of the region even before the coming of Gambella People's Liberation Movement GPLM (an affiliate party of EPRDF) which represents politically the indigenous community. However, the then expansion of educational institutions doesn't address the equity and accessibility of the service in the area. Because, the indigenous communities even those who located within the town were not empowered for the education.

Generally such uneven distribution of educational institutions in the area created educational opportunity gaps between urban and rural areas and between genders as well as the highlanders and the host communities.¹⁹⁸

Therefore, the overall status of modern education provision (in terms access, quality and equity) in the region, in general and Gambella city in particular had been extremely limited and inequitable until the last twenty seven years.¹⁹⁹ This proven that the area was among the past marginalized areas of Ethiopia in terms education service delivery until 1991.

¹⁹⁵ Gambella City 100th year Celebration Magazine (2014/15). P.30

¹⁹⁶ The information obtained from the secondary data source written as dedication for the establishment of Gambella high school.

¹⁹⁷ Gambella city 100th year celebration Magazine (2014/2015). P. 30.

¹⁹⁸ The interview made with the social committee of the regional council. Further detailed the educational institutions were concentrated in urban areas and the education opportunity was given for the highlanders mainly for those who delegated in governmental positions.

¹⁹⁹ The interview made with a senior membership of Gambella Peoples Liberation Movement (GPLM) and the vice president of the Regional Bureau of Education.

CHAPTER FIVE

DATA INTERPRETATION, DISCUSSION AND ANALYSIS OF FINDINGS

This chapter discussed the implementation of decentralized education service delivery with a detailed descriptive analysis of the obtained primary and secondary data in specific reference to Gambella city administration. Description on the legal framework of the city administration and its powers and functions on the education sector is defined and discussions on issues raised in the research question are followed.

5.1. The Legal Framework of Gambella City Administration as an Autonomous Government Entity

The legal recognition of Gambella city as an autonomous urban government entity is an outcome of the FDRE Constitutional stipulation of article 50(4).²⁰⁰ In line with this the Constitution of GNNPRS has ensured the existence of local governments (Nationality zones, *Woreda* and *Kebelle* administrative units) as hierarchies of the regional government.²⁰¹ Likewise the Gambella regional state Constitution also permits the establishment of urban self-administration for cities to enhance their own development.²⁰² As a result Gambella city has been established by the Gambella city proclamation No. of 47/2006 as urban city administration with its own powers and functions which enables it to manipulate the political, social and economic affairs of the *woreda* itself.

5.1.1. Powers and Functions of the City Administration on Education Service

According to the Gambella city proclamation number of 47/2006 the city council has numerous powers and functions. Here the already listed are the powers and responsibilities of the city council which have notably a linkage with the education service sector: -

1. The city administration has the authority to levy tax and administer the finance issues with the responsibility of generating income.

²⁰⁰ In reference to the organizational structure of regions; the FDRE Constitution article (50(4)) gives regional states have the power to establish the local government and other necessary administrative levels

²⁰¹ GNNPRS, article (45(1)) explained that the regional government organized in such way of Nationality zones, *Woreda* and *kebele* administrations.

²⁰² GNNPRS, article (45(3))

2. The city council is responsible for the provision of social services in general and education in particular to the city residents (by expanding, facilitating, and administering schools beginning from KG to G-10th level).
3. The city council has the authority to approve city budget and to review the work progress of different sectors [including the education sector] and executive members.
4. The city council has the power to hire and enhancing personnel's capacity and discharging them from their job when it thinks they are not fulfilled their expected duties.
5. It has the power to check the finance [by the audit office] weather it is properly utilized for the intended plan or not and transferring decisions depend on the review.

5.2. The Current Status of Education Service Delivery in Gambella City

Ethiopian education is delivered through formal and non-formal modalities. The objective of formal education is to bring up citizens who respect human rights, stand for the well-being of people, as well as for equality, justice and peace, endowed with democratic culture and discipline among others.²⁰³ Basically, the non-formal is provided to combat illiteracy and focuses on literacy, numeracy and life skills training through the integration of multilayer governments. Having this in mind, the concern of this research is assessing the status of decentralized education service delivery (both the formal and non-formal) in Gambella city administration vis-à-vis to the national and regional educational standards. Therefore, the analysis of findings are made depending on polices and strategies which are formulated at that specific regard.

5.2.1. The Status of Formal Education Service Delivery in Gambella City

The decentralized government arrangement has paved a road to enhance a better educational infrastructure expansion in the city. Key informants from the city administration education office (here after CAEO) reported that each *kebele* in Gambella city has at least one public primary school. In addition there are also private schools beginning from KG to General Secondary School level in the city and this is a great achievement in the education sector.

²⁰³ Education and Training Policy (1994) clause (2) sub clause (2.2.1)

Table; 5.2.1. Number of schools (from KG to Grade 12th) in Gambella city in 2009 E.C.

No	No. of schools by Grade levels	Public schools	Private schools	Total No. of schools	Total No. of Students	Total No. of school age popu ⁿ
1	KG to 4 th		7	7	Student's enrolment in Gambella city schools varies from year to year. E.g. in 2017/18 they accounted 17,055 (8,894 m + 8161 f)	According to the 2007 census school age population in Gambella city was accounted 39,022 with a sex composition of 20,790 m + 18,232 f
2	1 st - 4 th	3	—	3		
3	1 st to 8 th	3	7	9		
4	5 th to 8 th	1	—	1		
5	9 th to 10 th	2		2		
6	1 st to 10 th	1 for (prisoners)	2 (KG-10 th)	3		
7	9 th to 12 th	1	—	1		
	Total No. of Schools	11	16	26		

Source; Gambella city Administration Education Office

As it can clearly be seen from the above table, schools in the city including both government and private owned reached to 26 in number. According to the GRSEB annual report of 2016/17 these schools served as a center of teaching for 17,055 with a sex composition of 8,894 male and 8161 female students. Whereas, according to the 2007 CSA census report total school age population in the city was 39,022 with the proportion of 20,790 male plus 18,232 female. From this, readers can grasp more than half of the city population reached to the school age (21,967(11,896 male + 10,071 female)) are out of schooling.

Similarly, as the preceding table depicted, public schools (beginning from KG to preparatory school) are 11 in number. Out of them one is for prisoner students whose number does not exceed more than 60 (sixty) in every year. The CAEO data shows in 2017/18 academic year the total number of students taught in these public schools were 13,321 (6910 male plus 6411 female) students. Despite their functionality, five of the public primary schools have recently

opened „O‘ grade classes.²⁰⁴ The interview made with the CAEO officials evidenced that, the pre-primary education provided through “O” class modality in public schools was launched recently (not more than two years). Similarly the task has not gone beyond opening classes.

The informant reported that due to lack of the expected school facilities to be fulfilled for children taught (such as “O” grade trained teachers, equipped classrooms and kids work book), still “O” class centers are not performing the task properly. This resulted from a limited concentration given by the REB and the CAEO executives in searching funds and allocating budgets for the education sector in general and the pre-primary level of education in particular while other REBs in the country are performing it properly. For instance Tigray Education Bureau (hereafter, TREB) in 2016/17 had allocated 2000,000 (two million birr) to fulfill equipment“s for “O” grade class education. In addition, TREB, in 2016/17 registered 600 “O” grade diploma teachers (trainers) to train them at TTCs to prepare mentally equipped children before entering to regular education.

5.2.1.1. Gross and Net Enrolment Rates in Gambella City Administration

a. Gross Enrolment Rate (GER)

The Gross Enrolment Ratio (hereafter GER) accounts the total number of children enrolled in a particular grade level, regardless of their age.²⁰⁵ GER in percentage can be recorded higher than 100 %. This is due to the fact that countries attempting to address the backlog students interested in attending school but unable before because of inaccessible/inequitable education service delivery process. In Ethiopia the official primary school age population lies between 7 and 14 while age groups between 15 and 18 are for secondary school. The total enrolled students in Gambella city in 2017/18 year for the age group between 7 and 18 is 17,055 with the sex composition of 8, 894 (52.1%) male and 7, 509 (47.9%) female with differences in cycles. The GER at national level for grade 1st -8th in 2015/16 academic year accounts 108.7%. Whereas GER in Gambella at the regional level is 150 % which is higher than the national level. With the highest percentage compared to the national and the regional, GER in Gambella city at primary

²⁰⁴ “O” class modality refers to a grade before grade 1 where children are introduced to the school environment and take part in learning focused play.

