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# Education and Training in Ethiopia: An Evaluation of Approaching EFA Goals



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**EDUCATION AND TRAINING IN ETHIOPIA:  
AN EVALUATION OF APPROACHING EFA GOALS**

Johanna Lasonen, Raija Kemppainen and Kolawole Raheem



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# LIST OF ABBREVIATIONS

AAU	Addis Abeba University
ADLI	Agricultural Development Led Industrialisation
AfDB	African Development Bank
AIDS	Acquired Immunodeficiency Syndrome
ANRS	Amhara National Regional State
ARM	Annual Review Meeting
AU	African Union
BA	Bachelor of Arts
BEd	Bachelor of Education
BESO	Basic Education System Overhaul
BoE	Bureau of Education
BoPED	Bureau of Planning and Economic Development
CGPA	Cumulative Grade Point Average
CPD	Continuing Professional Development
CSTC	Community Skill Training Center
DAC	Development Assistance Committee
DE	Distance Education
EC	European Commission
EFA	Education for All
EMA	Educational Mass Media Agency
EPRDF	Ethiopian Peoples' Revolutionary Democratic Front
ESDP	Education Sector Development Programme
ESIP	Education Sector Investment Programme
ESLCE	Ethiopian School Leaving Certificate Examination
EPRDF	Ethiopian People's Revolutionary Democratic Front
ETB	Ethiopian Birr
ETC	Ethiopian Telecommuniucation Corporation
ETP	Education and Training Policy
EU	European Union
FAO	Food and Agriculture Organization
FDRE	Federal Democratic Republic of Ethiopia
FELM	Finnish Evangelical Lutheran Mission
FGM	Female Genital Mutilation
FINNIDA	Finnish Development Agency
FLM	Finland's Evangelical Lutheran Mission
FTP	A Finnish Consultants
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GNP	Gross National Product
GoE	Government of Ethiopia
GPA	Grade Point Average
GPI	Gender Parity Index
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HTP	Harmful Traditional Practices
IA	Irish Aid
ICDR	Institute of Curriculum Development and Research
ICT	Information and Communication Technology
IDA	International Development Association
IMF	International Monetary Fund
IICBA	International Institute for Capacity Building in Africa
ILO	International Labour Organization
IOM	International Organization for Migration
JICA	Japan International Cooperation Agency
JTRM	Joint Team Review Mission

LLDC	Least Developed Country
MA	Master of Arts
Med	Master of Education
MEDaC	Ministry of Economic Development and Cooperation
MFA	Ministry for Foreign Affairs of Finland
MES	Modules for Employable Skills
MoFEC	Ministry of Finance and Economic Cooperation
MoE	Ministry of Education
MTR	Mid-Term Review
NCTPE	National Committee on Traditional Practices of Ethiopia
NCTTE	Nazaret College of Technical Teacher Education
NDP	National Development Programmes
NER	Net Enrolment Rate
NFE	Non-Formal Education
NGO	Non-government Organization
NORAD	Norwegian Agency for Development Cooperation
OUA	Organisation of African Unity
ODA	Official Development Assistance
PAT	Preparatory Assistance Team
PFA	Platform for Action of Equality
PRSP	Poverty Reduction Strategy Programme
REB	Regional Education Bureau
PRSP	Poverty Reduction Strategy Paper
SD	Skills Development
SDC	Skills Development Centres
SDP	Sector Development Programme
SIDA	Swedish International Development Agency
SNE	Special Needs Education
SNNPR	Southern Nations, Nationalities and Peoples Region
SSEE	Support to Special Education in Ethiopia
SSEP	Support to Special Education Project
SWAP	Sector-Wide Approach
TTC	Teacher Training College
TLU	Tropical Livestock Unit
TPLF	Tigray Peoples' Liberation Front
TTI	Teacher Training Institute
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nation Fund for Population Affairs
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USD	US Dollar
WAD	Women's Affairs Department
WA/PMO	Women Affairs Office in the Prime Minister's Office
WAO	Women's Affairs Office
WB	World Bank
WFP	World Food Programme
WID	Women in Development

# YHTEENVETO

**Johanna Lasonen, Raija Kemppainen ja Kolawole Raheem (2005) EFA-tavoitteiden saavuttaminen Etiopian koulutuksessa [Education and Training in Ethiopia: An Evaluation of Approaching EFA Goals.] Jyväskylän yliopisto. Koulutuksen tutkimuslaitos. Työpapereita 23.**

Etiopia on Saharan eteläpuoleisen Afrikan toiseksi väkirikkain maa Nigerian jälkeen. Etiopia on etnisesti ja kielellisesti hyvin moninainen ja moniarvoinen. Siirtymäkauden lainsäädäntöelin tunnusti virallisesti 64 etnistä pääryhmää, ja maassa puhutaan yli 250 kieltä. Suurimmat etniset ryhmät ovat Oromot ja Amharat. Amharin kieli on *lingua franca* ja englanti on käytännössä toinen virallinen kieli. Etiopia on yksi maailman köyhimmistä maista.

Peruskoulutukseen pääseminen ei ole edelleenkään kaikkien oikeus Etiopiassa. Lukutaidottomuus on yleistä, sillä noin 70 prosenttia naisista ja 50 prosenttia miehistä on lukutaidottomia. Vuonna 1997 Etiopian hallitus aloitti koulutussektorin kehittämissuunnitelman (Education Sector Development Project, ESDP), jonka tavoitteena on mm. maaseudulla asuvien lasten ja erityisesti tyttöjen koulunkäynnin lisääminen. Tämän lisäksi Etiopia yrittää saavuttaa Koulutusta kaikille (Education for All, EFA) -prosessin tavoitteet, jotka on määritelty Dakarin yleiskokouksessa 2000. Yleismaailmallinen julistus Koulutusta kaikille, Education for All (EFA), Jomtienissa Thaimaassa vuonna 1990 muistutti, että koulutus on kaikkien perusoikeus.

EFA-tavoitteiden saavuttamista Etiopiassa arvioitiin Dakarissa sovittujen arviointikriteereiden mukaisesti. EFA-Dakar -kokous asetti kuusi tavoitetta: varhaiskasvatuksen kehittäminen; kaikille pääsy peruskoulutukseen vuoteen 2015 mennessä (erityisesti tyttöjen pääsyn mahdollistaminen); nuorten ja aikuisten koulutustarpeisiin vastaaminen; lukutaidon kohottaminen 50 prosentilla erityisesti naisten keskuudessa; koulutukseen liittyvän erilaisuuden eliminoiminen ensimmäisen ja toisen asteen koulutuksessa vuoteen 2005 mennessä ja koulutuksellisen tasa-arvon saavuttaminen vuoteen 2015 mennessä; koulutuksen laadun kohottaminen ja tavoitteiden saavuttaminen erityisesti lukutaidon, laskutaidon ja tärkeiden elämäntaitojen osalta. Etiopian hallitus on ottanut tavoitteekseen taata yleisen peruskoulutukseen pääsyn, peruskoulutuksen loppuunsaattamisen ja lukutaidottomuuden vähentämisen vuoteen 2015 mennessä.

Tämä tutkimus etsi vastauksia seuraaviin kysymyksiin: 1) Missä määrin etiopialaisilla lapsilla on pääsy koulutukseen? 2) Kuinka moni naisista etenee ammatilliseen koulutukseen? 3) Miten koulutuksen laatua parannetaan? Tutkimustehtävät liittyvät läheisesti EFA-tavoitteisiin, mutta laajentavat koulutukseen pääsyn toiselle asteelle sekä

tekniseen ja ammatilliseen koulutukseen. Koulutuksella ja ammatillisella harjaantumisella on merkitystä köyhyyden poistamisessa ja sukupuolten välisen tasa-arvon toteuttamisessa, koska ne korostavat mahdollisuuksia, taitoja, inhimillisten resurssien kehittämistä ja voimaannuttamista. Siitä huolimatta teknisen ja ammatillisen koulutuksen kehittäminen aloitettiin Etiopiassa vasta 2000-luvun puolella.

Selvityksessä käytetty tieto perustuu sekundaariin ja primaariin tutkimusaineistoon. Sekundaari tutkimusaineisto koostuu dokumenteista, jotka koskevat koulutus- ja tasa-arvopolitiikkaa. Aineisto on kerätty ulkoasiainministeriöstä, suomalaisilta kehitys yhteistyön toteutuksesta vastaavilta henkilöiltä ja Suomen suurlähetystöstä Addis Abebassa, Etiopiassa toimivilta avustusjärjestöiltä, Ethiopian toimeenpanevilta elimiltä, lainlaatijoilta ja kouluhallinnosta. Primaariaineisto kerättiin syvä- ja kohderyhmähaastatteluin Suomessa ja Etiopiassa. Suomen hallituksen tukemat koulutusprojektit ovat edistäneet kapasiteetin rakentamista, jonka tarkoituksena on ollut auttaa mahdollisimman montaa pääsemään koulutukseen ja saavuttamaan lukutaito. Suomi on erityisesti tukenut erityiskasvatuksen kehittymistä Etiopiassa.

Etiopian hallitus on sitoutunut EFA-tavoitteiden toteuttamiseen. Peruskoulutukseen päässeiden lukumäärä on kasvanut (EFA tavoite nro 2). Peruskouluun ilmoittautuneiden määrä kolminkertaistui 1990-luvun lopulla ja 2000-luvun alussa. Etiopia on kuitenkin edelleen niiden maiden joukossa, joissa kouluun ilmoittautuminen ja siellä pysyminen on alhaisinta. Lähes puolet Etiopian lapsista on koulutuksen ulkopuolella. Vaikka lapsia opetetaan Amharin kielellä, englannin kielen käyttö lisääntyy ylemmillä luokilla. Opetus tapahtuu englannin kielellä lukiossa ja kolmannen asteen koulutuksessa.

Tyttöjen peruskoulutukseen pääsy on huomattavasti jäljessä poikien koulutukseen osallistumisesta. Sukupuolien välinen kuilu peruskoulutukseen osallistumisessa pysyttelee keskimäärin 20 prosentissa, mutta on huomattavasti tätä korkeampi maaseudulla. Tyttöjen koulutuksessa täytyisi tapahtua suuri muutos, jotta saavutettaisiin tavoite kaikkien lasten pääsemisestä peruskoulutukseen vuoteen 2015 mennessä (EFA-tavoite 2). Samanlainen suunta on sukupuolten välisen tasa-arvon tavoitteessa (EFA-tavoite 5). Naisopettajat voivat auttaa tyttöjen koulutuksen tavoitteiden saavuttamista. Naisopettajien osuuden kasvu on kuitenkin ollut hidasta.

Koulutuksen laatua (EFA-tavoite 6) voidaan mitata useilla indikaattoreilla. Etiopiassa on korkea opettajien pätevyystaso ainoastaan ala-asteella. Oppilaiden ja opettajien suhdeluku on korkea ja on yhä kasvamassa. Opettajapula todennäköisesti kasvaa HIV/AIDS-epidemian levitessä. Opettajapula vallitsee myös maaseudulla ja syrjäseuduilla, ja koulutuksen taso vaihtelee Etiopian eri alueiden välillä. Etiopialaiset koulut toimivat vaatimattomissa oloissa. Koulutuksen loppuun saaminen on yksi laadun ja tehokkuuden indikaattori. Vain 60 prosenttia etiopialaisista oppilaista jatkaa koulua viidenteen vuosiluokkaan asti, mikä tekee mahdottomaksi sen, että kaikki saavuttaisivat lukutaidon, laskutaidon ja tärkeät elämäntaidot (EFA tavoite 6).

Koulutetun työvoiman lisääminen on yhteydessä maan taloudelliseen kehitykseen. Siksi tekninen ja ammatillinen koulutus on yksi koulutussektorin ohjelmasuunnitelman peruskomponentti. Tekninen ja ammatillinen koulutus on ollut vähäistä, eikä ammatillista koulutusta ole integroitu muuhun yhteiskunnan toimintaan ja talouselämään. Tällä

hetkellä koulutus ei vastaa työvoimatarpeisiin eikä teollisuuden ja kaupan vaatimuksiin. Teknisen ja ammatillisen koulutuksen suurimpana ongelmana on ammatillisten alueiden ja taitojen tarjonnan kapea-alaisuus. Tytöt ja naiset ovat aliedustettuja koulutusohjelmissa, mikä johtuu siitä, että tarjonta kohdistuu miesvaltaisille aloille.

Vaikka Etiopia on edistynyt EFA- ja ESDP-tavoitteiden saavuttamisessa, maalla on riski, että se ei saavuta yleistä koulutukseen pääsyn, sukupuolten välisen tasa-arvon ja koulutuksen laadun tavoitteita. Nämä tavoitteet ovat ratkaisevia myös globaalilla tasolla taistelussa lukutaidottomuutta ja köyhyyttä vastaan. Etiopia on köyhä maa, joka tarvitsee jatkuvasti ulkomaisten hallitusten ja NGO:iden tukea kestäväen kehityksen saavuttamiseksi koulutussektorilla. Kehityksen kohteena pitäisi olla koulun käynnin esteiden poistaminen, tyttöjen koulunkäynnin edistäminen, opettajankoulutuksen laajentaminen kaikilla koulutuksen asteilla sekä teknisen ja ammatillisen koulutuksen kehittäminen Etiopian lähtökohdista käsin ja heidän kanssaan. Teknisen ja ammatillisen koulutuksen relevanttius on olennainen avain taloudellisessa kehityksessä ja ihmisten hyvinvoinnin lisäämisessä.

# SUMMARY

**Johanna Lasonen, Raija Kemppainen and Kolawole Raheem (2005) Education and Training in Ethiopia: An Evaluation of Approaching EFA Goals. University of Jyväskylä. Institute for Educational Research. Working Papers 23.**

Ethiopia is the second most populous country in Sub-Saharan Africa after Nigeria. Ethiopia is ethnically and linguistically very diverse. The transitional legislature formally recognised 64 major ethnic groups, and more than 250 distinct languages are known to be spoken in the country. The main ethnic groups are the Oromo and the Amhara. Amharic is the lingua franca and English is the second de facto language of the state. Ethiopia is one of the poorest countries in the world.

Access to education in Ethiopia is the most limited in the region. The illiteracy rate is high, approximately 70 per cent for females and 50 per cent for males. In 1997 the Government launched the Education Sector Development Project (ESDP), whose aims include that of increasing school attendance among rural children and especially girls. Furthermore, Ethiopia is working towards achieving the EFA (Education For All) goals as defined in the EFA Dakar Framework in 2000.

The World Declaration of Education for All in Jomtien, Thailand in 1990 pointed out that education is a fundamental right. The achievement of the EFA goals were to be evaluated through the EFA Dakar assessment. The EFA Dakar Framework focused on six educational goals: early childhood care and education; access to compulsory primary education by 2015, particularly for girls; learning needs of all young people and adults; 50% improvement in adult literacy by 20015, especially for women; elimination of gender disparities in primary and secondary education by 2005 and achievement of gender equality in education by 2015; and improvement of all aspects of the quality of education and achievement of learning outcomes, especially in literacy, numeracy and essential life skills. The Government of Ethiopia has adopted the goal of ensuring universal access to and completion of basic education and reducing the adult illiteracy rate by 2015.

The purpose of this research was to answer the following questions: 1) To what extent do Ethiopian children have access to educational and training services? 2) To what extent do women progress to primary, secondary and technical education? and 3) To what extent is the quality of education improving? These research questions were closely related to the EFA goals but expanded the scope of access and equality issues to cover secondary education and technical and vocational education. Education and training have particular significance for the reduction of poverty and for strategies of gender equity because they stress the dimensions of opportunities, skills, human resources development and

empowerment. However, in Ethiopia an emphasis on developing TVET and skills was introduced only at the turn of the 21<sup>st</sup> century.

The analysis is based on secondary and primary data. The secondary data comprise documents concerning education and gender policy received from the Finnish Ministry of Foreign Affairs, from Finnish implementing agencies, from the Finnish Embassy in Addis Abeba, from other donor organizations present in Ethiopia, and from Ethiopian executing agencies, policy makers and educational administrators. The primary data was collected through structured in-depth and focus-group interviews with different stakeholders in Finland and Ethiopia. The educational projects supported by the Finnish government promoted capacity building with a view to enabling Ethiopia to provide young people access to education and literacy. Finland has concentrated on the development of special education.

The study found that Ethiopia has made some progress towards the Dakar EFA goals. Access to primary education has expanded (EFA Goal 2). The primary-school enrolment tripled during the late 1990s and early 2000s. However, according to NER Ethiopia was in 2000 among the countries with the lowest enrolment rates. Nearly half of the children remain out of schools in Ethiopia. Although children are taught in Amharic, the lingua franca, in the early grades, the use of English increases in the upper grades. English is used in secondary, post-secondary, and higher education

Girls' access to primary education lags significantly behind boys' access. The gender gap in primary-school enrolment remains at the level of about 20 per cent. Female student numbers should be drastically increased if Ethiopia is to reach the goal of all children having access to primary education by 2015 (EFA Goal 2). The same trend is observed in the goal of gender parity and equality. Both in primary and secondary education, Ethiopia is at risk of not reaching the goal of gender parity even by 2015 (EFA Goal 5). Improving gender parity is the best predictor of achieving the EFA goals in general. Female teachers may encourage female students to stay in school through positive role models. However, the increase of female teachers has been fairly slow.

Quality of education (EFA Goal 6) can be measured by several indicators. Ethiopia has high teacher qualifications only in the first cycle of primary-level education. The student-teacher ratios are high and increasing. The shortage of teachers is likely to grow with HIV/AIDS taking its toll among teachers. There is also a shortage of teachers in rural and remote areas, and quality varies between the regions. Ethiopian schools operate with very modest facilities. Only about 60 per cent of students in Ethiopia survive to Grade 5, which makes it impossible to achieve measurable outcomes for all children in literacy, numeracy and essential life skills (EFA Goal 6).

Technical and Vocational Training is one of the main components of ESDP policy. Increasing the trained labour force relates to the development of the country as a whole. Improving coherence of the quantity and the quality of technical and vocational training is a challenge in Ethiopia. Education has neither shaped nor corresponded to labour force needs or the requirements of industry and trade. On all levels of the educational system, education and training has little relevance to practice and context and to preparation for the workforce and employability. The main problems facing the current TVET programmes

are: the range of occupational areas, trades, skills and knowledge covered by available training programmes is very limited; girls and women are underrepresented in training programmes, which is also due to the fact that existing provision mainly addresses typical male skills and occupations; and training provision for operating micro and small entrepreneurs and people in employment hardly exists.

Although Ethiopia is indicating progress towards the educational goals as defined by EFA and the ESDP, it is at a risk of not achieving the goals of primary access, gender equality, and educational quality within the desired timetable. Ethiopia is one of the poorest countries in the world, needing continuous support from foreign governments and NGOs in education for sustainable development. The focus should be on the removal of obstacles to educational access and on the promotion of the education of girls, teacher training at all levels of education, and technical and vocational training. The relevance of technical and vocational education and training is a question critical to economic growth at the national level and to people's well-being.

# PREFACE

As educators we became interested in investigating what roles schools has played in the global evolution. Is there a parallel between an increasingly globalising economy and a viable universal concept of education for all? What effect does a nation's global economic status have on its training policies? Such divides as the digital, economic and educational ones separating rich and poor regions, the South and the North, and the developing and developed countries call for national and international decision-making helping all people to achieve a good life. For example, access to education varies hugely between Europe and Africa. Of a Finnish age cohort almost 100% completes primary education, whereas of an Ethiopian age cohort only about 20% has an opportunity to gain the primary-school certificate. About 70% of Finnish upper secondary school leavers can think about continuing in higher education. For Ethiopian youth the proportion is only 1-2%. Nevertheless, the young people both in Ethiopia and in Finland deserve the same educational opportunities.

This evaluation report titled *Education and Training in Ethiopia: Evaluation of Approaching EFA Goals* is looking for answers to the following questions:

- To what extent do Ethiopian children have access to educational and training services?
- To what extent do women progress to primary, secondary and technical education?
- To what extent is the quality of education improving?

The evaluation research is based on the data that Dr. Johanna Lasonen, as a member of the country evaluation team, collected in Ethiopia and Finland in 2001-2002. The data consisted of thematic interviews and the different documents produced by the Ethiopian and Finnish ministries. Dr. Raija Kemppainen has updated the statistics for 2002-2004. She has also edited the report. In addition to his ongoing field research in Ethiopia, Kolawole Raheem has assisted in editing the report.

The country evaluation mission, of which an examination of the education sector was one part, was funded by the Department of Development Policy of the Finnish Ministry for Foreign Affairs and lead by Ms. Liisa Tervo. Additionally, the Institute for Educational Research has provided resources for publishing the report. Our special thanks go to these two organisations. A number of persons working with Jouni Sojakka, Head of the IER's Publication Unit, deserve thanks for their technical support. Marion Magin made an effective contribution to the technical layout of the report. Her editing skills warrant special acknowledgement.

The report starts by providing a historical overview of the status of educational reforms in Ethiopia. The contemporary education and training system and Ethiopian policies are explained. The results of the analyses show that quality, access and efficiency issues challenge the development of the Ethiopian education system. Finally, the conclusions and recommendations of the evaluation study are presented. The appendices show more detailed statistics that demonstrate the education quality measures. The last appendix presents the development projects that the Finnish Government funded and implemented in Ethiopia in 1990-2000.

*Dr. Johanna Lasonen*

*Jyväskylä*

*August 2005*

# I HISTORY AND DEMOGRAPHICS OF ETIOPIA

Ethiopia is one of the oldest nations in the world and the oldest independent country in Africa. Unlike most African countries, Ethiopia was not colonized—but occupied by Italy in the late 1930s for five years. Haile Selassie was the last emperor of Ethiopia, who became emperor in 1930 and who was driven to exile in 1936 with the invasion by the fascist Italy. After Ethiopian liberation from the fascist power, Haile Selassie returned and ruled until 1974 when he was overthrown by a coup of army officers.

The military government proclaimed Ethiopia a socialist state in 1974. By 1977, Colonel Mengistu Haile Mariam established full control of the Derg or the Provisional Military Administrative Council (PMAC). The Marxist military government stayed in power until 1991. During this time period the country experienced a revolutionary turmoil, civil war, war with Somalia and a devastating experience of agrarian socialism. All land, many houses and private enterprises were nationalized. State-sponsored cooperatives were established and whole and retail sales and industrial products were controlled by parastatals. The military regime introduced a “villagization” and resettlement programme, which facilitated political control. With the villagization scheme 12 million people were resettled by 1988.

The “Red Terror” ended in 1991, when the Tigrayans together with the Eritreans defeated Derg and Colonel Mengistu fled the country. Ethiopian People’s Revolutionary Democratic Front (EPRDF) took control and endorsed a transitional charter of Ethiopia. The charter became the legal basis for four years of interim rule under the EPRDF-dominated legislature and the Transitional Government, headed by the leader of Tigray’s People’s Liberation Front (TPLF). The Federal Democratic Republic of Ethiopia was proclaimed in 1995. Eritrea received *de jure* independence in 1993. Currently Ethiopia is a democratic federation of nine regions, governed by a bicameral legislature, a prime minister and a president. The EPRDF has been the ruling political party since 1991. Six other major parties and several smaller parties participate in the political system. (Tervo, Hailu, Huvio, Kirjavainen, Lasonen, Ovaskainen, & Puotinen, 2002).

Ethiopia is the second most populous country in Sub-Saharan Africa after Nigeria. The population is estimated at about 64 million, with a projected annual growth rate of 2.8 per cent, the population would reach 129.8 million by 2020. However, the impact of AIDS is likely to reduce the actual growth as the infection rate in Ethiopia is an alarming 10.6 per cent of adults aged 15 to 49, and the figure is rising (FDRE, 2001a). The Ethiopians are young, around 30 million people are under 16 years of age. Life expectancy is 43 years, compared with 49 years of the population of the whole Sub-Saharan Africa. The

population is highly rural-based: about 85 per cent of the population lives in rural communities.

Ethiopia is divided into nine regional states along predominantly ethnic lines: Tigray, Afar, Amhara, Oromiya, Somali, Benishangul-Gumuz, the Southern Nations, Nationalities and Peoples Region (S.N.N.P.R.), Gambella, and Harar. The municipalities of Addis Abeba and Dire Dawa have a special status as regions. Regional authorities have increasingly wide-ranging financial powers. Under regions there are *zones* and districts, *woredas*, which again are divided into villages, *kebeles*.

Ethiopia is ethnically and linguistically very diverse. The transitional legislature formally recognised 64 major ethnic groups, and more than 250 distinct languages are known to be spoken in the country. The main ethnic groups are the Oromo (40 per cent) and the Amhara (30). Amharic is the *lingua franca* and English is the second *de facto* language of the state, used also in secondary and in post-secondary and higher education. The population is split quite evenly between Christians (45 per cent, mainly members of the Ethiopian Orthodox Church) and Muslims (35 per cent). About 12 per cent of the population are animists.

Ethiopia is one of the poorest countries in the world. Its *per capita income* is USD 100 (World Bank, 2000), which is among the lowest figures in the world. Poverty is widespread and multi-faceted, both in rural and in urban areas, with 47 per cent and 33 per cent respectively of the rural and urban population being poor. Measured mainly in terms of food consumption, about half the population live below the poverty line. Poverty is linked with low growth and productivity in agriculture, practised mainly at subsistence level. Low productivity leads, further, to fragile food security.

In 1998/99 origins of the gross domestic product were estimated to be:

- agriculture and forestry 44.8 per cent,
- industry 11.7 per cent, including manufacturing 4.6 per cent, and
- services 43.5 per cent).

The three largest export earners in 1998/99 were coffee at 60 per cent, oats at 12.6 per cent and hides and skins at 7.0 per cent. Only 15 per cent of the workforce is employed in what is known as the formal sector. Accordingly, 85 per cent of the population obtain their livelihood in the informal economy.

The Human Development Index (HDI) published annually by UNDP combines macroeconomic and socio-economic indicators to provide an estimate of the level of development in a country. Even though the HDI for Ethiopia has been gradually increasing from 1985 to 1997, the figure for 1999 reveals that *Ethiopia ranks as the 172nd of 174 countries in 1999* (UNDP, 1999) and as *the 170<sup>th</sup> of 177 countries in 2004* (UNDP, 2004). To demonstrate that there have been some marginal improvements in the socio-economic sector, it can be shown that between 1970 and 1997 life expectancy grew from 40 to 43.3 years. During the same period the infant mortality rate fell from 159 to 111 per 1,000 live births while the under-five mortality shrunk from 239 to 175 per 1,000 live births.

*Access to education* is the most limited in the region. Only 40 per cent of the relevant age group in Ethiopia was enrolled in primary education in 1998. The illiteracy rate is

approximately 73 per cent for females and 50 per cent for males. Primary-school enrolment has risen from 3,1 million in 1994/95 to 5,7 million in 1998/99, the percentage for girls being all the time approximately 37. Secondary-school enrolment has also increased but remains very low. In 1997 the Government launched the Education Sector Development Project (ESDP), whose aims include that of increasing school attendance among rural children and especially girls to 45 per cent by 2001/2002 (FDRE, 2000b).

Since 1992, Ethiopia has been implementing a long-term strategy, ADLI (the Agricultural-Development-Led Industrialization Strategy) that identifies agriculture as the key to growth and poverty reduction in the short and medium term, with an envisaged rise in rural incomes and exports stimulating industrialization at later stages. ADLI contains various components needed for agricultural growth, including the provision of technology and finance, the construction of a rural infrastructure and internal and external markets, and paying attention to the role of the private sector.