²⁰⁵ MOE(2015/16(2008E.C)) Education Statistics Annual Abstract

school level is 161.56 %. This shows that in the city there are more children in primary school than children below or above the age group between 7 and 14 as compared to the national and regional level.

The national GER for 1st cycle secondary and preparatory school grades in 2015/16 academic year is 29.04%. At these grade levels, exceptionally, Gambella region has scored high GER of 72.43% (higher compared to all regional states)²⁰⁶ that ranked it in second order next to Addis Ababa city administration of 82.27%. GER in city has also a growth rate of 75.4% both at 1st and 2nd cycle secondary school grades. This GER result indicates that students in Gambella city at 1st and 2nd cycles of secondary education are out of the officially recognized age, i.e. below 15 or above 18 years.

The national GER for the 1st cycle secondary school (Grade 9th and 10th) is at 44.83% and 12.56% for preparatory school grades (grade 11th and 12th) while it is at 110.86% in Gambella at the regional level. In these grade levels Gambella city has achieved 109.54% in the 1st cycle secondary and 45.063% (918) in preparatory school grades. This highlights GER report is made by relying on outdated population projection and children were not recorded their age properly at the time of school registration.

b. Net Enrolment Rate in the City Administration

Net Enrolment Rate (hereafter NER) accounts enrolled rate specifically age groups between 7 to 14 for primary school grades and 15 to 18 for secondary school grades.²⁰⁷ The targeted (planned) NER at the national level in 2015/16 was 93%.²⁰⁸ Exceptionally, the national NER had been reported at 100.25%. Concerning to this errored data the MOE in 2015/16 annual abstract has

²⁰⁶ GER in 2015/16 academic year varied across regions. Accordingly GER it is achieved by 45.45% in Tigray regional state, 8.62 in Afar region, 33.13 in Amhara region, 23.32 in Oromia region, 11.19 in Somalia region 31.29 in Benishangul Gumuz region 72.43 in Gambella region, 30.80 in SNNPRS 36.30 in Harari region 82.27 in Addis Ababa city administration and 26.55 in Drie Dawa city administration which resulted an aggregate GER 29.04 at national level.

²⁰⁷ MOE (2015/16) Education Statistics Annual Abstract.

²⁰⁸ *ibid*

disclose that the country's NER (100.25%) is exaggerated and data is highly impacted by inaccurate and outdated population data when regions made their NER report.²⁰⁹

NER of the primary school grades in Gambella region in 2015/16 was accounted 120.64% which is the highest than the NER of the national and all subnational governments.²¹⁰ The highest NER of the Gambella region implicates that, there is a big problem in identifying the proper age group when students enter to the school system. This in turn resulted a distorted data at the country level. Likewise primary NER in Gambella city has also a growth rate of 110.4% students.²¹¹ This highlights like the Gambella region in Gambella city schools too, errored data had been in screening the school age groups at the time of school registration. Students young than 7 or old than 14 that expected to be enrolled under the GER were registered at the place of NER in Gambella city schools. As the Gambella region NER report ensued exaggerated data for the national report the Gambella city NER had also resulted not correct figure for the regional annual report.

The national NER for general secondary and preparatory school grades (grades 9th to 12th) is achieved by 23.78%. Gambella region has 40.34% which placed it in the second rank next to Addis Ababa with NER of 63.72. This indicates that next to Addis Ababa large number of students are enrolled at their perfect age for grades 9th -12th. The NER in Gambella city for the same grade level is 42.9%, this similarly suggests that, maximum number of students at their appropriate age are taught appropriate grades. But it is arguable whether the age of students at the time of their school entrance recorded correctly or not. Likewise the GRSEB in its 2016/17 annual report remarked that problems of double registration of students in two and more woreda schools was a reason for the presence of high NER at the regional level in general and city level in particular.

²⁰⁹MOE remarked that the NER value in 2015/16 should not exceeded more than 100%. Increment more than 100% will be expected over coming years when an accurate population projection is produced by Central Statistics Agency and correct age of students is recorded in schools.

²¹⁰ The NER has broad differences across regions i.e. 107.45 in Tigray region, 55.49 in Afar region 101.72 in Amhara region, 97.58 in Oromia region, 84.64 in Somali region 92.05 in Benishangul Gumuz region, 108.82 in SNNPR, 120.64 in Gambella region (the highest) 96.23 in Harari region, 111.57 in Addis Ababa and 60.16 in Drie Dawa city administration resulted 100.25% of the national NER.

²¹¹ Gambella Regional Bureau of Education annual report for the 2016/17 academic year.

5.2.1.2. Pupil Section Ratio and Student Text Ratio in Gambella City

The Pupil Section and Student Text Ratios (hereafter PSR and PTR respectively) indicates the extent to which the quality of education is insured. Regarding to the formal education service provision, compared to the national and Gambella region PSR and STR there is a problem of large class size in Gambella city. Furthermore, to understand the ratio of classroom congestions in schools comparable with the Growth and Transformation Plan (hereafter GTP) of the Education Sector Development Program V (ESDP V) with its achievement at the national and regional level, education quality indicators in Gambella city with its detail analysis is presented in the following table.

Table; 5.2.1.2.a. Pupil Section Ratio (PSR) and Pupil Text Ratio (PTR) in Gambella city Administration in comparison with the National and Gambella regional State

Ratio	Grade Levels	National Level GTP in the ESDP		Gambella Region	Gambella City Administration
		ESDP V Plan in Ratio	2016/17 achieved in Ratio	2016/17 achieved in Ratio	2016/17 achieved in Ratio
Pupil Section Ratio (PSR)	1 st - 4 th	1:35	1:61	1:64	1: 119
	5 th - 8 th	1:50	1:49	1:57	1: 119
	1 st - 8 th	1:40	1:55	1:61	1: 119
	9 th -10 th	1:40	1:65	1:98	1: 137
	11 th to 12 th	1:40	1:52	1:76	1: 137
	9 th -12 th	1:40	1:59	1:72	1: 137
Pupil Text Ratio (PTR)	1 st - 12 th	1: 1	1:3.83	1: 5.02	1:2

Source; Ministry of Education (MOE), Gambella Regional Bureau of Education (GRBOF) and Gambella City Administration Education Office (GCAEO)

The national PSR standard for 1st and 2nd cycle elementary school grades is 1:35 and 1:50 respectively while it is 1:40 for both cycles of secondary school grades.²¹² Nationally, the achieved PSR for 2015/16 academic year is at 1:55 for grade 1st - 8th with variation across regions.²¹³ The lowest PSR for the primary school in this year was 1:39 and 1:41 in Drie Dawa city administration and Tigray regional state while the highest 1:61 and 1:116 in Gambella and Ethio-Somali regional states respectively. The PSR in Gambella city administration is 1:137,²¹⁴

²¹² MOE, (2002), the education and Training Policy and its implementation. P. 72

²¹³ MOE, (2015/16), Educational Statistics Annual Abstract; FDRE EMIS and ICT Directorate Sene 2009 E.C.

²¹⁴ Gambella city administration education office annual education report of the 2016/17 academic year.

which is higher than the actual performance of all subnational governments and the national PSR. Relatively this highest PSR (1:137) indicates that children in Gambella city administration learn in overcrowded classrooms compared to children in Ethiopia and other regions and by itself Gambella region.

The case in the point is, due to the fact that the mismatching between the constructed schools with exceeding number of enrolled students in schools. Most of the public schools found in the city were built before woreda decentralization had not been carried out as a prime concern in the country. To compare the extent to which school age population has been increased with a limited school expansion in the city, the timeline for school expansion (modern education development) in Gambella city is presented in the table below.