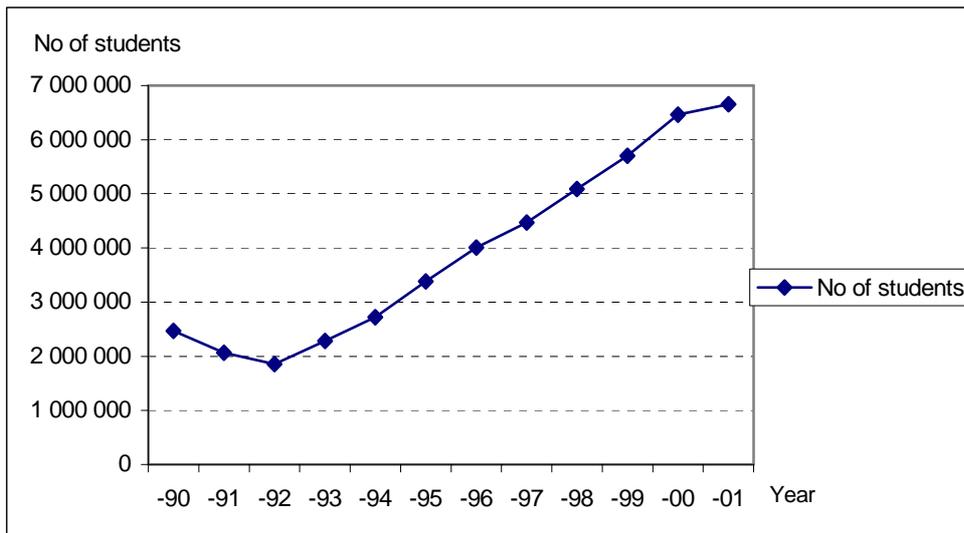
Additionally, the Interim Poverty Reduction Strategy Paper prepared by the Ethiopian authorities in November 2000 contains a declaration of the Government's commitment to reducing poverty. Poverty reduction is one of the key objectives of the first (1995-2000) and second (2000-2005) National Development Programs (NDP) (FDRE, 2000b).

## 2 BACKGROUND OF THE EDUCATION SECTOR

The educational sector in Ethiopia has been given powerful impetus after the overthrow of the military government in 1991. Since then education has been a development priority on the national agenda. The Government of Ethiopia has developed Education Training Policy (ETP) and Education Sector Strategy in 1994 (Transitional Government of Ethiopia, 1994; Ministry of Education, 1996). The Government adopted the Education Sector Development Programme (ESDP) in 1997 together with the Education Training Policy. Furthermore, Ethiopia is working towards achieving the EFA (Education For All) goals as defined in the EFA Dakar Framework in 2000. The illiteracy rate is still high at a rate of approximately 73 per cent for females and 50 per cent for males.

The educational policy goals, strategies and programmes are addressing the problems of access, equity, quality, and relevance in education. Access to education in Ethiopia has been one of the lowest in Africa. In 2003, the net primary-school enrolment rate (NER, referring to the relevant age group) (Grades 1-8) was 54.0 per cent for all students (47.2 per cent for girls and 60.6 per cent for boys). The gross enrolment rate (GER), covering overage and evening programmes students, was 64.4 per cent for all students (53.8 per cent for females and 74.6 per cent for males) (Ministry of Education, 1996).

Nearly half of the Ethiopian primary school-aged children do not go to school. Low enrolment levels are a result of children never entering school and of the cumulative effect of a high dropout rate in every grade of the primary cycle. Nevertheless, the primary-school enrolment has increased from 2,5 million in 1989/1990 to 7 million in 2001/2002. Figure 1 presents the trend in primary-education enrolment during the last ten years. The enrolment rate for primary schools increased considerably in the times of peace in Ethiopia.



Source: The figure is based on data from UNESCO, World Data on Education, 2000 and EMIS, Education Statistics Annual Abstract, 2001

Figure 1. Trend in Ethiopian primary-school enrolments in 1990-2001.

## 3 EDUCATIONAL POLICY AND REFORMS IN ETHIOPIA

The Education and Training Policy (ETP) has focused on expanding access to educational opportunities. The educational reforms are intended to achieve universal primary enrolment by 2015, with local language used as the language of instruction in the primary grades (Gfeller, 1999). In addition to addressing the formal education system, the Education Sector Development Programme (ESDP), adopted by the Government in 1997, included non-formal education (NFE) opportunities for dropouts and out-of-school children and young people. The concept of NFE provides a second chance for all, through distance education, functional literacy and continuing education.

The educational reforms have been reshaping the structure of the school system. Preschool education lasts two years and caters for children aged 4-6 years. However, it is not compulsory. Only a small proportion of children go to preschools. Primary education now lasts eight years (age group 7-14); it is divided into two cycles, a first cycle (Grades 1-4) and a second cycle (Grades 5-8). The goal of the first cycle is functional literacy, while the second cycle prepares students for further studies.

General education as a whole consists of eight years of primary education and two years of general secondary education (Grades 9 and 10), followed by two years of upper secondary education. General education is completed at the end of the first cycle of secondary education (Grades 9 and 10), and intends to enable students to identify areas of interest for further education and training. The second cycle of secondary education (Grades 11 and 12) will prepare students for continuing their studies at the higher education level or for choosing a career.

Technical and vocational training is institutionally separate from the regular educational system, forming a parallel track. Training is offered at the exit points of the general education system (Grades 4, 8 and 10). Higher education institutions comprise two universities, thirteen colleges (including teacher training establishments) and three institutes (a polytechnic, a health sciences and a water technology institute). Diploma programmes generally last two years. First-degree courses take four to five years of university or college studies to complete.

### 3.1 Education Sector Development Programme (ESDP)

In the last ten years, development cooperation has favoured integrating individual projects with sector-wide programmes designed by the host country. Instead of each project being

an independent entity, cooperation projects are adjusted to the overall goals and strategies of the given sector.

The Education Sector Development Programme provides a sector-wide policy and implementation framework for educational development. One of its main purposes is to coordinate government and donor inputs in the educational sector. The Government set down its educational sector policy in the ETP and the Education Sector Strategy (ESDP) in 1994. The Ethiopian Ministry of Education introduced the ESDP (Federal Democratic Republic of Ethiopia, FDRE, 1998a) in 1997, and its action plan (PAP) (FDRE, 1998b) and implementation plan (PIM) (FDRE, 1998c) in 1998. The ESDP has covered the first five years, 1997/98 – 2000/01, of a 20-year plan. The second period of the ESDP (ESDP II) started in the school year 2002/03 (ESDP II, 2002/03 – 2005/06).

The ESDP phase in Ethiopia was preceded by the Education Sector Investment Programme (ESIP). The ESIP process was used to draw up a budget for implementing educational policy, coordinated at national level. As regards the donors, the ESDP process has been considered to offer the advantage of providing them with an overview of the developmental needs of the sector. The Government started its own part of the ESDP programme in 1 July 1997, when the new budget year began.

### 3.2 The Objectives and Function of the ESDP Programme

*Objectives.* The ETP and the Education Sector Strategy linked with it and the ESDP and the PAP have addressed the problems of access, equity, efficiency, planning and management capacity, quality, and relevance in education, which have been foci of their objectives and strategies. The ESDP envisaged an expansion of primary-school enrolment from around 22 per cent in 1995/96 to 50 per cent in 2001/02, and an increase in financing for education through a rise in public expenditure on education to 4.6 per cent. This translated into an increase in the number of children in primary schools from 3.38 million to 7 million. The ESDP recognised that the capacity of the teacher training system must be enhanced in order to provide the qualified teachers necessary to teach the greatly increased enrolment. It also noted the need to improve the quality of the teachers, to pay attention to gender balance among students and teachers, and to improve the student-textbook ratio at the primary level from 5:1 to 1:1. The ESDP has had the aim of promoting equity by achieving a gross primary education enrolment rate of at least 25 per cent in under-served regions, raising female participation in primary education from 38 to 45 per cent, and increasing the proportion of female teachers from 25 to 35 per cent in 1997/98-2001/02.

*Strategies.* The ESDP programme has addressed the following strategic choices in 1998-2002:

- school site location in rural and under-served areas
- construction of more schools
- shorter school days
- optimizing student-teacher ratio
- elimination of school fees for Grades 1-10.

*Funding the ESDP.* The preferred method of funding for the ESDP is that the donors give direct budgetary support to the sector, not tied to any specific part of the sectoral programme. This has also been considered a major step towards recipient ownership. However, the donors and the Government of Ethiopia (GoE) have not been able to agree on the disbursement arrangements under the ESDP. Only the World Bank (WB) has paid a lump sum directly to the budget of the Ministry of Education in 2000. During the ESDP period the other donors, who have been the European Commission (EC), the United States Agency for International Development (USAID), the African Development Bank (AfDB), Sweden, and Germany, gave only earmarked contributions. According to the original plans the donors would have contributed about a fourth of the total budget, a target which has not been reached during the first period of the ESDP.

*Donors' Role.* The role of donors at the federal level is to participate in coordination of the policy dialogue and at the implementation level to provide technical assistance. Cooperation among donors requires a great deal of negotiation on policy, implementation, procedures and funding. The donors are considered as members both in the Central Joint Steering Committee and Regional Joint Steering Committee.

*Components.* The Government has undertaken reforms and actions to achieve these objectives related to the ESDP in the following areas (FDRE, 1998b): (1) *basic education* (access, equity, quality, and out-of school children and adults); (2) *secondary education* (access, quality, continuing education for out-of school young people and adults); (3) *technical and vocational education and training* (relevance and quality interventions); (4) *teacher education* (increasing the proportion of qualified teachers, retaining qualified teachers, and improving the quality of teacher training); (5) *tertiary education* (improving efficiency, increasing the number of engineers, educators, health workers and public administrators, and implementing a strategy for diversifying the resource base for tertiary education); (6) *educational materials* (proportion of recurrent expenditure on non-salary items, such as textbooks); (7) *institutional development* in the Ministry of Education, the regional education bureaux and the central education agencies, such as the Education Media Agency (EMA), the Institute of Curriculum Development Research (ICDR), and the National Organization for Examinations; (8) *distance learning*; and (9) *capacity building*.

*Technical and Vocation Training and Education.* The Regional National States are responsible for Technical and Vocational Education and Training (TVET) and Skills Development (SD). There is considerable difference between the states regarding how far they have come in strategic planning of TVET and SD. The National State of Tigray may be one of the most advanced in developing a policy framework for TVET and SD (Froyland, 2001). In December 2000 the Tigray National Regional State published its TVET strategy. The strategy had been prepared through a series of consultations and workshops with main stakeholders. The Tigray region reflects the same problem as the other regions in Ethiopia: females are under-represented in the school-based and diploma-led programmes. There are 3 200 students, of which two thirds are in the one-year course, participating in TVET programmes in Tigray (Government of Tigray, 1998). The number is not high considering the population of 3,6 million people in the Tigray National Regional State in 2000.

The other regional states have plans for TVET and SD in their medium and long term educational plans. For example, Oromia National Regional State is in the process of developing a strategic TVET plan. The Addis Abeba National Regional has recently requested assistance from the Ethio-German TVET programme for developing a TVET Strategy and a new organisational structure. Amhara Regional State Bureau of Education (2000) has delivered four month training for those leaving school in Grade 4 and six month training for those leaving school in Grade 8. During the period of 1996-2001, the proposed one- and two-year training programmes for Grade 10 leavers were not offered. However, the second five-year plan for 2001-2006 includes:

- setting up a management board of vocational training;
- setting up 20 training centres of the 10 + 1 and 10 + 2 programme;
- establishing Joiner Training centres in *woredas* (districts);
- conducting a Tracer Study to improve the quality of training;
- establishing apprenticeship;
- setting up a management board for training centres;
- conducting a market study of trained manpower needs.

### 3.3 Evaluation of the ESDP Programme

*Transparency of the ESDP.* Harmonization of donor procedures occurs in supervising, monitoring and evaluating of the ESDP. Monitoring is an essential aspect of the sector-wide approach. The harmonization of reporting, accounting, auditing, and other procedures contribute to the transparency of governance. The overall monitoring and coordination of the ESDP is the responsibility of a Central Steering Committee consisting of representatives of donors and the Government of Ethiopia. At regional level, the responsibility for monitoring activities lies with regional steering committees.

Since 1999, the progress of the ESDP has been assessed by

- three Joint Team Review Missions (JTRMs) in 1999, 2000 and 2003, the teams consisting of representatives from the Government and the donor community;
- three Annual Review Meetings (ARMs) undertaken in 1999, 2000 and 2001;
- three Consolidated National Performance Reports in 1999, 2000 and 2001; and
- a Mid-Term Review (MTR) in March-April 2001.

*Reviews of the ESDP.* The second JTRM (ESDP, 1999) identified a number of problems with the supply and quality of teachers which must be addressed. These included training teachers able to deliver the new curriculum, building the institutional capacity of all the country's teacher training institutes/colleges (TTIs/TTCs), providing adequate support and resources, for example by strengthening administrative and resource management systems, and ensuring adequate pedagogic resources, such as laboratories, books and materials and so on. There was also a need for a careful monitoring of the impact of new policy decisions on the attrition of first-cycle primary education teachers, the quality of teacher training, and the supply of qualified teachers. The reviews did not include TVET and SD programmes.

*Annual Review Meeting (ARM).* The ARM of the ESDP, held in June 2001, reviewed the findings of the MTR and the annual reports from regional and federal levels on the progress of the ESDP. One of the ARM's major conclusions was that the lack of quality continues to be a major problem which needs attention if the objectives of the ESDP are to be achieved. The MTR (2001) indicated that the recommendations of the first two ARMs have largely remained unimplemented. The main reason for this has been a lack of resources.

Each year after the ARM, the Ministry of Education has considered the review and assessed its progress in implementing the ESDP. The *consolidated reports* discuss analyses of educational trends, physical and financial performance, recommendations of the ARM, and major constraints and lessons learnt (ESDP, 2001).

*Mid-Term Review (MTR).* The MTR of the first ESDP took place in February and March 2001. It revealed that while good progress had been made in expanding enrolments, qualitative indicators had declined over the ESDP period (ESDP, 2001). The review pointed out that teacher attrition is high in many areas. In one *zone* it was observed that 44 per cent of the new teachers failed to take up their post, and that over the previous year, because of high attrition, there had been almost no increase in the number of teachers. In particular, the review raised the subject of attrition due to HIV/AIDS, pointing out that it was important to collect statistical data on this issue so as to improve projections and planning. The review also highlighted the fact that the numbers of qualified staff in second-cycle primary and in secondary education were inadequate.

"The ARM held in June 2001 reviewed the recommendations of the MTR and developed an action plan with special focus on improving educational *quality and efficiency, education of girls*, development of complementary basic education programmes for those who are not currently served by the formal system, and capacity strengthening at all tiers of the educational planning/administrative structures" (FDRE & UNICEF, 2001, p. 58)

*A Second ESDP (ESDP II).* Currently an ESDP II is being formulated, to be implemented from 2002 on (1995 E.C., that is Ethiopian time). Quality of education will be a priority in the ESDP II as are many of the issues identified in the latest ARM report. The expansion of the educational system will continue, involving the construction of 3,385 first-cycle and 2,451 second-cycle primary schools. There will also be an increase in the number of female teachers, with a target intake of 60 per cent in TTIs and 50 per cent in TTCs, accompanied by measures to retain women in the profession.

### 3.4 The EFA Dakar Goals

Economic, political and social problems worldwide constrained the efforts of providing basic education in many of the least developed countries in the 1980s. Millions remained uneducated and illiterate. Even in some industrial countries governmental funding for education decreased causing worsening of the quality of education. The participants of the World Conference of Education for All in Jomtien, Thailand in 1990 produced World

Declaration of Education for All. The declaration recalled that education is a fundamental right. The achievement of the EFA goals were to be assessed through the EFA Dakar assessment from 2000. The EFA Dakar assessment is the largest evaluation of basic education ever done. The Dakar Framework introduced the following six educational goals:

1. expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
2. ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
3. ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
4. achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
5. eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality; and
6. improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

The Government of Ethiopia has adopted the goal of ensuring universal access to and completion of basic education and reducing the adult illiteracy rate by 2015. During the following years all children should get an access to primary education and during twelve years, the majority of Ethiopia's women should receive an education.

### 3.5 Gender in Education Policy

In the Universal Declaration of Human Rights adopted by the UN in 1948, access to good-quality basic education was declared a fundamental human right. Although the world community has adopted subsequent normative instruments to guarantee that everyone will enjoy this right, substantial constraints remain on the way to females' universal primary education and workforce preparation.

The Jomtien World Conference on Education for All (EFA) reaffirmed the right to education and paid particular attention to the gender imbalance in the growth of the non-literate population. Education for girls and women was set as the most urgent priority in attaining the EFA objectives by ensuring access to and improving the quality of education for girls and women and by removing every obstacle hampering their active participation in education. TVET, whose recommendations UNESCO has regularly developed and monitored since the 1960s, was explicitly included in the EFA process in the 1990s.

The EFA Declarations constituted the first global evaluation of basic education ever undertaken in 2000 in Dakar (UNESCO, 2000a). However, in spite of all the efforts made by governments, international organizations, NGOs, and civil society at large, women's attainments remained quite unsatisfactory (UNESCO, 2001). Gender disparity was still evident in access, enrolment and literacy figures. Neither was the gender gap closing in TVET concerning the numbers of female students and the scope of female-dominated occupational fields. Sub-Saharan Africa continues to present the greatest challenge in terms of the size of the gender gap and because population growth rates remain high, thus further challenging efforts to ensure sufficient numbers of school places.

Accordingly, the Ethiopian government has agreed to commit itself to the following objectives:

- ensuring that all children, particularly girls, living in difficult circumstances, and children belonging to ethnic minorities, will be provided with free and compulsory basic education of a high standard by 2015;
- ensuring that the learning needs of all young people will be met by giving them equitable access to appropriate educational and life management skills programmes; and
- improving adult, particularly women's literacy by 50 per cent by 2015 and giving adults equitable access to basic and further education.

From a human rights perspective, girls' education must remain a priority as they still constitute almost two thirds of the children excluded from basic education. For example, Ethiopian educational statistics for the school year 2000/2001 show that only about 40 per cent of the age cohort entered basic education. Dropout figures are high particularly among girls. TVET does not offer enough programmes in the occupational fields favored by women. And even in the offered programmes women are underrepresented. In Ethiopia only about 20 per cent of students in vocational education establishments are women. A look at the population as a whole reveals that 75 per cent of women in Ethiopia are illiterate (FDRE & UNICEF, 2001). Girls' education is deeply influenced by such cultural and economic issues as tradition, legal systems, customs, poverty and discrimination. However, each issue requires political will both to educate girls and to eliminate non-education obstacles.

The Fourth World Conference on Women organized by the United Nations in Beijing in June 1996 approved an official document, Declaration and Platform for Action of Equality (PFA). The PFA document is a programme for increasing women's influence so as to make them fully empowered and equal parties in all decision-making and full members of their own communities. Twelve central problem areas have been specified in the document with a view to setting strategic goals, and defining measures intended to achieve these goals. The central problem fields are as follows: women's upbringing and education, women and health, violence against women, women in armed conflicts, women and the economy, power and decision-making, women's human rights, the media, women and the environment, and treating as well as the treatment of girl children.

OECD countries have committed themselves to an endorsement of gender equality as an overall strategic objective in the context of promoting the role of women and, therefore, sustainable people-centered development. More specifically, the OECD (2002) has listed the following goals inspired by the Beijing process and based on the statements of the Development Assistance Committee (DAC):

- re-emphasizing the socio-cultural aspects of development and the general need for a more people-focused approach which integrates social, economic and political analyses;
- reconsidering the impact of non-project forms of cooperation, such as sectoral programme assistance, structural adjustment, public expenditure reviews, on men and women;
- including gender implications in analyses, policies, country and sector strategies;
- emphasizing these principles in continuing and emerging areas of cooperation, in particular in participatory development and good governance, human rights, and conflict resolution;
- helping partners strengthen their institutional capacity to incorporate actions in favor of women and develop new instruments for addressing gender equality;
- focusing on the abilities of local communities to identify gender priorities and support actions in partnership with aid agencies;
- emphasizing gender equality in competence development, management responsibility, accountability, and adequate monitoring and reporting of results, which could involve increased financial commitments and re-writing job descriptions and responsibilities to include gender criteria.

The Policy on Ethiopian Women (Transitional Government of Ethiopia, 1993) has followed the international guidelines. The FDRE Constitution has guaranteed equal rights for women and men. Several articles of the Constitution, proclaimed in August 1995, relate to gender issues. Article 35 defines the equity of women and men, recognizes the right to affirmative measures for women and provides special attention to women to enable them to compete and participate in political, social and economic life in public and private institutions (FDRE, 2001).

Ethiopian women's participation in the Beijing preparation has contributed to formulating the African Women Platform of Action. Ethiopia has committed to promote the advancement of women's life in twelve priority areas such as education and training for women, women in power and decision-making, and women and poverty. The major objectives of the policy on women are to (FDRE, 2001):

- guarantee women equal rights with men;
- amend laws which adversely affect women's social, cultural and economic conditions;
- eliminate prejudices and customary harmful practices;
- improve the employment opportunities of women;
- identify the ways and means of lightening women's workload; and
- facilitate women's success to basic services such as health care and education.

The following chapter will examine the context of women's life and in the light of the above objectives.

### 3.6 Women's Life Context in Ethiopia

Though some clauses in the country's 1960 Civil Code are discriminatory and violate the principles of the 1994 Ethiopian Constitution, there are a number of legal provisions that benefit women in significant ways. However, legal literacy is very low and most women are unaware of their statutory rights. This is a key reason for the non-enforcement of laws in personal disputes. Provision of dispute resolution services is also limited.

The Government has demonstrated its commitment to promoting the equitable socio-economic development of women by the establishment of the National Policy for Women in 1993 and its promulgation of the new Constitution in 1994 (Transitional Government of Ethiopia, 1993). The aim of the National Policy for Women is to institutionalize the political and socio-economic rights of women by creating appropriate structures in government institutions so that public policies and interventions are gender-sensitive and geared towards ensuring equitable development for all Ethiopians (FDRE, 1998b).

The Women's Affairs Office has been established under the Prime Minister's Office in order to design a strategy that would allow women to contribute to and benefit from the country's on-going democratization, judicial reform and economic reconstruction processes. In the ministries, commissions and other institutions of central government, women's affairs departments (WAD) have been set up at the departmental level. At regional level, implementation of gender-specific policies is promoted by the establishment of regional women's affairs offices (FDRE & UNICEF, 2001). The latest attempt to enhance women's social position and opportunities is the Gender and Development Program of Action supported by UNICEF. Approved in August 2001, its main objective is to overcome all kinds of discrimination against women and to establish their equality with men.

The high prevalence of illiteracy among women makes it difficult for them to participate in society. The World Bank and the Government (1998) have noted the relatively low involvement of women in development interventions: Women are unable to benefit equitably from existing opportunities because of their low social and economic status, as well as technical reasons, such as the lack of facilities or transportation. Also, women are not usually members of formal groups such as cooperatives and associations. If at all, they tend to belong to informal and traditional groups. The customary laws and practices are patriarchal and hinder women's access to resources both within and outside the household. The same tendency can be noted also in the very low representation of women in the Parliament – 7.7 per cent, which is only slightly more than half the regional average, 12.4 per cent (FDRE, 2001c).

In general, Ethiopia is a country that has several traditional practices with potential harmful effects to the health of a person. The NCTPE (1998) has made a list of 88 harmful traditional practices (HTP) observed in the country. The list includes also some customs where the harm cannot be demonstrated, but a majority of them can severely maim a person. Among the HTPs related to women or female children are FGM, early marriage,

marriage by abduction, isolation during menstruation and delivery, not allowing pregnant women to eat nutritious food, and suturing the vagina after delivery. The Constitution promotes the eradication of these harmful practices by prohibiting them, and the National Policy on Ethiopian Women has outlined objectives and strategies for combating them.

Poverty and financial difficulties have driven numerous women to migrate in search of employment opportunities. The destination countries are usually in the Middle East, Lebanon being the most common one. Estimates of the number of Ethiopian women working in Beirut vary from 12,000 to 20,000 (Tekle & Belayneh, 2000). Illegal immigration often lands people in miserable conditions. This has led the Ethiopian Women's Affairs Office within the Prime Minister's Office to identify ways to counter trafficking, strategies for the Government and other actors to fetch migrant women back and design schemes for reintegrating women who have returned.

Women bear a disproportionate share of the burden of poverty in Ethiopia. Women are responsible for all household chores in addition to the support they provide in agriculture and livestock production. This drudgery is made worse by the lack of access to clean water and dependency on wood as a source of energy. Women spend a large part of their day collecting water and searching for firewood. Other laborious household tasks result in working days of 15-18 hours. Women have little or no opportunities or time to benefit from training and technical assistance and credit, making them often unable to increase their earnings beyond a subsistence level. To assist them in their arduous tasks, women keep their children, especially girls, from school, thus perpetuating the vicious cycle of female poverty (Tervo, Kirjavainen, Lasonen, Ovaskainen & Poutiainen, 2002).

Women in Ethiopia are also the most disadvantaged in regard to access to health services. Maternal mortality rate is 560-850 per 100,000 live births (UNICEF, 2001). A study covering the years 1996-2000 indicated that more than half of women's health problems are obstetric, with even the rest indirectly related to obstetric conditions, a link most probably stemming from the high percentage of women who have gone through female genital mutilation (FGM) (Government of Ethiopia, 2000). It has been calculated that 73 per cent of women underwent FGM at the national level in 1997 (compared to 90 per cent in 1990) (National Committee on Traditional Practices of Ethiopia (NCTPE) 1998).

The spread of the HIV epidemic is linked with several economic, sociological and cultural variables. The main economic variables that have been identified include low life expectancy, lack of human capital, income inequality, gender inequality, and the extent of labor migration. There is a strong relationship between health conditions, reflected in life expectancy, and HIV/AIDS. Because access to health services is generally dependent on the level of income, there is a positive association between income inequality and HIV/AIDS (FDRE, 2000a).

Women are vulnerable to the HIV/AIDS epidemic in Ethiopia. According to the Minister of Women (interviewed in 2001), the periodically conducted regional and national studies indicate that a high number of women are affected by the virus. There are various reasons for this:

- no access to information for the majority of women
- women's low economic status

- a culture and tradition that allows married men to have sexual relationships outside marriage
- common observation of harmful traditional practices
- a lack of openness between sexual partners
- a lack of proper care for children.

Gender equality is seen as a part of a process of decentralisation and empowerment. The Government is promoting gender equality through the National Policy on Women. The goal of this programme is to improve women's access to economic resources.

### 3.7 Technical and Vocational Education and Training (TVET) Policy

In the past, development of TVET has been supported by the aid of, among others, the United States, the Soviet Union, Italy and many national non-governmental organisations (NGOs), and recently by Japan and Germany. After the sector-wide programme in education was established, the foreign aid projects had to support the goals defined in Ethiopia.

As Tesafaye (1995) and Froyland (2001) observed, a comprehensive model of upper secondary school was introduced in Ethiopia 40 years ago with support from USAID. During the 1960s 105 practical modules were introduced in secondary schools in four areas: Industrial Arts, Home Economics, Commercial and Agricultural. The practical streams were aimed to fostering the value of all labour and the promotion of standards of efficiency and workmanship. The practical subjects covered about 20 percent of the 160 hours study programmes. The comprehensive schools, some of which still exist, have mainly offered academic programmes preparing the students for the national academic examination.

A polytechnic programme was introduced and developed in Ethiopia from the 1970ies with Russian support. Students were offered general polytechnic courses in Grades 9 and 10, after which three-year advanced technical/vocational training programmes were delivered. The programmes prepared middle level skilled manpower and staff for technical, managerial or administrative positions at paraprofessional level. Teachers assigned to the junior and senior secondary schools were expected to have college diplomas and bachelor degrees.

Some NGOs and missionary groups have also played an important role in vocational education and skills training. The variety of and even conflicting philosophies of TVET and SD programmes showed to be unsustainable due to discontinuity, poor quality and competence, and lack of resources.

Community Skill Training Centers (CSTCs) were established in the mid-1970ies by the Derg regime as a part of a NFE system. The centers' aims were designed to promote indigenous skills and increase productivity in the community. Training courses were offered in trades and fields such as weaving, sewing and embroidery, wood work, pottery, making and using fuel saving stoves, candle and soap making, dyeing, basket and mat

making, metal work, agriculture, home economics, carpentry and construction (Alemu, 2000). For example, the Oromia Region had 175 CSTCs in 1995. The number of trainees have doubled during the last six years being 3000 persons, consisting of slightly more females than males in 2001 (Froyland, 2001).

The recent policy documents such as the Agriculture Development Led Industrialization Strategy (ADLI), the Interim Poverty Reduction Strategy Paper, the Development Framework and Plan for Action 2001-2010, the Education and Training Policy and the Education Sector Development Programme emphasize the important role of education and training to promoting equality and to reducing poverty (FDRE, 2000b; MEDC, 2001; Ministry of Education, 1998; Transitional Government of Ethiopia, 1994).