Table; 5.2.1.2.b. Timeline for the development of modern education (expansion of public schools) in Gambella city from 1940s to 2016/17

Regimes	Name Established Schools	Year of Establishment (Opening Year)
Imperial (Haile Selassie I) Regime	1. Ras Gobena Elementary School	Established in 1943 its grade level is from 1 st to 3 rd 1970 exceeded to grade 8 th
Derg Regime	1. Gambella Secondary & Preparatory School	Established in 1980 then exceeded to Grade 11th and 12th in 1983
	2. Jejebie Elementary School (Grade 1 st to 5 th)	Established in 1984 its grade level is from Grade 1st to 5th Grade 5th added in 2017/18
	3. Chenquar Elementary School (Grade 1 st to 5 th)	Established in 1984 its grade level was from grade 1 st to 4 th , grade 5 th opened in 2017/18
	4. Wibur Elementary School (Grade 1 st to 8 th)	Established in 1981 its grade level was from grade 1 st to 6 th it exceeded to grade 8 th post 1991
	5. Elie Elementary School (Grade 1 st to 8 th)	Established in 1984, its grade level from Grade 1st to 6th then expanded to grade 8th post 1991
	6. Dalkoch Elementary School (Grade 1 st to 8 th)	Established in 1989 its grade level from Grade 1st to 6th then increased to grade 8th post 1991
EPRDF Regime	1. Eliey Secondary School (Grade 9 th to 10 th)	Opened in 2007/2008 by dissecting pre-existing classrooms from Eliey elementary school
	2. Terkidi 1 st cycle primary S.	Established in 2009/2010
	3. New Land Secondary School - Grade 9 th to 10 th	Established in 2012/2013

Source; Interview with Senior Citizens of the City, Histories of School Establishment found in some schools and Gambella city Administration Education Office.

As clearly observed in the table, most of schools were opened in the Derg regime while only three schools constructed (Eliey Secondary School is opened in the preexisting primary school) after the arrival of GPLM/EPRDF to the State politics. Despite having reluctant school expansion in the city school age population has been increased alarmingly from 12, 900 by 1970 to 39,022 in 2007. This resulted large class size in Gambella city schools. Likewise the researcher had observed absence of fence for schools, in the study area when he was there and serve as a teacher from 2011/12 to 2015/16.

Concerning to this, [to minimize the problem of large class size] other *woreda* governments in the region had cried out impressive attainments in school expansion in 2016/17. For instance, Dima *woreda* in Agnwah zone, Mengeshi and Goderie *woredas* in Mejang zone had better achievement in the construction of new public schools by mobilizing the local community. Dima *woreda had* built 48 new classrooms in 15 preexisting schools by collecting 500 ETB per household level. Mengeshi *woreda* had also constructed 3 (three) new class rooms and one office at Jain Elementary school.²¹⁵

Regarding to this, informants from different interview groups (State and City councils, PTAs, school principals...) suggested that the fact behind the problem of large class size in Gambella city public schools is due to the absence of commitment of political representatives (executives) of the city administration and the regional government in coordinating the community to have better participation in the area of finance to build additional schools. Interview with the former vice executive of REB, before (4 years) and currently holds the position of curriculum expert coordinator (who has worked more than two decades in the education sector) supports this view.

There is chronic problems of large class size in schools throughout the region even students are taught under *das* (Amharic term for shade). The case is true in Gambella city. This is associated with the disability of governments (both the city and the regional) to construct new buildings due to the budget constraint. The REB is too weak in searching funds either from local private institutions or international NGOs. The city residents are not economically weak they have a capacity to contribute finance, but the party (GPDM representatives at the subsequent levels) are too weak in creating awareness for and mobilizing the city community, institutions [METB, KETB & PTAs] are not strong enough in bridging the community with schools.

²¹⁵ GRBE, (2009), Annual Report of the 2017 June.

Whereas comparatively, other Regional Education Bureaus (REB having the same level of autonomy with GREB) have better experience in cooperating local private and international NGOs to raise educational funds which can be emulated by the GRSEB. For instance Tigray Regional State Education Bureau (hereafter TRSEB) is supported by Tigray Development Association (TDA). TDA has contributed greatly by constructing four elementary schools in collaboration with NGO called Glimmer of Hope. In addition, this institution has constructed additional four elementary schools a total cost accounted 23 000 000 (twenty three million) ETB and has allocated more than 14,000,000 (fourteen million) ETB in the region. Furthermore TRSEB has support from Tigray Supportive Association USAID, Imagine One Day, World Vision, and Save the Children UNICEF in assisting the education sector in the region. However, city officials in Gambella lack commitment to do so for further classrooms construction in the city. The KI from GRSEB offered his idea regarding to this officials in the city worry for their protocol and per dime than what they need to serve for the community.

5.2.2. Mother Tongue Education [MTE] Service Delivery

In Ethiopian history until 1991, the Ethiopia language policies in education were not encouraging the use of local language as medium of instruction. Recently with the arrival of EPRDF led government in 1991, the right to speak, to write and develop language of Nation Nationalities has legal base in FDRE Constitution of article 39(2). Accordingly, due to its pedagogical advantage and the rights of nationalities in promoting to use their languages, the ETP ensured the use of local language as medium of instruction. Specifically, education in primary school is provided by mother tongue languages.²¹⁶ In line with the policy, Gambella regional state has developed mother tongue curriculum from grade 1st to 4th and a single mother tongue subject from grade 5th to 12th [for the concerned ethnic groups] by local languages such as in Nuergna, Agnawakgna and Mejengirgna and the provision is made to the respective zones where the speakers are being located.

Relative to others indigenous languages, Nuergna and Agnawakgna are languages dominantly spoken in Gambella city and the curriculum for all courses in 1st cycle primary schools are

²¹⁶ The ETP and its implementation document discussed that teaching the primary school students in their mother tongue has pedagogical significance, learners can simply understand what they are being taught in the class, and can grasp their environment simply. Beyond this the ETP recognizes teaching students in their mother tongue is also associated with respecting of their ethnic right.

designed by these two languages. In addition from 5th to 12th grade levels Nuer and Agnawagna textbooks are published for Nuer and Agnawah ethnic groups respectively. Since these subjects are seen as basic courses in collages and for winning job competition in civil service institutions of the region, voluntary *Degegna*,²¹⁷ students take these language courses in each grade (mostly in 9th and 10th) as supplementary courses for the purpose of college level scholarship and job opportunity.

Despite the devolution of power to RBE, in designing a primary education curriculum reflects the local context; school principals suggested that, there are problems of inadequate reference publications and uneven distribution of mother tongue textbooks in schools. Five school principal informants and discussants from student councils and teachers complained that the textbook distributed book in schools does not match with the existing total number of students. For instance ratio between mother tongue books and students who take mother tongue course, text student ratio [hereafter, TSR] in some data accessible schools of the city is depicted in the table below.

Table, 5.2.1. Pupil-text ratio in mother tongue subjects from data accessible public schools of the 206/17 academic year

School Name	Grade Levels	Akgnawkgna			Nuerгна		
		Textbook	Students ²¹⁸	STR	Textbook	Students ²¹⁹	STR
Elie 1 st cycle Secondary School.	Grade 9 th	261	264	1:1	No at all	2	
	Grade 10 th	156	149	1:1	No at all	1	
Gambella Secondary and Preparatory School	Grade 9 th	192	156	1:1	72	296	1:4
	Grade 10 th	120	191	1:2	96	308	1:3
	Grade 11 th	334	334	NF	No at all	194	
	Grade 12 th	300	270	NF	No at all	128	

Source; School bookstores. The remaining schools in the city have not data on the number of mother tongue books they have. NF = not functional

²¹⁷ Highlander [*Degegna*] is a word used by the indigenous communities to call the non-indigenous which are originated from different parts of Ethiopia.

²¹⁸The number of students counted in the table are students having Nuer and or Agnawah ethnicity. In addition there are also *Degegna* students who take the two mother tongue courses but due to unavailability of data the researcher could not consider them.

²¹⁹ Ibid

As is tabulated in the table above, although the number of Agnawakgna textbooks are correspond to the number of students the student-text ratio for Nuergna is not correlated one to one in ratio. The book distribution in Nuergna subject in data accessible schools is 1:4 for grade 9th and 1:3 for grade 10th. The school principals (12.5%) and 50% of discussants participated from different institutions reasoned out factors behind the inaccessibility [shortage] of textbooks in schools is due to incapability of REB in publishing books caused by budget constraint. Likewise, 12.5% of the informant's (principals) remarked that, uneven distribution of books by the CAEO officials caused shortage of mother tongue textbooks in some schools and over access in others. The main problem behind is lack of collaborative job between the CAEO officials and school principals.