The Transitional Government of Ethiopia (1994) issued an education policy and strategy. The policy papers identified three major areas for change:

- making education more relevant to the demands of the community and curriculum change;
- quality improvement; and
- the expansion of primary and vocational education.

The shift in policy would have major resource implications such as expansion of primary education and vocational training. The Education and Training Policy document presented specific objectives and strategic measures on TVET in the paragraph 3.2. (Transitional Government of Ethiopia, 1994):

- Parallel to general education, diversified technical and vocational training will be provided for those who leave school at any level of education.
- Apprenticeship training will be provided in agriculture, crafts, construction, and basic bookkeeping for those at the appropriate age and leaving primary education.
- Technical and vocational training in agriculture, industrial arts, construction, commerce and home science will be provided after primary education for those who may not continue in general education.
- Technical training will be provided for those who complete Grade 10 to develop middle-level manpower.
- Students participating in technical and higher education programmes will be helped to gain the necessary field experience before graduation.
- Teachers and researchers will be helped to gain the necessary field experience of various development and service institutions, while professionals working in such institutions will be helped to gain similar field experience of teaching will be facilitated.
- Coordinated curriculum development will be ensured so that students and trainees will acquire the necessary entrepreneurial and productive attitudes and skills.
- Research of practical societal impacts will be given priority and the necessary steps will also be taken to facilitate the coordinated effort of all those concerned.

The 1994 policy documents have provided guidelines for the planning of TVET reforms by the end of the 1990s. An urgent need for capacity building has been acknowledged at the highest political level.

The new middle technical education programme (10 + 1 and 10 + 2) will be introduced in almost 130 schools (SDCs, TVET schools, former Comprehensive Secondary Schools) and will involve 2000 TVET teachers. The teachers have varied qualifications and experience for becoming instructors in one of the 24 trades offered in the new programme within four main occupational areas:

- Business Education
- Home Science
- Construction Technology
- Industrial Technology.

The 10 + 1 and 10 + 2 reform is more similar to the structure of school-based vocational education found in some European countries such as Finland, Norway and Sweden. The curriculum for the 10 + 1 and 10 + 2 is based on the concept of Modules for Employable Skills (MES) developed by International Labour Office (ILO) (Ministry of Education, 1999c). The training is broken down to small units with defined behavioural outcomes.

The new department for TVET/SD headed by Vice-Minister in the Ministry of Education was established in November 2001. Until then the sub-sector has been led by a small TVET panel comprising TVET Panel Head and five experts in the fields of Mechanical Engineering, Home Economics, Business Education, Agriculture and Electrical/Electronics.

## 4 RESEARCH PROCEDURES

### 4.1 Goals and Research Questions

This study surveyed Ethiopian children's access to education and training and sought answers for the following questions:

- To what extent do Ethiopian children have access to educational and training services?
- To what extent do women progress to primary, secondary and technical education?
- To what extent is the quality of education improving?

These research questions are closely related to the EFA goals, and this research will discuss achieving the EFA goals of having access and completing free and compulsory primary education of good quality (EFA goal 2), eliminating gender disparities in primary and secondary education and achieving gender equality in education by 2015 (EFA goal 5) and improving all aspects of the quality of education (EFA goal 6). This research expands the scope of access and equality to secondary education and technical and vocational education.

The data of the article were collected during a country programme evaluation mission in 2001-2002, Ethiopia being one of the main and long-term partner countries of Finnish development cooperation. The evaluation was funded by the Finnish Ministry for Foreign Affairs and the Institute of Educational Research.

### 4.2 Data Collection

The information for the analysis is based on secondary and primary data. The secondary data comprise documents concerning education and gender policy received from the Finnish Ministry of Foreign Affairs (e.g. protocols of bilateral country consultations, project documents, and evaluations), from Finnish implementing agencies, from the Finnish Embassy in Addis Abeba, from other donor organizations present in Ethiopia, and from Ethiopian executing agencies, policy makers and educational administrators (see the list of persons interviewed and documents reviewed in Appendix II).

The primary data was collected through structured in-depth and focus group interviews with different stakeholders in Finland and Ethiopia. Altogether, 79 people were interviewed between November 2001 and February 2002 (see Appendix II). The interviews

in Finland covered present and former staff of the Ministry of Foreign Affairs and representatives of Finnish non-governmental organizations. Interviews with representatives of companies and institutions which have participated in implementing projects in Ethiopia focused on individual projects and on the specific experiences of these organizations.

A field trip to Ethiopia lasted three weeks. The main purpose of the interviews in Ethiopia was to obtain the views of the Ethiopian educational authorities, organizations and individuals who have taken part in planning and implementing the cooperation programme and individual education and training projects.

### 4.3 Data Analysis

The findings of the desk and field study were combined and analyzed against selected content criteria concerning human capital and gender issues in development processes and equal access to education and training. The findings of the interviews carried out in Finland were compared to the findings of the field study conducted in Ethiopia and vice versa. The analysis moved back and forth between the project level and the sector and country programme levels.

## 5 RESULTS

Education has been a development priority on the national agenda since the formation of the Transitional Government that was in power until 1995, when the Democratic Federal Republic of Ethiopia was established. In 1994 the Government developed an Education and Training Policy (ETP) and an Education Sector Strategy (Transitional Government of Ethiopia, 1994). Most of the Ethiopian population is still illiterate. According to the Ethiopian Government and UNICEF statistics (FDRE & UNICEF, 2001), the illiteracy rate is approximately 73 per cent for females and 50 per cent for males.

The goals, strategies and programmes of Ethiopian educational policy are addressing the problems of access, equity, quality and relevance in education. Education and training have particular significance for the reduction of poverty and for strategies of gender equity because they stress the dimensions of opportunities, skills, human resources development and empowerment. However, an emphasis on developing TVET and skills was introduced in Ethiopia only at the turn of the 21<sup>st</sup> century.

### 5.1 Indicators of the Education Sector Development Programme

The Government of Ethiopia has sought to expand equitable access to primary education and, to some extent, to vocational education in order to meet the needs of the country and the economy. The objectives for the first phase of the ESDP have been (ESDP, 1998a):

- increasing access to primary education by expanding enrolments from 3.1 million to 7 million;
- promoting equity by expanding schools in rural areas and increasing the proportion of female students from 38 to 45 per cent;
- improving the quality of education by providing each child with a textbook in each core subject, and by improving teacher training;
- improving relevance by reforming the curricula;
- increasing efficiency by reducing dropout and repetition rates; and
- supporting educational financing by raising public spending to 19 per cent of the government budget, and encouraging private-sector and community financing.

This research report investigates the achievement of the ESDP objectives: increasing access, promoting equity (with focus on gender) and improving the quality and efficiency

of education. Educational financing is discussed in the context of quality. The progress of the educational reform is revealed most obviously by quantitative indicators.

### 5.1.1 Access to Primary Education

In Ethiopia, access to education has been among the most limited in Africa. Between the end of 1980s (school year 1989-1990) and the early 2000s (school year 2002-2003), the number of schools increased by one half (51 per cent); whereas the student enrolment tripled by 2001-2002. The growth of the teaching core, however, was not as rapid as the growth of the student body but nearly doubled during the same time period. Table 1 shows the development in the number of schools and in the numbers of students and teachers by gender since 1989. Appendix IV presents extent to which certain indicators have been achieved.

Table 1

*Number of Primary Schools and their Students (Grades 1–8) and the Proportion of Female Teachers from 1990 to 2001 in Ethiopia*

(Ministry of Education 2001; UNESCO 2000; Joint Review Mission Report 2003; Ministry of Education 2004; UNESCO 2004); ESDP 2003.)

SCHOOLS		PUPILS			TEACHERS		
Year	Number of Schools	Enrolment	Proportion of Females %	Proportion of Males %	Number of Teachers	Proportion of Females %	Proportion of Males %
1989-1990	8,256	2,466,464	39.8	60.2	68,389	23.9	76.1
1990-1991	8,434	2,063,635	41.8	58.2	68,457	25.0	75.0
1991-1992	8,120	1,855,894	40.8	59.2	69,743	25.6	74.4
1992-1993	8,674	2,283,638	38.2	61.8	75,736	26.6	73.4
1993-1994	9,276	2,722,192	37.0	63.0	83,113	27.0	73.0
1994-1995	9,704	3,380,068	36.0	64.0	89,189	27.6	72.4
1995-1996	10,204	4,005,708	35.7	64.3	92,526	28.1	71.9
1996-1997	10,478	4,468,294	26.0	74.0	105,788	26.2	73.8
1997-1998	10,752	5,090,670	36.7	63.3	109,237	27.2	72.8
1998-1999	11,051	5,702,233	37.8	62.2	112,405	27.8	72.2
1999-2000	11,415	6,462,503	38.5	61.5	115,777	29.4	70.6
2000-2001	11,780	6,650,841 (57.4%)	40.3	59.7	121,077	30.3	69.7
2001-2002	12,089	7,213,043 (61.6%)	41.4	58.6	126,882	31.1	68.9
2002-2003	12,471	(64.4%)	41.2	58.8	---	30.6	69.4

The objective of expanding primary-school enrolment to 7 million and increasing the total number of primary schools was quantitatively gained by 2002. The number of teachers has grown although there will be a great shortage of teachers with the growing enrolment figures.

These figures of growth transfer to increased access to primary education. The gross enrolment GER (covering over-age and evening programme students) in primary education has steadily increased. The GER rose from 57,4 per cent to 64,4 per cent between the school years of 2000/01 and 2002/03. These enrolment figures are nearing the target figures. The ESDP II GER target for 3002/03 was 66 percent and 70 per cent for 2004/05 (Joint Review Mission Report, 2003).

In 2003, the primary-school (Grades 1-8) NER (covering the relevant age group) was 54.0 per cent for all students (Ministry of Education, 2004). Table 2 shows the enrolment rates by gender in the school years 2001/01, 2001/02 and 2002/03.

Table 2

*NER/GER in 2000/01, 2001/02 and 2002/03* (Ministry of Education, 2004.)

Year	NER			GER		
	Female	Male	Total	Female	Male	Total
2000-2001	41.7	55.7	48.8	47.0	67.3	57.4
2001-2002	45.2	59.0	52.2	51.2	71.7	61.6
2002-2003	47.2	60.6	54.0	53.8	74.6	64.4

Despite the progress in educational access, as the above indicators reveal, nearly half the children in Ethiopia in primary-school age (about 7 million 7- to 14-year-olds) do not go to school. Low enrolment levels are a result of children never entering school and of the cumulative effect of high dropout rates in every grade of the primary cycles (Grades 1-8).

The enrolment rates vary remarkably from region to region. For example, the GER in the entire Afar Region is 13.8 per cent, compared with 100 per cent in Addis Abeba, for the primary level education and 5.1 per cent, compared with 78.1 per cent in Addis Abeba, for the secondary level education (Ministry of Education, 2004). The table in Appendix V demonstrates the differences of the regions as far as school facilities are regarded. As presented in Appendix V, the facilities of the schools also vary strongly from region to region.

The ESDP has emphasized expanding access to education in rural areas. Of the new primary schools constructed in 2002/03, 86 per cent were built in rural areas, as were about half the secondary schools constructed during the same time period. The proportion of primary schools operating in rural areas reflects the population division between rural and urban areas: 85 per cent of the Ethiopian population lives in the rural areas and 84.1 of schools are situated in rural areas. The secondary schools, however, are concentrated in the urban areas (Ministry of Education, 2004). Table 3 describes the percentage of primary and secondary schools in rural and urban areas.

Table 3

*Percentage of Primary and Secondary Schools in Rural and Urban Areas*  
(Ministry of Education, 2004.)

Year	PRIMARY SCHOOLS		SECONDARY SCHOOLS	
	Rural areas	Urban areas	Rural areas	Urban areas
2000-2001	85	15.2	7.0	93.2
2001-2002	84.04	15.96	6.38	93.62
2002-2003	84.1	15.9	896	91.04

### 5.1.2 Gender Parity and Equality

This section will examine gender parity and equality in education and the state of female students' education in Ethiopia. The term gender parity refers to a numerical concept (such as figures of participation in education) whereas equality refers to the same educational experiences, treatment and outcomes for boys and girls (EFA, 2003/4).

Primary-school enrolment has increased from 2.5 million in 1989/1990 to 7.2 million in 2001/2002 (Table 2, page 34). Both boys and girls are now better educated, even if it is true that boys have benefited more. Girls' more modest educational participation seems to correlate with the smaller figures for female teachers. Figures 2 and 3, based on data from the Ministry of Education (2001b), show the GER for primary and secondary schools.

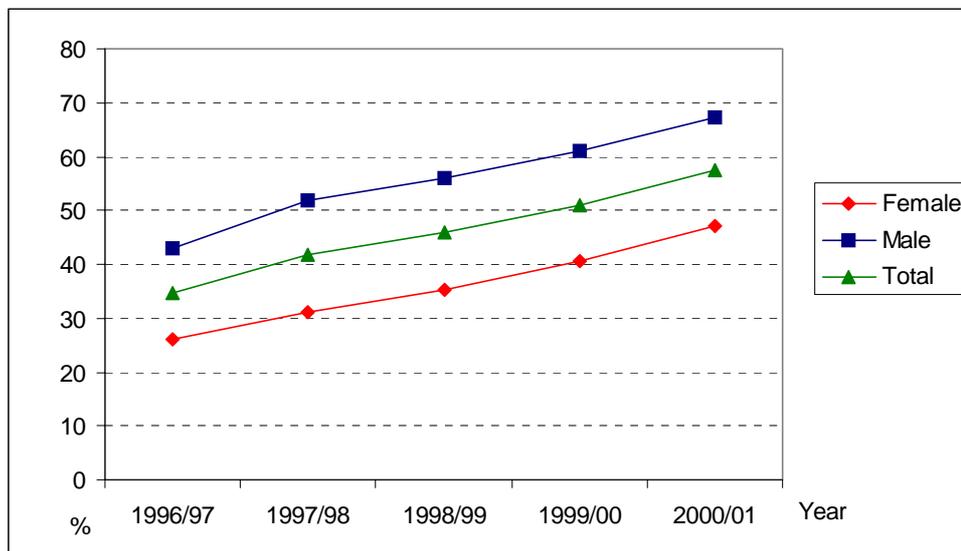


Figure 2. Annual primary-school (Grades 1-8) GER in the school years 1996/1997 - 2000/2001.

Only one out of ten children who enter primary school complete Grade 12 of general education. In 1998/99 there was a total enrolment of 521,728 students in less than 400 upper secondary schools.

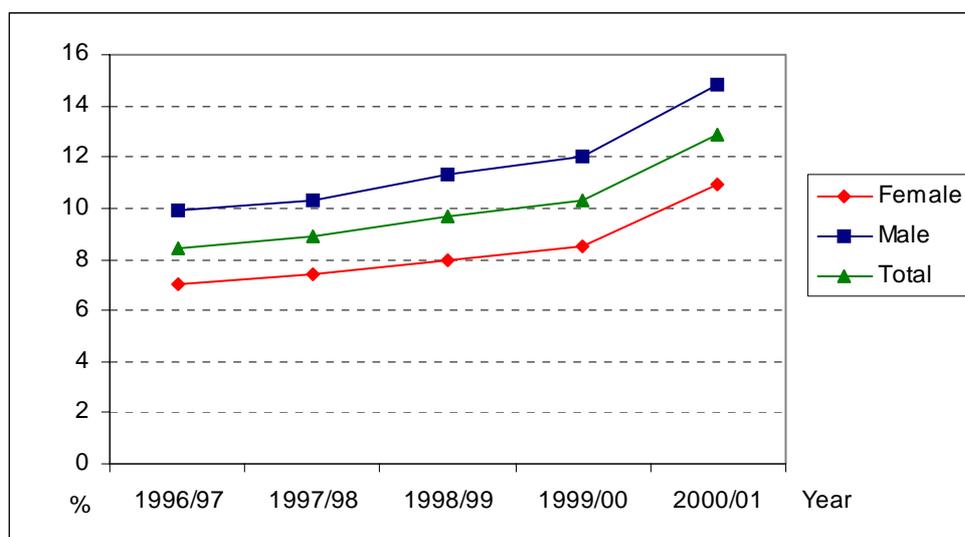


Figure 3. Secondary-school (Grades 9-12) GER in the school years 1996/97 – 2000/01.

The numbers of secondary education students have steadily increased as compared with the age cohort. GER was 19.3 per cent in the school year 2002/03: 24.0 per cent for males and 14.3 per cent for females. Enrolment varies substantially by region (Ministry of Education, 2004).

Although overall access to primary education is increasing, the gender gap remains nearly unchanged. Table 4 describes the gender gap trends between school years 2000/01 and 2002/03 in primary and secondary education.

Table 4

*Gender Gap in Primary and Secondary Education* (Ministry of Education, 2004.)

Year	PRIMARY EDUCATION (GRADES 1-8)		SECONDARY EDUCATION (GRADES 9-10)
	Gender Gap by GER	Gender Gap by NER	Gender Gap by GER
2000-2001	20.3	14.0	3.4
2001-2002	20.5	13.8	6.7
2002-2003	20.8	13.4	9.7

In primary education the gender gap persists at the level of 20 per cent in GER at the national level. The ESDP II target is to reduce the gender gap to 16 per cent by 2004-2005—the target for boys is 78 per cent and for girls 62 per cent (Joint Mission Review

Report, 2003). The gender gap in secondary education is much smaller than in primary education; however, the gap has been increasing in the early 2000s. The target is to narrow down the gap—the target for boys in 2004-2005 is 17 per cent and for girls 14.4 percent.

Gender disparity is bigger in tertiary education than in primary and secondary education. Females accounted for 10.7 per cent of total tertiary enrolments. In 1995/96 most of the female students attended TTCs or the country’s only health sciences college or studied business and economics and social sciences. Although women’s GER has risen by 29.2 per cent since 1996, being 21.4 per cent in 2000/01, measured by the gender parity index their actual numbers have fallen by 0.2 per cent as against those for male students. Although TVET has been a part of the ETP, only in recent years has a real start been made on developing it. There are 23 technical and vocational education and training schools with a maximum intake of 6,000 students.

### 5.1.3 Quality of Education and Efficiency

The question of the quality of education will be explored using teachers’ pedagogical training, student and teacher ratios, educational expenditure and student achievement as the indicators. Efficiency will be examined through students’ dropout rates and repetition of classes.

The expansion of the educational system has created a serious shortage of teachers. According to the Ministry of Education (2004), 97.1 per cent of the first-cycle (Grades 1-4) and 28.7 per cent of the second-cycle (Grades 5-8) primary-school teachers were certificated in 2002-2003. According to national standards, first-cycle primary-school education requires teachers with the minimum qualification of a certificate from a TTI, while a second-cycle primary education teacher must have a diploma from a TTC. Female primary-school teachers are more likely to have received pedagogical training than male teachers: about 85 per cent of female and 65 per cent of male teachers are trained (EFA, 2003/2004). The percentage of certified secondary-school teachers was 39 in 2003-2003. Table 5 describes the progression of certified teachers between 2000-2001 and 2002-2003.

Table 5  
*The Progression of Certified Teachers in Primary and Secondary Education*

Year	PRIMARY		SECONDARY
	Certified teachers Grades 1-4	Certified teachers Grades 5-8	Certified teachers Grades 9-12
2000-2001	96.6	23.9	36.9
2001-2002	95.6	25.5	33.7
2002-2003	97.1	28.7	39.0

Qualification rates are high among teachers of lower grades at the primary-school level. The difference as compared to upper-grade teachers' qualifications is great. The national standards require that first-cycle teachers have a certificate from a teacher training institute, whereas second-cycle primary-school teachers need a diploma from a teacher training college (Tervo, Hailu, Huvio, Kirjavainen, Lasonen, Ovaskainen, Poutiainen, 2003). The possibilities for further education for teachers are scarce. The ESDP II target is to have 99 percent of lower-grade and 80 per cent of upper-grade primary-school teachers and 73 per cent of secondary-school teachers qualified by 2004/05 (Joint Review Mission report, 2003). If Ethiopia is to improve the quality of education and gain the objectives of universal primary education and of increasing female participation to the 50 per cent set by the Ethiopian government in the PAP and the ESDP, it must engage a great number of new teachers annually.

Average class size is 66.4 children in primary education and 74.9 children in secondary education per one teacher (Mid-Term Review Mission, 2001). The pupil teacher ratios have been increasing last years in the lower grades. Table 6 describes the progression of pupil teacher ratios between 2000-2001 and 2002-2003. In reality there are often 100 children in a school class. In addition, both evening and morning shifts are often taught by the same teachers.

Table 6

*Pupil Teacher Ratios (PTR) and Pupil Section Ratios (PSR) for Primary and Secondary Education (Ministry of Education, 2004.)*

Year	PTR		PSR	
	1-8	9-12	1-8	9-12
2000-2001	60	46.3	70.4	78.2
2001-2002	63	49	73	80
2002-2003	65	45	73	77

Besides looking at the enrolment figures, it important to investigate students' achievement in education. Students' GPAs in secondary education vary from 1.8 (or below) to 4.0. Girls' GPAs (Grade Point Averages) tend to concentrate at the lower end (i.e., 1.8 or below). 72 per cent of girls in Addis Abeba have their GPA at this low level. The respective figure for boys is 58 per cent (Lexow, 2003).

The ESDP II target is to increase the proportion of educational expenditure in total public expenditure to 19 per cent by 2004-2005 as against 15.1 percent in 1995 and 13.7 per cent in 1996. By 2002-2003 its proportion in total expenditure had risen to 17.2 per cent (Joint Review Mission Report, 2003).

Educational quality includes several other factors in addition to those discussed above. A survey conducted by Eva Poluha (2001) revealed that the quality of education is being impaired by defects that the Government cannot afford to remedy. These include teachers' wretched work conditions, a lack of textbooks, a lack of teaching aids and materials, and

overcrowded schools. Increasing the textbook student book ratio from 1:5 to 1:1 is one of the ESDP objectives in Ethiopia. According to 1995 data, the student textbook ratios vary significantly by region: while some regions have a 1:1 ratio, other regions have a 1:5 ratio in primary education. The student textbook ratios are more positive in secondary education, where several regions have 1:1 ratios and no region exceeds the ratio of 1:3 (Ministry of Education, 2004). The national average for student textbook ratio was 2.5 at the primary level and 1.5 at the secondary level in 2000-2001 (Joint Review Mission Report, 2003).

In Ethiopia schools are functioning with very modest facilities. A number of schools do not respond to the educational needs especially for increasing girl's access to primary education. The most of the schools do not even have necessary facilities such as water and latrines to say nothing about counselling and clinics. Although the GoE has raised public expenditure on education to 4,6 per cent of GDP, it will not be enough to ensure the access and attractiveness of education for all (Tervo, Hailu, Huvio, Kirjavainen, Lasonen, Ovaskainen, Poutiainen, 2002).

Quality of education may correlate with dropping out of schools. For example, dropout appears high in the first grade if the class sizes are large and there is lack of educational material (Joint Review Mission Report, 2003). Ethiopian primary education has rather high dropout and repetition rates, indicating that resources are being wasted. The overall dropout rate for the primary level (Grades 1-8) was 17.8 per cent in 2000/01 and 17.1 per cent in 2002/03 (see Appendix IV). The aim of 8.9 per cent by the school year 2004/05 seems difficult to reach. The risk of dropping out is particularly high for first-grade students. More than a quarter (28.7 per cent) of the children in the first grade dropped out in 2002/03 (Ministry of Education, 2004). Barely over 60 per cent of students survive to Grade 5. (Summary, Education for All: The Quality Imperative 2005; UNESCO 2005).

Repetition of classes may correlate with dropping-out. About one out of ten students used to repeat Grade 1, girls more often than boys. Firstgrade repetitions, however, have fallen with a policy of automatic promotion and continuous assessment. In school year 2002/03 the repetition rate for first-grade students was 3.9 per cent. The repetition rate increases in Grades 5, 7 and 8, as indicated in overall repetition rate for Grades 1-8, which was 6.7 per cent in 2002/03 (Ministry of Education, 2004).

Only a small proportion of secondary education leavers continue into tertiary education. In 1996/97, 38.1 per cent of those taking the Ethiopian School Leaving Certificate Examination at the end of their secondary education passed the exam, and only about a half of these were placed in tertiary education institutions (Workineh, T., Teferra, T., Shibeshi, A., & Mercer, M., 1999).

## 5.2 Development of Technical and Vocational Education and Training

The following section will examine the development of Technical and Vocational Education and Training, which is not often given sufficient attention in educational reports. Technical and Vocational Training, however, is one of the main components of

ESDP policy. Increase of trained labour force relates to the development of the country as a whole.

Table 7

*Number of Teachers and Students in Government-Owned Technical and Vocational Schools (TVETs) in 2000/01 (1993 E.C.)* (Ethiopian Ministry of Education, 2001, p. 104.)

TECHNICAL AND VOCATIONAL SCHOOLS	STUDENTS			GRADUATES			TEACHERS		
	Total	Female	Male	Total	Female	Male	Total	Female	Male
Addis Abeba Technical	364	53	311	181	25	156	44	2	42
Entoto Technical & Vocational	476	200	276	188	80	108	56	13	43
General Wingate Construction	401	87	314	138	32	106	54	4	50
Chero Agro-Technical	24	6	18	-	-	-	12	1	11
Mersa Agro-Technical	44	6	38	10	1	9	26	13	13
Adama Technical	148	18	130	63	8	55	39	0	39
W/o Sehen Technical & Vocational	318	131	187	128	66	62	34	1	33
Awassa Technical	117	15	102	78	10	68	-	-	-
Bure Agro- Technical	147	20	127	53	8	45	24	1	23
Waliso Agro- Technical	314	43	271	62	9	53	28	1	27
Dire Dawa Technical	156	14	142	59	5	54	19	0	19
Zeway Technical Training Center	89	14	75	44	6	38	12	0	12
Dabena Tech. School	33	8	25	13	3	10	15	1	14
TOTAL	2631 (100%)	615 (23.4%)	2016 (76.6%)	1017 (100%)	253 (25%)	764 (75%)	363 (100%)	37 (10.2%)	326 (89.8%)

Although TVET has been a part of the ETP, only in recent years has a real start been made on developing it. There are 23 technical and vocational education and training schools with a maximum intake of 6,000 students. In the school year 2000/01, the students of state-owned schools were 23.4 per cent female and 76.6 per cent male. In the non-government TVETS the enrolment was 91.5 per cent male and only 8.5 per cent female (Ministry of Education, 2001b). The disparity in the figures for female and male vocational teachers is even greater. Froyland (2001) showed in his working paper, written as a TVET consultant, as part of the preparations for supporting the ESDP II that there is a shortage of TVET teachers, and the Ethiopian Ministry of Education has contracted many TVET instructors from abroad (Wood & Avenstrup & Bekele & Froyland & Workineh & Higgins & Poluha & Kelemu, 2001).

Table 8

*Number of Teachers and Students in Non-Government Technical and Vocational Schools in 2000/01 (1993 E.C.) (Ministry of Education, 2001, p. 104.)*

TECHNICAL AND VOCATIONAL SCHOOLS	STUDENTS			GRADUATES			TEACHERS		
	Total	Female	Male	Total	Female	Male	Total	Female	Male
Arbaminch Technical				164	27	137			
Don-Bosco Technical	78	5	73	39	2	37	13	0	13
Mendida Cistercian Monastery Technical	39	5	34	19	2	17	3	0	3
Selam Technical and Vocational Training Centre	216	9	207	102	3	99	39	2	37
SOS Technical and Vocational Training Center	73	0	73	18	0	18	14	0	14
Necat Technical and Vocational Training Center	465	8	457	258	3	255	11	1	10
Hope Vocational Training Centre	179	85	94	107	66	41	21	5	16
Kidus Yohannes Bosco Technical and Vocational	76	10	66	-	-	-	13	0	13
Addis Technical and Vocational Skills	618	19	599	332	19	313	24	0	24
Opportunity Industrialization Centre for Ethiopia/OICE/	186	23	163	128	8	120	-	-	-
TOTAL	1930 (100%)	164 (8.5%)	1766 (91.5%)	1167 (100%)	130 (11%)	1037 (89%)	138 (100%)	8 (6%)	130 (94%)

Nongovernmental organisations, especially missionary organisations, have played a long and prominent role in designing programmes for vocational training and skills development. Gender distribution is not highly biased in nongovernmental TVET schools,

The development of the country is related to the vocational and technical skills of its people. Therefore, the government has undertaken construction of new TVET centres, upgrading the existing centres and furnishing and equipping the TVET facilities (Ministry of Education, 2004). Table 9 describes the number of governmental and nongovernmental centres in 2002-2003.