The crosschecking interview with the GRSEB curriculum design officials also proven the informants and discussants idea, by narrating the issue as follows;

Due to the shortage of finance, REB is not capable of publishing mother tongue books, the annual budget which subsidized for the education sector is paid only for salary purpose even not enough fully for the payment of all months of the year. To avoid this problem the REB expects support from the regional government itself. We had also reported the issue so many times for the MOE adepts when they came to assess the status of education service delivery in the region, recently persons from the MOE requested us the amount of birr needed for the publication of mother tongue books based on their request we already calculated and submitted the proposed cost for the publication but till there is no response at all [REB march 2017].

From the KI narration, it is clear that the shortage of finance is a headache not only to have enough publication of mother tongue books but also for salary of employees which forced the REB to wait external supporters for book publication. However his idea contradicted with the reality that the subsidy made by the federal government for education expenditure of regions. The expenditure need of States for education considered by the national government comprises; (a) the cost for textbook development regions use more than one language in grades 1st to 4th; (b) recurrent budget required to teach children who were already registered before in the elementary and secondary schools; (c) budget required to enroll new entrants to the primary and secondary schools.

Accordingly, as it had been approved by the HOF, 877,500 ETB per year from 2012/13-2016/17 was estimated for the development of textbook in three mother tongue languages of Agnawakgna, Mejengirgna and Nuergna. Therefore the federal grant subsidized for Gambella regional state in these described years consider the cost of textbook publication.

Another case in the point in which, key informants from RBE, CAEO, and school principals verified, this is not the only problem faced in provision of mother tongue education there is also lack of competent teachers to a specific subject for schools in the fields of mother tongue. Despite developing the curriculum and having books at preparatory school level, MTE is not totally provide for grade 11th and 12th students. The KI among the RBE experts discloses the reason for incapability in MTE provision for 2nd cycle secondary schools is due to the lack of competent in local languages. Teachers those who trained in mother tongue disciplines at diploma level are not pleased to be employed as teachers to teach MTE but they shift their interest to other fields“ mainly to teach common courses that they had taken at the college level. Furthermore most teachers who are trained mother language are not willing to be employed as school teacher rather they seek to be placed at the managerial [leadership] position in non-education sectors.

Moreover, insufficient of books in History and Health and Physical Education [hereafter, HPE] subjects almost in all public high schools in Gambella city is also another issue which was raised by informants [school principals] and discussants [student councils and teachers]. The researcher had triangulated the raised issue through direct observation of history books in bookstores of the Gambella general secondary and preparatory school [a school considered as a model in the region]. The total number of history text books for grade 9th students are not more than 18, no textbook at all for grade 10th, only 24 and 32 textbooks for 11th and 12th grades respectively. Except having books for subject teachers there is no HPE textbooks in all public schools. Per the school director“s idea the issue has been reported repeatedly for REB, however the problem is not still solved. Likewise the REB had recognized the shortages of history and HPE textbooks at General secondary and 2nd cycle primary schools found in the region.²²⁰ As they suggested since these books are published by the MOE, we are waiting the distribution and the problems will be solved recently.

²²⁰ GNNRSEB, (2016/17), Annual report of the Education sector.

5.2.3. Non-Formal Education Service Delivery in Gambella City

Non-formal education is an education which is provided for the population their age group is >15 to < 60 years to combat illiteracy and focuses on literacy, numeracy and life skills training. This enables adults to develop problem solving abilities for better poverty reduction struggle. Accordingly, it's provided beginning and integrated with basic education at all levels of formal education.²²¹ Like the formal one, non-formal educations also provide by the collaboration act of stakeholders at the subsequent government levels. To achieve this objective an informant from the CAEO suggested that five non-formal adult education centers have been opened in each *kebelle* of Gambella city. However the interview result from the REB educational officials confirmed that adult education centers in Gambella region [including the city] still are not functional due to the limited concern by the officials of respective government levels to carry out the non-formal education service delivery.²²²

5.2.4. Institutional Arrangement in Gambella City Education Sector²²³

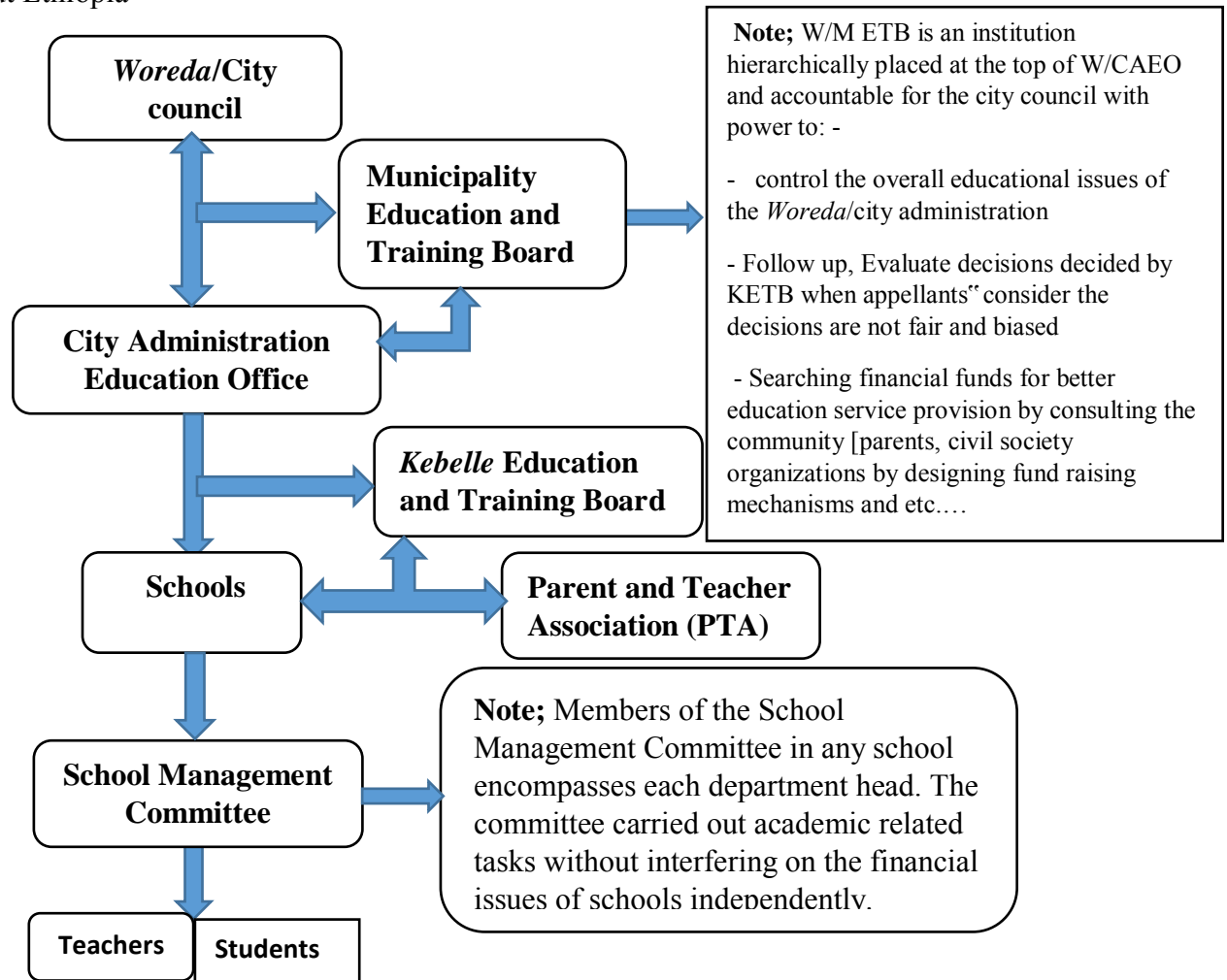
For the existence of independent decision making power, management of education is distributed under different tiers of government, such as the national, regional and LGs (*Zonal, Woreda and Kebele*) governments. Furthermore, beginning from 2002, (the second wave of decentralization) city and/or *woreda* governments explicitly decentralized powers and functions of education towards WETB [MEB for cities having municipality], KETB, PTAs and school management committees. Institutions established and works to have local level collaborative action that permits parents to participate in school level governance and finance. Thus, institutions in the education sector are procedurally accountable to each other. The legal (ideal) hierarchical seating and accountability of the institutions is pictured below and their existence and functionality in Gambella city is presented in the page comes below the picture.

²²¹ FDRE, (1994) Education and Training Policy clause 3.2.sub clauses 7 and 8

²²² The interview with informant both from REB and CAEO suggested adult education in the city is expected to be provide through the collaboration of the city administration education, health office and agricultural offices with the aim to create awareness on the adults mined to tackle problems in their social life.

²²³ The Legal framework for the establishment of WETB, KETB and PTA institutions and their objectives are discussed in page 33-36 under the topic entitled "Education Decentralization in Ethiopia Post 1991 of the sub-title "Power and Functions of Tiers of Government and Institutions."

Figure 2; Institutional arrangement of the education sector at woreda level governments throughout Ethiopia



Source: - MOE (2002), Manual for Educational Organization and Management, Community Participation and Finance (Blue Book).

Although MOE has proposed to have this institutional framework in any *woreda*/city administrations for inclusive educational management this seems not to be the case in Gambella city administration. Depending on the obtained data from the research site facts on the ground regarding to the existence and role of each institution in the city is discussed as follows;

a. Municipality Education and Training Board (METB); As in the figure depicted above, the METB is an institution hierarchically placed bellow the city administration and is accountable to the city council and at apex of the CAEO. Although the institution is expected

to be instituted by the CAEO through involvement of different institutions that works for the education sector and figurative parents, the institution is not totally established in Gambella city education sector.

Regarding to the absence of METB in the city, 80% of informants and 35% of FDG discussants²²⁴ suggested that due to lack of commitment by the executive bodies of education office (executives who substituted one after another in the office) till now, the METB institution has not been established in Gambella CAEO. The absence of this institution as created obstacles on the decision making process and in raising of finance for the sector to deliver the education service for the community in efficient and effective manner. As a result the management committee members of CAEO are forced to sit on behalf of the METB to interfere on every issue (mainly on decision making process) of the institution.

b. *Kebelle Education and Training Board (KETB)*; Despite the institution having a responsibility to direct issues of education in sub *woreda (kebele)* administration level, 65% informants and 30% of discussion participants presented the same problem exist in all *kebelles*. Although the skeleton of KETB institution is instituted in each *kebele* administration, these institutions are not functional in all *kebelles*.

When 40% informants and 30% of discussants justified the reason the KETB members in all *kebelles* are not as such aware of their responsibility unless considering institutions as the source of income for what they are contributed in schools. The members are not willing to go to schools unless they are not paid per diem for the task they contributed. But schools do not have the capacity to pay per dime for any member of the KETB since the task of education service delivery should be provide freely by all-inclusive action of the government and community.²²⁵ Contrary to this the KETB members disappointed this idea by the reasoning out problems for their weakness is due to another workload and unperiodic meeting commanded from city officials.

²²⁴ These 80% informants are officials and politicians from the CAEO GCC and GRSEB and school principals while 35% of discussants are teachers and V/directors from the sampled schools.

²²⁵ Interview with principals, March 04 and 07/03/2017, in their respective schools. Principal's narration related with the ETP guidelines on the expenditure of educational finance. The ETP under clause 3.9 sub 1 discloses education cost mainly for G 1st to 10th will covered by the government.

Whatever the factual reason behind, electorates of the KETB are being reluctant to actively participate the delivery of education service such as in decision making process and enhancing the community to contribute money for better expansion of schools in the city. Without having any contribution sometimes [1 or 2 times a year] the KETB members come to schools at the time of festivity in school opening and/or closing by considering themselves as ceremonial guests.

c. Parent Teacher Associations (PTAs); except one almost all school principals announced at the interview time the role of PTA members in schools are too weak and almost none. The principals reason on why the PTAs do not being functional is, similar justification described in the KETB is also provide for the weakness of PTA members in schools.

As a result school principals are forced to decide decisions [including decisions of financial matters and discipline of students and teachers] to be accomplished by PTA members by the school management committees (Department Heads).

Generally, the interview made with informants and discussants described that the whole task of education service delivery in Gambella city is left only for school principals and teachers while the state actors “and parents are reluctant in performing their duties.

5.2.5. Community Involvement in Education Services Delivery

Community participation on the issues of education should reached up to their direct involvement “in real decision making at every stage” by evaluating the weak and strong sides of institutions. However it is unthinkable to have strong community participation without having consistent institutional arrangement in the sector. The interview data obtained from REB and CAEO officials had understood that there is absence of active and self-initiative community participation on the issues of education service delivery.

Similarly 45% of interviewed principals reported that parent’s involvement in following up their children in schools is too weak. Except to finger counted parents almost in all public schools parents do not follow up what their children learn each day, no parent come to school and consult teachers about their children. Even schools call parents for meeting twice a year they do not participate. On the other hand 55% of informants revealed that if representatives empower and coordinate them, communities are passionate to be active participators; they travel in advance of

officials and executive bodies. Although their number is limited communities request school directors “why the government should not construct additional classrooms and fences for schools in collaboration with the community we are interesting to share what we can.

The reason to have limited community involvement is resulted from the weak institutional arrangement to integrate the community on the issue of education.²²⁶

5.2.6. Source of Finance for the Education Sector in Gambella City Administration

The budget for the service sector in general and education in particular regularly sourced from the three tiers of governments; (a), the federal grant to regions; (b) regional subsidy to *woredas* and *woreda* to sectorial offices. The Federal grant subsidized for the State governments has legal framework stated under different articles of the FDRE Constitution. Some of the Constitutional principles includes;

- Article 41(3): Every Ethiopian national has the right to equal access to publicly funded social services.
- Article 89(2): Government has the duty to ensure that all Ethiopian get equal opportunity to improve their economic conditions and to promote equitable distribution of wealth among them.
- Article 89(4): Nations and Nationalities and Peoples least advantaged in economic and social development shall receive special assistance.
- Article 94(1): The Federal Government and the States shall respectively bear all the financial expenditure necessary to carry out all responsibilities and functions assigned to them by law. Unless otherwise agreed upon, the financial expenditures required for carrying out of any delegated function by the state shall be borne by the delegating party.
- Article 94(2): The Federal Government may grant the States emergency, rehabilitation, and development assistance and loans, due care being taken that such assistance and loans do not hinder the proportionate development of States. The Federal Government shall have the power to audit and inspect the proper utilization of subsidies it grants to the States

²²⁶ Interview with senior party membership of GPDM march 02/03/2017 in Gambella city

Based on the preceding Constitutional principles, the Federal government allocate budget for subnational governments by applying critical assessment on the revenue raising capacity and expenditure need of them.²²⁷ Accordingly in the three consecutive years of 2008-2010 E.C. the Gambella regional state has share of budget amount depicted in the following table.

Table 5.2.6.a. The Recurrent, Capital and SDG Budget share of Gambella Regional State from the Federal Annual Budget Allocation of 2008-2010 E.C. in ETB.

Fiscal Year	The Recurrent, Capital and SDG budget of Federal Government in ETB			The Recurrent, Capital and SDG Share of Gambella Regional State		
	Recurrent	Capital	MDG/SDG	Recurrent	Capital	MDG/SDG
2008	223,394,819,261	19,399,774,448	12 Billion	1,100,808,150	265,051,779	180,000,000
2009	274,373,197,248	26,404,781,906.10	12 Billion	1,317,965,632	350,499,225	180,000,000
2010	320,803,602,160	32,977,755,780	7 billion	1,537,807,013	171,000,000	93,100,000

Source Ministry of Finance and Economic Development (MOFED)

As depicted in the table above, the recurrent budget allocated for Regional State of Gambella has shown significant increments while its capital budget fluctuated from year to year. It has been shared a recurrent budget of 1,100,808,150 in 2008, 1,317,965,632 in 2009 and 1,537,807,013 ETB in 2010 E.C. In addition the region has also shared 265,051,779 in 2008, 350,499,225 in 2009 and 171,000,000 ETB in 2010 E.C. Another 180 billion in 2008 and 2009 as well as 93,100,000ETB in 2010 E.C. was budgeted for the effectuation of Sustainable Development Goals.²²⁸ In 2008 fiscal year the State had borrowed 200,000,000 ETB from the Federal treasury deducted from the 2009 its annual budget. Likewise it had also a credit ETB amounted 296,000,000 and 200,000,000 ETB in 2009 and 2010 fiscal years respectively. Informant from regional council associated the problem for recurrent financial credit with budget constraint resulted by the celebration of Ethiopia Nations Nationalities and Peoples day that was celebrated in Gambella regional state in 2008 E.C. As the informant implied, the current financial constraint

²²⁷ FDRE the House of Federation of the FDRE (2012), The Federal Budget Gran Distribution Formula, p.30

²²⁸ Sustainable Development Goals include improving health facilities at reducing maternal and infant mortality rates, maintaining efficiency and quality of educational reducing poverty and etc.

face in the region resulted due to multitude developmental activities (construction of stadium, office buildings and roads) performed for the Nationalities Day.