The number of TVET centres reached 156 in school year 2002-2003 and the great majority of these centres are owned by the government. The enrolment figures at these TVET Centres indicate high gender parity. Gender division, however, is being observed in the choice of TVET subjects. Female students tend to concentrate on traditional female fields (Lexow, 2003). In addition, there are 25 government TVET centres run by the Ministry of Agriculture (Ministry of Education, 2005). These TVET centres enrol 26,673 students; however, only about 4,000 of them are female students.

Table 9

*Number of Government-Owned and Non-Government TVET Centres and Students in 2002-2003 (Ministry of Education, 2004.)*

TYPE OF TVET CENTRES	NUMBER OF TVET CENTRES	STUDENTS IN TVET CENTRES		
		Male	Female	Total
Government-owned	134	35,847	33,748	69,595
Non-government	19	1,530	1,037	2,567
Total	153	37,377	34,785	72,162

In a comparative study of government and non-government TVET, Alemu (2000) found significant quality differences. The graduates from the sampled non-government schools had a significantly higher employment rate. Respondents from the two types of TVET schools expressed different views on what were the major problems that hindered the implementation of vocational programmes. Respondents from government schools identified (1) lack of facilities and (2) absence of occupational information and public relation service.

The respondents from non-government schools considered as main problems:

- low absorptive capacity of the companies,
- duplication of training areas
- absence of accreditation services.

The first group was concerned about internal efficiency and better government services. The non-government school respondents were preoccupied with external effectiveness and system for external quality assurance.

The Ministry of Education (2001a) has detailed statistics showing how many TVET teachers have been trained in the various fields from the different regions. Several measures have been taken to provide qualified TVET teachers. Extensive summer in-service training courses are provided for TVET teachers, degree programmes are taught also through part-time evening courses, missing TVET experts and teachers are recruited from Germany, India, China, Nigeria and Cuba, and coordinating teams are appointed for TVET capacity building, including the establishment of local training resource centres.

Teachers in Industrial and Building Technology have attended courses at Nazareth College of Technical Teacher Education (NCTTE) and at the Bahir Dar University in the Faculty of Engineering. The in-service training has focused on basic skill training and introduction to the training methods appropriate for modular curricula.

Table 10. shows the estimation for the need of TVET teachers in the Medium TVET Programmes for the next five years.

Table 10

*Estimated Need for TVET Teachers in 2002-2007 (Froyland, 2001.)*

Field of Specialisation	2002		2007		Total Number of Additional Teachers Required in 2002-2007
	Number of Trainees	Additional Teachers Required	Number of Trainees	Additional Teachers Required	
Business	10 200	408	24 650	238	980
Industrial	6 000	240	14 500	140	580
Construction	6 000	240	14 500	140	580
Home Science	7 800	312	18 850	182	751
Total	30 000	1 200	72 500	700	2 900

The target for TVET programmes is to increase enrolment from 25,000 to 130,000 by the end of 2004/05. To reach this goal, several activities have been introduced. The following activities have been achieved: revising curriculum, skill upgrading for TVET teachers, employing expatriate teachers to ease teacher shortage, drafting legal framework for the TVET management and operations, developing directives and guides on, e.g., accreditation, apprenticeship, trade testing, certification, developing occupational training standards, being in the process of upgrading TVET schools, and teacher training on entrepreneurship (Ministry of Education, 2004).

The attrition rate for TVET teachers is estimated to 20 per cent. Officials in the Ministry of Education emphasise that the estimated figures are uncertain for many reasons.

On request of the Ethiopian Government an Ethio-German TVET Programme started in March 1999. The Programme was based on several appraisal studies implemented in 1997 and 1998. The programme provides technical assistance in three components: (1) Development of a consistent TVET policy and appropriate TVET structures at the federal level and in four regional states (Amhara, Oromia, Southern Nations, Nationalities and Peoples Region (SNNPR) and Tigray). (2) Strengthening vocational teacher training and further training at NCTTE, the national TVET teacher training college. (3) Development of the 25 Skill Development Centres (SDCs) in the four regions (GTZ, 2001).

The World Bank financed the NCTTE to admit the first students to a four-year programme for TVET teachers and to a two-year programme for training technicians in 1994. Later the College received bi-lateral aid, among others, also from Finland. In November 2001, the college had 768 full-time boarding students and 1,050 students in evening classes. About 320 TVET teachers had participated in the ten week summer courses to upgrade their competences. The College had 112 teaching staff, 12 management staff and 260 supportive staff. Four teachers and two managers left the college in 2000 (Froyland, 2001). The College has departments of Technical Teacher Education, Manufacturing Technology, Automotive Technology, Construction Technology, Electrical/Electronics Technology, Drafting Technology, Surveying Technology, Natural and Applied Sciences and Language and Social Sciences.

Froyland (2001) indicated as a result of interviewing the students of the college that they do not want to become TVET teachers. Educational modules were not considered

relevant to Master of Arts (MA) studies in engineering or careers in the private industry. The students saw NCTTE as a vehicle to advance technological competence and promote prospective careers outside the teaching profession.

### 5.3 Donor Activities and the ESDP

While Ethiopia was developing the ESDP many international donors implemented their projects and participated in planning the new sector programme under Ethiopian leadership. Since the war between Eritrea and Ethiopia, about half of the bilateral partners froze their support to the ESDP. Most of the NGOs stayed. Appendix X presents the education projects sponsored by the Finnish Government in the period from year 1990-2000. Table 11 presents the dimensions of donor contribution to the Ethiopian educational system in the 1990s.

The most favourite areas of development in Ethiopia have been primary education and particularly curriculum and staff development and teacher training. Although secondary education is essential in educating teachers, developing general secondary education got least attention. The following donors, dominated by the United Nations (UN) agencies, continued their support to the ESDP after 1999.

#### United Nations Development Programme (UNDP)

- monitoring and evaluating the primary-school curriculum
- constructing, furnishing and equipping some primary schools
- strengthening the capacity of the ICRD
- preparing the project document on *Information Technology in High Schools*.

#### United Nations Children's Fund (UNICEF)

- developing curriculum and instructional material
- promoting girls' education
- supporting teacher education
- developing education media and non-formal education.

#### United Nations Education, Scientific and Cultural Organization (UNESCO)

- training non-formal education teachers
- enhancing environmental education and developing teachers' guide
- supporting a deaf school's construction and its instructional material.

Table 11

*The Foci of Donor Aid in the Context of the ESDP in the 1990s*

(For clarification of the abbreviations, please see the list of abbreviations.)

<b>1. CONTENT, 2. PROCESS, 3. DELIVERY and 4. SYSTEM ARCHIT. 5. OTHER</b>	<b>MFA: BILATERAL Projects</b>	<b>MFA: Selected NGO Projects</b>	<b>OTHER DONORS</b>
Strategies, Goals	SSEP, ESDP	FELM	WB, UNICEF
Scope	SSEP nationally and regionally, ESDP nationally and in the regions of Amhara and Benisangul-Gumuz	FELM, Mission of the Deaf	RÄDDA BARNEN, GTZ, IA, UNICEF, UNDP
- Primary Education			
- General Secondary		FELM	UNICEF
- Vocational Education and Training,	ESDP	Mission of the Deaf	GTZ, Japan
- Higher Education (HE)	SSEP	FELM	WB/IDA, NORAD
- Adult Education	ESDP	FELM, FLM	Rädda Barn, GTZ
Curriculum	SSEP, ESDP	FELM, FLM, Mission of the Deaf	UNICEF, RÄDDA BARN, SIDA, USAID, ODA, UNFPA, IA, IICBA
Teaching-Learning Process		Mission of the Deaf	UNICEF, USAID, SIDA, IICBA
Assessment, Evaluation	SSEP, ESDP		USAID, GTZ, UNDP, WB/IDA
Local Institutions	SSEP, ESDP	FELM, FLM, Mission of the Deaf	EC, UNICEF, USAID
Non-Formal Education and Training	ESDP	FELM,FLM,	UNICEF, SIDA, RÄDDA BARN, GTZ
Staff, Teacher Training	SSEP, ESDP	FELM	UNICEF, USAID, UNFPA, IA, EC, SIDA, GTZ, IICBA
Certification	SSEP		USAID
Course Structure and Pathways for Teachers			RÄDDA BARNEN
Progression to HE	SSEP		NORAD, UNFPA
Financing	SSEP, ESDP		USAID, IA
(Self-) Employment	ESDP	FELM, Mission of the Deaf	GTZ
Cross-Cutting Issues	SSEP, ESDP	FLM	UNICEF, USAID, UNFPA
- Gender Equity			
- Human Rights	SSEP		USAID, UNESCO
- Environment			IGTZ, UNESCO
Development and Research	SSEP, ESDP		SIDA, UNICEF, EC, USAID

United States Agency for International Development (USAID)

- developing teachers training (distance education, school clustering) (Basic Education System Overhaul, BESO, project)
- supervising schools
- building capacity for planners, curriculum developers, teacher educators, education managers, and finance managers
- training school committees
- training head teachers
- contributing to the educational budget.

International Institute for Capacity Building in Africa (IICBA)

- supporting staff development
- providing curriculum material
- developing educational planning
- enhancing gender equity.

World Bank (WB)

- supporting the education budget
- training financial managers.

World Food Programme (WFP)

- providing lunches for primary-school pupils.

Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ/Germany)

- providing non-formal basic education and skills training for adults
- developing technical and vocational education
- training non-formal education trainers
- developing teacher education curriculum.

Japan

- building capacity for the EMA
- developing technical and vocational education and training
- conducting base line studies.

Most of the donors provided their funding to the ESDP through the ear-marked channel. Development cooperation has been based on a traditional project model. However, the actively present partners have participated in monitoring the ESDP.

## 5.4 Progress Towards Strategic Objectives Through the Finnish-Promoted Projects

Ethiopia received the status of a programme country in Finnish development cooperation in 1982. The proportion of Finland in Ethiopia's Official Development Assistance (ODA) is 0.96 per cent of the total ODA, which places Finland 20<sup>th</sup> among the donor countries. In The 1990s, Finnish development assistance focused on agriculture, education, and water and sanitation. (Tervo, Hailu, Huvio, Kirjavainen, Lasonen, Ovaskainen, Poutiainen, 2003). The educational projects supported by the Finnish government (see Appendix X) promoted capacity building with a view to enabling Ethiopia to provide as many people as possible with access to education and literacy. The aim was to promote good governance through concrete cooperation with the Ministry of Education (MoE) decision-makers and local public authorities. Both the bilateral and the NGO projects were a response to Ethiopian needs. The Ethiopians also took part in planning the projects. Projects funded by Finland have been marked by a substantial degree of local ownership, which has helped to ensure that the activities started will continue after external funding ends.

The overall goals of the bilateral projects have accorded with Finnish development cooperation policies, particularly as regards equality in the population as a whole. The systematic implementation of an actual strategy for *reducing poverty* began in the 1990s. The aim has been to consider poverty in its social context and, at the same time, to adopt a comprehensive approach towards its elimination. The goal of reducing poverty refers to the concept of globalisation and its disadvantages and advantages.

In the near future, among the greatest problems involved in globalisation are the increasing disparities between countries with developed information technology (ICT) and the developing countries. In the developed countries, information services continue to expand, and making use of them has become an everyday activity. At the same time, most of the population of the developing countries has no access to any of this technology, and in many countries the development of information technology is only in its early stages. Accordingly, Finnish projects have contributed to train and equip their counterparts and stakeholders with computers and appropriate software to some extent. The School for Deaf in Hosaina has successfully trained Special Needs Education (SNE) students with information and communication technology (ICT) skills.

When we speak about the growth of a knowledge-intensive economy, a central aspect is *the function of ICT in the globalisation process*. Use of information technology makes the operations of the global economy more efficient, but not everyone is a fully empowered member of this society. Similarly, there has been little discussion about the global effects of ICT from the perspective of sustainable development. As a result of globalisation, any country must pay particular attention to the following developmental objectives:

- ensuring quality and funding of general and vocational basic ICT education;
- preventing social, educational and cultural exclusion; and
- achieving a suitable balance between globalization demands and local possibilities by developing competence centres in accordance with local IT levels.

Though the ETP stresses developing the educational system as a whole, educational policy measures are focused on guaranteeing the universal availability of basic education, particularly as regards the activities of the donors. The problem lies in offering young people, both those who have dropped out of primary school and those who have completed it, an entry to further studies and/or a place in society.

The Finnish projects have improved particularly the *human rights* of the handicapped and taken into account the promotion of gender equality to some extent. Both genders are fairly well represented among SNE students and teachers. By contrast, nearly all holders of tertiary degrees have been men. However, the ESDP project conducted gender analyses and sought to promote gender equality despite the obstacles. The training models for raising awareness used in the projects were effective in changing attitudes. Bi-lateral aid to Ethiopia was stopped in 1998, because of the outbreak of war between Ethiopia and Eritrea and the occurring human rights violations.

While the SSEP project was based on the traditional principle of managing and implementing a project, the ESDP project adjusted flexibly to the reform process of the evolving Ethiopian ESDP. Following the principle of flexibility meant making small changes in the planned ESDP budget, reported in exact detail. The project leader proved capable of keeping the changes under control.

Both the SSEP and the ESDP offices were effective service providers not only for the Finnish and Ethiopian Government but also for the international community. According to the interviewed MoE and Regional Education Bureau (REB) officials, the SSEP and the ESDP are rated as among the most efficient donor-assisted educational-sector projects in the country. Their efficiency was seen in their ability to meet deadlines, their timely reporting, the results they obtained, and their effective utilization of the funds.

It is true that helping handicapped people to adjust to society, further studies and working life has been ignored with the exception of Hosaina School. There were almost no reports or memoranda that would have mentioned vocational special education or SNE in secondary schools. However, SNE in vocational and secondary schools may face a broad range of problems. Learning difficulties, social problems, the risk of marginalisation, dropping-out, and educational and career guidance require genuine and truly committed development activities.