The second financial treasury for the public services sector including education of the city is the Gambella Regional State government. The legal framework for the grant subsidy by the State explicitly issued in the revised Gambella Regional State Constitution of;

- Article 41(4); The State shall allocate an exceeding budget in every year to provide health care services, education access and other public services for all citizens.
- Article 113 (2); The State has the duty to that all the inhabitants of the Regional State get equal opportunity to improve their economic conditions and to promote or facilitate equitable distribution of wealth among them.
- Article 114(1); to the extent permitted by the nationwide and regional capacity of resources, it shall be aimed at providing all the inhabitants of the Regional State with access to education, food and social security.

In line with these Constitutional frameworks the Regional Council approve the recurrent, capital and SDG budgets obtained from the federal government and its treasury to sectorial bureaus including the GRBE and to the local (zonal and *woreda*) governments. The budget allocated in the form of recurrent, capital and SDG modalities are channeled through Gambella Region Finance and Economic Development Bureau (GRFEDB). Accordingly the recurrent, capital and SDG budget of the GREB from 2008-2010 E.C. is putted in the table below.

Table; 5.2.6.b. The Recurrent, Capital and SDG Budget share of GREB from the regional

Annual Budget Allocation of 2008-2010 E.C. in ETB.

Fiscal Year	The Recurrent, Capital and SDG Budget of the GREB		
	Recurrent Budget	Capital Budget	SDG Budget
2008	28,355,742	18,571,586	26,575,369
2009	28,355,742	19,000,000	26,575,369
2010	29,459.152	27,559,268	15,488.359

Source; Gambella Region Bureau Finance and Economic Development (GBOFED)

The third financial treasury for the education sector of the city is the Gambella city government based on the regional grant offered and the revenue which is expected to be obtained from its own income. The budget is allocated after the city council has made budget hearings on the annual plan (work and budget) of each sector in the city. Through the same process for each year the budget has been allocated by the city administration to the CAEO. Like budgets made by the federal government the grant in Gambella city should also through Recurrent and Capital modalities. However, 55% of informants remarked that due to the faced budget constraint capital budget was not allocated for the education sector in Gambella city in these five years.

5.2.6.1. Recurrent Budget

The recurrent budget of the city has been field in to the categories of the salary and operational budgets. The five year (2005-2009) annual budget of the city administration is tabulated in the table below and the faced financial problems with its root causes are discussed as follows.

Table 5.2.6.1; Share of budget allocation by the Gambella CAEO (2005 to 2009E.C.) in ETB

Budget Share of GCA for different sectors		Share of budget for the CAEO			
Fiscal year	Budget in ETB	Actual Recurrent Budget		Share of GCAEO in (%)	Capital Budget
		Salary Budget	Operational Budget		
2005	33, 833, 944	11, 886, 568	Not allocated	35%	Budget was not allocated in all fiscal years
2006	44, 468, 672	14, 346,251	32,778	32.3%	
2007	56, 332, 207	18,842,346	815,076	35%	
2008	51, 278, 653	17, 748,422	Not allocated	34.6%	
2009	65, 375, 494	28,255, 060	Not allocated	43.2%	

Source: - Gambella City Administration Plan and Program Office 2016/17.

As it depicted in the table above, the annual actual recurrent budget of the CAEO increase from year to year since 2012/13/to 2016/17. The share of the CAEO from the total annual budget of the city administration from 2012/13 to 2016/17 accounted 35%, 32.3%, 35%, 34.6%, and 43.2% respective to successive five fiscal years.

This allocated budget in each fiscal year was regularly for the salary consumption of employees and operational purposes. Even though continual increment in ETB is shown in each fiscal year, the salary for service givers (officials and teachers) is not paid at the right time in the city [most of the time salary is paid one or two weeks after the 30th day of the month]. This problem is associated with budget constraint in the city administration. This has forced teachers to close schools in a working day which is considered as bell to wake up the state actors [politicians] to pay education office staff salary of servants. Through this power full card teachers in the city have become first salary receivers among the city administration office employees while the salary payment for the CAO officials (non-teachers) stayed for about double months and above.

Another case in point is, indeed cognizant the role of teachers in the realization of educational goals the ETP has ensured career development to increase teacher's salary for improving teachers living and to attract capable and strong students to the teaching profession.²²⁹ Accordingly, the ETP underlines the need for incentives to motivate teachers especially to those assigned in hardship areas.²³⁰ For the effectuations of such promise other regions (like Benishangul/Gumuz, Somali National regional states and Addis Ababa city administration...) undertake top-up incentives to enhance the living status of teachers and to handle their employees securely. Similarly most *woreda* governments in regions [e.g. SNNPR, Amhara and Tigray regional states] provide urban house land and loans to construct home for teachers to mitigate the turnover of professionals [teachers].

However, equivocal to the preceding ETP measures and empirical evidences of neighboring regions, teachers in Gambella city are losing their career salary. The city administration [CAEO] couldn't pay teacher's career salary from 2012 till 2017 [2005 to 2010 EC].²³¹ State actors and education officials associated the problem with budget constraint.

Per informants' idea, the reason for the time gap in salary payment and loose of teacher's career is due to the limitation of the city government in raising its revenue. This in turn caused turnover

²²⁹ MOE, (2002), The Education and Training Policy and Its Implementation, p.54.

²³⁰ FDRE, (1994) Education and Training Policy. clause 3.4.sub 12

²³¹ It was challenging for the researcher to obtain evidence about the exact figure of the salary of teachers which is not paid since 2012 up to 2017. For the single year of 2016/17 the GCAEO submitted its application letter to the city administration finance and economic development office for 5,751, 187 ETB of teacher salary.

of teachers that resulted an adverse effect on the education service provision.²³² For instance within a semester in 2014/15 academic year 17 teachers in a single public school had quitted and have change their profession by joining other public sectors as municipality, anticorruption commission office, children and women affairs office and etc.

- **Operational Budget;** In addition to the budget allocated for salary education office staff , specific to the 2013/14 and 2014/15 fiscal years operational budget of 32,778 and 81, 5076 ETB was allocated respectively. The utilization of the operational budget was for per diem of officials and the executives, maintenance and repair of vehicles and finished goods (paper, pen, print color...) On the other hand in 2012/13, 2015/16 and 2016/17 fiscal years operational budget was not allocated.

The interview made with the city administration officials highlighted that the interruption of the operational budget allocation in these described years (2012/13, 2015/16 and 2016/17) is due to a huge financial deficits of the city administration. As a result most of the time the CAEO officials request school principals to grant stationary material (separately paper) through friendship contacts.²³³ School principals (25% of informants) also proofed the CAEO official's idea by saying that *"the CAEO not even to assist us, the officials most of the time beg paper from us/schools."* This indicates, that the CAEO is not capable to finance for the necessary inputs [raw materials e.g. paper] used to undertake the education tasks.

5.2.6.2. School Grant utilization in Gambella city schools

The MOE in every fiscal year subsidizes budget for each student enrolled in school in the form of school grant. The objective of school grant is to implement School Improvement Plan (SIP) and improve school performance, focusing on the teaching and learning process.²³⁴ The formula used to allocate the grant birr varies across the grade cycles.

²³² Interview with senior membership of GPDM and expert in REB in March 03/03/2017 in Gambella city

²³³ Interview with the CAEO official in March 04/03/2017, Gambella city.

²³⁴ MOE of the FDRE (2015), School Grants Guidelines. The guideline further illustrates the objectives for school grant includes improving teachers' knowledge, skill and values, improving the availability and utilization of curriculum materials, selecting and using pedagogical center resources, laboratory facilities and supplementary reading materials, laboratory and etc.

Table 5.2.6.2; Formula for „regular“ school grant amounts per student for each cycle

Grade 1-4	Grade 5-8	ABE	Grade 9-10	Grade 11-12
50 ETB	55 ETB	50 ETB	60 ETB	70 ETB

Source: - Ministry of Education (MOE) 2015.

Base on the formula tabulated in the preceding table, the amount of school grant allocated for the Gambella city schools from 2006-2009 is presented in the table bellow

Table 5.2.6.2.a. School Grant Allocation for Gambella city schools from 2006-2009 E.C

Fiscal Year	Grant in ETB
2006	662,817
2007	712,765
2008	791,945
2009	884,364.93

Increment in the school grant has been from year to year. Although, schools in Gambella city are beneficiaries from the school grant, interview made with the RBE official asserted that the grant birr is not properly put into action planed by the MOE. School principals never bought instructional materials more than stationary. But in their report they calculated the total amount of the grant by listing down not carried out plans.²³⁵ The crosschecking interview with the Regional Teacher’s Association strengthens this view.

The MOE school grant subsidized for schools is not properly utilized for the intended plan but it is consumed by the school principals; it is preferable to change the grant name in to Principal Grant unless it is not properly utilized and possible measures are not taken on corruptors [RTA march 2017].

For the question for why principals are not being accountable? the REB official added an idea, without removing principals from their position strict legal measures were not taken up on

²³⁵ Interview with senior membership of GPDM March 02/03/2017 in Gambella city

them either by the REB in general or the subordinate offices (WAE0/CAEO to control such difficulties.

The ETP ensures, the major financial source for elementary and 1st cycle secondary education grades [G-1st to 10th] are financed by the government in collaboration with civil society organizations. Except one school, the case is also similar in all Gambella city schools. But, practices in Gambella Secondary and Preparatory School does not goes with the reality. Students of grade 9th and 10th are obliged to pay 50 ETB for registration at the school entrance time in every month of September. The school Principal revealed that the reason for the registration fee in first cycle secondary grades of Gambella Secondary and Preparatory school is emanate from limited community involvement in financing the education sector. Regarding to its legality the principal announced that it was decided by the school PTAs 7 (seven) years ago to solve the financial constraint for stationary materials (printing color and paper) at the date of examination. However other first cycle Secondary schools in the city are prohibited by the interference of CAEO officials to do as such. This doing arouse other secondary school principals to ask the question for the CAEO “*why students in our school do not pay registration fee like the Gambella Secondary and Preparatory school? Because no special rule made for it unlike others 1st cycle secondary school*”. Beside to this, the receipt provide at the time of their registration for students [from Grade 9th to 12th] has not receipt number which shows the collected birr is exposed to corruption. Because student in this school does not possess special benefit coined with the registration fee they paid in school entrance time. The absence of WETB and weakness of PTA institutions in the school further strengthen the exploitation of the registration fee by individuals (school principals). As it is discussed in 5.3.1(3) excluding one school (Elie 2nd secondary school) all PTA institutions in all public schools are not properly functional. The amount of registration fee levy by the Gambella Secondary and Preparatory school at registration time (September) on grade 9th and 10th in ETB per a student and its grand total is identified in table 4.2.6.2.

Table. 5.2.6.2. b. Registration fee of Gambella Secondary and Preparatory school from 2008-2010E.C in ETB

Fiscal Year	Number of Registered Students in Grade 9 th and 10 th	ETB per student	ETB per year
2008	1146	50 ETB per student	57,300
2009	993		49,650
2010	1140		57,000
Grand Total = 163,950 ETB			

5.2.7. Challenges for the Education Sector in Gambella city Administration

Based on the gathered data, despite the ongoing decentralization, the education service delivery system in the city still faces many challenges or gaps in fulfilling of the expected result in the education sector such as;

- Weak commitment of the Party chair men [GPDM representatives] at subsequent levels in motivating stakeholders (State and non-State actors) which resulted financial deficit in sector. This in turn has caused class rooms’ congestion explained by sever problem of large class size (high PSR).
- Limitation in revenue raising and problems of financial management resulted shortage of finance in budget allocation which fascinate the realization of education service delivery.
- Inadequate publications [caused by the shortage of finance] and uneven distribution of textbooks in the field mother tongue, history and physical education [resulted due to miss-collaborative acts among school leaders and CAEO officials] and absence of competent teachers to mother tongue subjects.
- Illegitimate Educational Certificate Provision;

Although woreda governments [W/CAEO] have a mandate to ensure educational legality [standards] seated both at regional and national levels,²³⁶ illegal transfer of students by

²³⁶ MOE, (2002) cited above

illegitimate education certificate is a problem in Gambella city schools. Principals clarify the issue in the interview *there are illegitimated students who promoted by illegally stamped certificates*. Similarly one informant recalled past events in his school related to this issue by justifying his idea as follows; *I removed away one hundred thirty two [132] grade 11th students who enrolled by unlawful certificates*. Regarding to such illegal doings, KI from the GREB respond that;

Currently the education sector both at regional and city level is headed by bosses who have forged education certificates.²³⁷ Likewise students are transfer from lower grade to higher grade level by using illegitimate education certificates. So it is not an amazing issue the presence of students who transferred from grades through illegal processes, they learnt such illegalness from their bosses [March 23, 2017].

- Power interference among educational institutions; MOE has clearly delineated the power and functions of each tiers of governments in delivering the education service. For instance in the MOE blue print published in 2002 W/MEO are mandated to undertake hiring and firing [including the issue of transferring] of teachers for schools found under their ambit.²³⁸ But the case in Gambella city is differ. In 2011 the Gambella Nation, Nationalities and Peoples Regional State (hereafter, GREB) had ratified a manual which is entitled as “Teachers, Principals and Supervisors Transferring Manual” with the aim to maintain the power to transfer rural education professionals into Gambella city education office. According to the GREB officials and GRTA representative idea the reason is with the assumption to ensure equity for all teachers and combat corruption carried out by the city administration officials in the process of transferring teachers. On the other side the CAEO claimed that the GREB is interfering on their power of hiring and firing teachers. The officials argued that the power to transfer teachers is their own power [the power of *woreda* level education offices] which is stated under the 2002 MOE manual as the powers of W/MEO found throughout the country.

²³⁷ The issue was announced by the Ethiopian Broadcasting Corporation media in the month of January/February 2017. At a time more than 19 politically assigned sectorial leaders were identified as they have illegitimate certificate, executives of the REB and CAEO were among them.

²³⁸ The manual provides the power in assigning and discharging employees for the *woreda*/city level education offices.

In addition the MOE manual published in 2002 assigned the responsibility for managing TVET institutions for *woreda* governments [W/MEO]. However the issue of administering and evaluating TVET collage in Gambella city is left for the GREB. The proclamation No. 47/2006 does not recognize managing TVET institutions for the city administration. The REB officials justified that the reason is due to the incapability of the city administration in administering the institution.

- Unperiodic interchange of CAEO Executives and Turnover of Professionals [Teachers]; According to KIs'' idea the politically assigned executives are not stay for long in their chair. Plus those leaders have not known how/ clue about education, they lacks the ability to integrate education stakeholders and guide the sector. Most principals suggested that the CAEO officials never meet the financial, raw material and silk gaps of General and preparatory schools. As a result general secondary school principals are informed their problems direct to the GREB. Likewise due to maladministration and professionals high interest for better salary most of the time teachers are not willing to stay long in public schools. They prefer to shift their job to non-education sectors and NGOs than being a teacher in schools.
- Deterioration of student''s academic interest and Students absenteeism; Students absenteeism is the problem in Gambella city schools. More students interrupt their schooling for more than a weak and longer. Moreover, it is usual to see students when they come only for mid and final exams. In addition students are less interested to attend their education regularly. Most of the time students came lately to schools after first and second periods passed. Likewise, the researcher observed when he was there from 2012/13-2014/15 almost in all public schools students move to their home at the rest time. They cancelled periods programed after the rest. As a result, teachers taught finger numbered students.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1. CONCLUSION

This study conducted in Gambella People's Regional State of Gambella city administration. The city serves as the dual seating of both the city and regional governments with their own education offices to fulfill the demand of education service for residents. The main objective of the study is to assess the implementation of decentralized education service delivery in the city government. In line with this, data collected basically from secondary sources were organized, interpreted and analyzed by using descriptive analysis and complemented with the data obtained from primary sources through interview and questionnaires to be a supplement for the qualitative investigation.

In doing so, the study examined the performances of the city administration [CAEO] in implementing the education service provision and findings are discussed in chapter four. In light of this, the findings of the study revealed that though, Gambella city government has been established with its elected councils and executives to carryout service delivery in general and education in particular, it has weakness in achieving of national standards in the education service delivery.

Although, the city administration is responsible for the accessibility of education service, from the discussion it is clear that still it has gaps in achieving the regional and national achieved goals by REB and MOE respectively. The class-student ratio in almost all public schools is double of the three times of the regional 2016/17 national class-student ration standard. The class rooms' congestion explained by sever problem of large class size (high PSR) is resulted from the shortage of finance to construct additional schools. Except one secondary school [Newland 1st cycle secondary school], all public schools were built before the arrival of GPDM/EPRDF to the political scene in which it engaged on accessing equitable education service through decentralization.

Similarly the secondary data ensured that the mother tongue [chronic to Nuergna] textbook distribution compared with students' number in data available schools is correlated to 1:2, 1:3

and 1:4 in ratio which is below the nationally achieved book-student ratio i.e. 1:1 (one textbook for one student). Furthermore weakness in checklist preparation at the time of book distribution by the education office officials the limited textbooks are not equally distributed in schools. The same is true financial deficit is a prime factor for the shortage of mother tongue textbooks in schools.

The shortage of financial allocation for salary payment is a headache in the city government. As a result teachers are not payed their salary at the regular time. Since 2013 to 2017 teacher's career salary is not paid which is being a cause for turnover of professionals resulted an adverse effect on the education service delivery. Sometimes, teachers obtain their salary by closing schools [working day] which is considered as a bell to waken the sleepy state actors. Poor capacity in revenue raising and financial management system by the city government is a root problem for the prolongation of salary time and loosing of employers salary [career development]. Such and related maladministration on teachers is being a cause for turnover of professionals resulted an adverse effect on the education service delivery.

These existing problems are in turn coined with weak institutional arrangement in the education. The absence of METB in the CAEO, KETB in each *kebele* administrative units and limited participation of the PTA members in schools are the main problems in the sector. The book-student ratio in mother tongue is this is due to the fact that the GREB lacks budget for publishing textbooks. Shortage of history and HPE textbooks in schools is also additional problem which implicates the weak cooperation of the regional education officials in announcing the issue to the national MOE and/or the incapability of MOE to respond their request. The presence of weak institution also resulted weak community participation in financing the sector and to have restricted role in decision making process. Likewise limited revenue raising capacity of the city government restricted the financial capacity of the CAEO, lack of financial capacity resulted unreliable salary payment for the employees which resulted high rate of teachers turnover. This in turn cause obstacles to not have effective education service delivery for the clients in the city.

6.2. RECOMMENDATIONS

The following recommendations are forwarded to overcome the encountered problems in the implementation of decentralized education service delivery. Recommendations may not be fruit full unless collaborative doing is not undertaken by the concerned bodies [state, city and *kebele* councils, RBE, CAEO school principals].

- ✚ Gambella Education bureau should be able to design exceptional legal strategies that makes CAEO and institutions [stakeholders at the subsequent level] to be accountable in discharging their responsibility properly.
- ✚ The CAEO should be able to establish Municipality Education and Training Board in which its major task is control issues of education in the city.
- ✚ The CAEO should be able to reinstitute KETBs in each *kebele* by cooperating with kebele administrations as well as asses and evaluate their functionality in following up the education service provision in all *kebeles*.
- ✚ The CAEO should recommend school principals to strengthen PTA institutions in their school by reelecting new PTA members who are committed to serve the community.
- ✚ Party chairmen and executives at the subsequent level [state, city and *kebele* councils] should be committed in arousing communities to have direct and indirect participation on the issues of education
- ✚ The GREB and GCAEO officials should be able to device a mechanism to generate funds from communities such as local private institutions or international NGOs to build schools and fulfil instructional materials.
- ✚ The GCAEO should be able to cooperate and provide trainings to enhance the comprehension level of KETB and PTA members.
- ✚ The GCAEO should follow up and evaluate these institutions in discharging their function by serving as a bridge to connect schools with the community to have collaborative responsibility in delivering education service.
- ✚ The MOE, in collaboration with REB and CAEO should be able to supervise strictly schools in utilizing the school grant birr and put rules to make them accountable

- ✚ The receipts used at the time of student's registration in schools should have an identification number and must be authorized by the Gambella City Administration finance and economic development office and audited by METB.
- ✚ Parents should be able to advise their children to follow their education interestingly by considering it their mere task not as alternative [option].

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Appendix I. List of Informants and FGD Discussants

No	List of Informants & Discussants	Sex	Place of Interview	Date of Interview/Discussion
1	Omod Uman	M	Gambella Educ. Bureau	03/03/2017
2	Chala Gemtiesa	M	Gambella Educ. Bureau	06/03/2017
3	Anmut Tilahun	M	Eliey Secondary School	03/03/2017
4	Belay Siyum	M	Gambella Sec. & Preparatory School	07/03/2017
5	Bedlu Gugsu	M	New Land Secondary School	09/03/2017
6	Abrham Mehari	M	GCA bureau of custom office	13/03/2017
7	Tesema Hundieto	M	Gambella Sec. & Preparatory School	13/03/2017
8	Tesema Mekonen	M	Gambella City Council	18/03/2017
9	Haftu Worku	M	GCA Education Office	14/03/2017
10	Zerihun Shengeto	M	GC Council	09/03/2017
11	Begashaw Desalegn	M	Eliey Elementary School	03/03/2017
12	Bitaw Dack	M	Gambella Region Council	03/03/2017
13	Tesfaye Guche	M	GCA Education Office	08/03/2017
14	Fkrie Legesse	M	GCA Education Office	05/03/2017
15	Assefa Brhanu	M	Kebelle Administrator Office	07/03/2017
16	Debash Fentie	M	Kebelle Administrator Office	07/03/2017
17	Girma Fentie	M	Regional Education Bureau	25/02/2017
18	Brhanu Dejenie	M	Gambella Region Council	28/02/2017
19	Melaku Gedamu	M	Gambella Sec. & Preparatory School	26/02/2017
20	Tier Miyong	M	Gambella Sec. & Preparatory School	26/02/2017
21	Which duel Keat	M	Gambella Sec. & Preparatory School	27/02/2017
22	Yohannes Gidey	M	Gambella Sec. & Preparatory School	27/02/2017
23	Abay Belay	M	Gambella Sec. & Preparatory School	07/03/2017
24	Kurri Kalie	M	Gambella Sec. & Preparatory School	07/03/2017
25	Fenta Eyasie	M	Gambella Sec. & Preparatory School	07/03/2017

26	Abulla Obong	M	Gambella Sec. & Preparatory School	07/03/2017
28	Ochan Uman	M	Gambella Sec. & Preparatory School	07/03/2017
29	Awol Mohammed	M	Gambella Sec. & Preparatory School	07/03/2017
30	Teshale Ordofa	M	Gambella Sec. & Preparatory School	07/03/2017
31	Aysha Seyid	F	Regional Bureau of Education	07/03/2017
32	Befikadu Esayas	M	Ras Gobena Elementary School	11/03/2017
33	James Keach	M	Ras Gobena Elementary School	11/03/2017
34	Gatluak Boum	M	Gambella Health Science Collage	11/03/2017
35	Lual Manyag	M	New Land Secondary School	11/03/2017
36	Akurmani Odol	F	Wibur Elementary School	11/03/2017
37	Ngamal Obong	F	Dalkoch Elementary School	11/03/2017
38	Fkrte Dinka	F	Eliey Secondary School	11/03/2017
39	Choul wal	M	New Land Secondary School	11/03/2017
40	Abala Omod	F	Dalkoch Elementary School	11/03/2017