The Finnish bilateral programmes had the explicit aim of promoting *good governance* by training educational administrators and strengthening the capacity of education administration and schools. Their feedback, regarding effectiveness, flexibility, and relevance of the Finnish projects, was positive. Regional and local officials gained a better understanding of the reforms demanded by the central government. The Finns helped them to accept the implementation of the reforms.

The projects in the educational sector did not carry out any detailed *environmental analyses*. The most conspicuous practical application was seen in workshop activities and waste sorting, again, at Hosaina School for the Deaf. The instructional campaigns of the SSEP project on disabilities and their causes did attempt to raise awareness of environmental sources of disabilities. The civic education curriculum of Ethiopian educational establishments has paid attention to environmental protection. The German

GTZ has been running an environmental protection education project in the primary schools of Oromiya Region.

The most favourite areas of development in Ethiopia have been primary education and particularly curriculum and staff development and teacher training. Although secondary education is essential in educating teachers, developing general secondary education got the least attention.

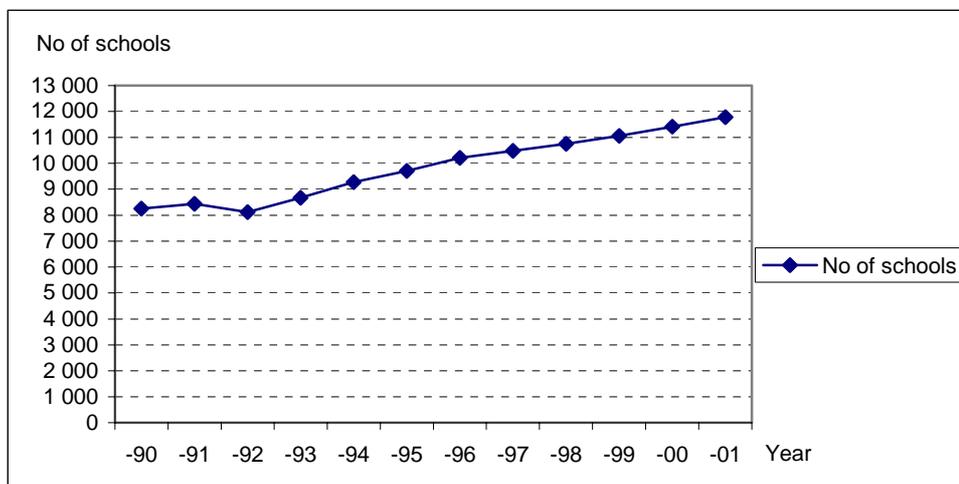
Both the Finnish and the other donor projects, with the exception of some local NGO projects, have neglected the *HIV/AIDS pandemic*. However, the epidemic is killing great numbers of parents and teachers and there are no resources to make adequate provision for the orphaned children.

## 5.5 Main Problems of the Sector

### 5.5.1 Access

Access to education, as indicated by enrolment figures, is increasing. With the total GER percentage of 64.4 in 2002-2003, Ethiopia is nearing the GER target of 70 per cent by 2004-2005. However, several million children still remain out of schools in Ethiopia, a larger proportion of them being girls.

There are not enough schools to deliver primary education for the masses although the number of schools has steadily increased (see Figure 4).



Source: The figure is based on data from UNESCO, World data on education, 2000 and EMIS, Education Statistics Annual Abstract, 2001

Figure 4. Number of schools in 1990-2001.

### 5.5.2 Gender Parity and Equality

It is important to increase gender parity by narrowing the gender gap in school enrolment. The ESDP II target for 2004/05 is to have a 43.3 per cent proportion of girls in the first-year school enrolment. The 2002/03 result, 41.2 per cent, is nearing the ESDP target (Joint

Review Mission Report, 2003). However, female student dropout rates are higher than male rates. Several issues have to be taken into attention to increase gender parity and equality in education. Female teachers may affect the parity and equality of education for female students. However, as shown in table 2 (p. 34), the increase of female teachers has been fairly slow. The figures from the early 2000s do not indicate a growing tendency in the proportion of female teachers. In school year 2000-2001, the ratio of female primary-school teachers was 30.3 per cent and in 2002-2003 nearly the same, 30.6 per cent.

Female teachers are needed as role models in education. Educational reports have stressed that female role models may attract girls to school (Lexow, 2003). Female role models provide girls with professional aspirations (EFA, 2003/4). Girls in Ethiopia themselves have indicated the importance of female role models (Joint Review Mission Report, 2003). It is unclear whether having female teachers raises the achievement of girls; however, research suggests that male teachers appear to positively affect boys' educational achievement (EFA, 2003/4). As shown in Table 2, female teachers form slightly less than one third of the teacher cadre even in primary education. The proportion of female teachers is particularly low in TVET. The proportion of female students in teacher training colleges has increased since the introduction of the ESDP. Besides sustaining "affirmative action" to enrol female students to teacher preparing institutions, it is important to provide professional support and to improve work condition and safety to increase the numbers of female teachers (Lexow, 2003).

### 5.5.3. Quality and Efficiency

In second cycle primary education and secondary education the current situation is far from the target of having the great majority of teachers qualified. The student teacher ratios are increasing as primary education enrolment rates continue to rise. The shortage of teachers is likely to grow with HIV/AIDS taking its toll among teachers. There is also a shortage of teachers in rural and remote areas, and quality varies between the regions. Moreover, as can be seen from Appendix V, Ethiopian schools operate with very modest facilities. There are a number of schools that are failing to respond to educational needs especially in regard of increasing girls' access to primary education and supporting women's desire to become teachers. Most of the schools lack even plain basic facilities such as lavatories, not to speak about providing counselling and clinics.

Due to the shortage of schools and limited financial and human resources, the objectives defined in the ESDP concerning the qualitative development of primary and vocational education have not been achieved. For example, girls have too few female teachers to serve as role models. Only three out of ten primary-school teachers and hardly one out of ten vocational teachers are women (Ministry of Education, 2001b).

Attention should be paid to *enhancing the attractiveness of education* by increasing material and qualitative resources and by preventing the attrition of teachers. The aim of assessment seems to be classifying students and weeding out the poorest performers among them rather than supporting and promoting student learning.

The efficiency of the Ethiopian educational system has been undermined by high dropout and repetition rates. In the school year 2001/02, the school life expectancy was 5 years (UNESCO, 2004). The coefficient of primary-school efficiency of 39.1 per cent in 2002/03 has a rather long way to reach the goal of 50 per cent by 2004/05 (Joint Mission Review Report, 2003).

In the light of the Dakar EFA goals, Ethiopia has made progress in access to primary education for all children (EFA goal 2). The primary-school enrolment tripled during the 1990s and early 2000s. However, in 2000 Ethiopia was among the countries of the least enrolment according to NER, i.e. smaller than 60 per cent (EFA Global Monitoring Report, 2003/4). Girls' access to primary education lags significantly behind boys' access. Female students' enrolment would have to change drastically to reach the goal of all children having access to primary education by 2015. The same trend is observed in the goal of gender parity and equality. EFA goal 5 refers to eliminating gender disparity by 2005 and achieving gender equality by 2015. According to the EFA Global Monitoring Report (2003/4), Ethiopia is at the risk of not reaching the goal of gender parity even by 2015 both in primary and secondary education. Improving gender parity is the best predictor of achieving the EFA goals in general. Quality of education can be measured by several indicators. Ethiopia has high teacher qualifications only in the first cycle of primary level education. The student teacher ratios are high and increasing. Survival rate is a quality and efficiency indicator. Only about 60 per cent of students in Ethiopia survive to Grade 5, which does not allow achieving measurable outcomes by all in literacy, numeracy and essential life skills (EFA goal 6).

#### **5.5.4 Esteem for TVET**

Though the ETP stresses developing the educational system as a whole, educational policy measures are focused on guaranteeing the universal availability of basic education. The problem lies in providing young people, both those who have dropped out of primary school and those who have completed it, with entry to further studies and/or a place in society. Education neither shapes nor corresponds to labour force needs or the requirements of industry and trade. On all levels of the educational system, education and training has little relevance to practice and context and to *preparation for the workforce and employability*. The main problems of the current TVET programmes are as follows:

- The range of occupational areas, trades, skills and knowledge, in which training is offered, is very limited.
- Girls and women are underrepresented in the training programmes, which is also due to the fact that existing offers mainly address typical male skills and occupations.
- Training offers for existing micro and small entrepreneurs and people in employment are hardly available.

The development of public colleges to train TVET teachers and instructors remains a priority of the TVET policy. The regional TVET bodies need to coordinate their efforts with

the Bureau of Agriculture, the Bureau of Trade and Industry and other regional stakeholders involved in the training and further training of teachers and instructors.

The Ethiopian ESDP has demonstrated strong and determined ownership and commitment throughout the process of reforming education and training. Ownership lies with everyone involved in the educational sector, policy-making, implementation and civil society. Nevertheless, ownership is weak at subregional and local levels of involvement, especially as regards women, in the planning and management of primary education. Educational administration faces the challenge of managing an information system at woreda and zone levels and of facilitating community participation in school governance.

## 6 CONCLUSIONS AND IMPLICATIONS

### 6.1 Lessons for the Education Sector

During fifteen years of collaboration in the education sector, Ethiopia has proved a reliable development cooperation partner for Finland because it has committed itself to carrying the development projects through, seeks ownership of the activities launched in cooperation and has shouldered the responsibility for coordinating the delivery of the aid through its sector-wide approach in education. The ESDP process has offered the advantage of providing the donors with a better overview of the developmental needs of the sector.

However, during the war between Ethiopia and Eritrea many bilateral donors, including Finland, froze their funding to Ethiopia to varying degrees. Doubts about the ability of the GoE to monitor the use of funds and report on it in sufficient detail were the major reason why many donors withdrew. They feared that funds allocated for education would instead be channelled into the steeply increased military budget. Now that the war is over, concerns about the misuse of funding for military purposes should also be history.

Furthermore, many donors have found it difficult to give up previous practices of their own planning, agreement, implementation and evaluation models geared to the traditional project-based approach.

Despite the remarkable progress in the education sector since 1994, substantial problems exist because of a lack of resources and of the high levels of debt. Initial access and inherited geographical and gender disparities are still persistent. A rising number of slum children, children with special needs, AIDS orphans and the rural and urban poor are at risk of dropping out of education and/or any training. Additionally, enrolment rates have not kept pace with the growth in the relevant age group. A high dropout rate results in an unacceptably low proportion of pupils completing primary school. A high rate of repetition leads to an inefficient use of resources.

As regards the provision of educational resources and access to education, boys are favoured over girls. There is a tendency to consider female education from two perspectives, economic and social. From an economic viewpoint, researchers found that the education of girls can be translated into growth in the gross domestic product (GDP). However, general economic growth does not often lead to a fair distribution of social resources, as is indicated by factors such as infant mortality, literacy rate, life expectancy, political stability and women's status. A rectilinear development of the private sector has rarely contributed to improvement in women's status and social development. During development cooperation in Ethiopia, the following approaches have proved valuable:

- jointly implemented projects, cooperating on monitoring and evaluations with Ethiopian and other donor partners;
- overarching sectoral development programmes (e.g. practical primary-school teaching in agriculture, vocational education and training in agriculture, supplying schools with water);
- new forms of participation and ownership (combination of bilateral and NGO-based initiatives);
- ensuring a gradual learning process within the initiatives towards a growing capability to increase local participation and ownership alongside networking and the exchange of information within broader programme frameworks;
- linking diverse educational initiatives to the development of local governance and local participation-based initiatives;
- improving readiness to link educational initiatives with other sectoral development programmes;
- adding new features, such as village innovations, by developing local governance;
- enhancing local governance in the preparation and implementation of educational initiatives;
- investing in non-formal education and inclusiveness;
- supporting the acquisition of new competences capable of addressing local problem-solving needs;
- supporting counselling and career guidance initiatives in the ESD;
- renovating existing educational establishments to improve students' studying and teachers' working conditions;
- supporting high-quality textbook production and teaching and learning methods;
- applying contemporary pedagogical approaches and emphasizing child-friendly teaching methods in curriculum development;
- facilitating student progression within the education system and motivating students to make use of existing progression opportunities within educational structures; and
- facilitating new educational initiatives and integrating ICT-related learning with a view to sharing and producing information among other initiatives.

Teacher education is in a state of crisis. Most of the difficulties have been regularly documented in ESDP reviews and in periodic evaluations. They have also been amply reported in GoE/MoE documents. The inadequacies are especially prevalent in the area where the greatest level of expertise is needed, the early grades.

Ethiopia's literacy, women's inequality, access to education and poverty indicators are below the averages of the other sub-Saharan countries. Ethiopia is one of Finland's oldest development cooperation partners. The country's Education Sector Development Programme has offered the advantage of providing an overview of the developmental needs of the sector. Both the emergent development issues and the sector-wide approach

are in accordance with Finland’s policy for development cooperation. Despite a lack of resources and a high level of debt, Ethiopia has also progressed well in education sector development, which proves its commitment to and ownership of the development efforts. For Finland, there are good reasons to restart and continue its support for the Ethiopian education sector.

Based on the advantages of the sector-wide approach, *the evaluation team recommended that Finland continue to support the Education Sector Development Programme in Ethiopia.* Finland’s development cooperation policy advocates the sector-wide approach as enabling policy and strategic changes better than the project model. Support measures should target the development of *the ESDP II on the basis of experiences from and the results of contributions in the 1990s by the previous Finnish projects and experts.* The most urgent needs in the Ethiopian education sector are felt *in pre-service and inservice teacher education at all levels of education.* Table 12 presents several possible priorities regarding the initiation of development cooperation between Ethiopia and Finland in the education sector.

Table 12  
*Summary of Recommendations Concerning the Education Sector Development Programme*

<b>FOCUS OF FUTURE SUPPORT / COMPONENTS OF THE ESDP</b>	<b>SPECIAL NEEDS EDUCATION, COUNSELLING</b>	<b>ICT-BASED DISTANCE EDUCATION</b>	<b>CAPACITY BUILDING / LEADERSHIP TRAINING</b>	<b>SCHOOL FACILITIES</b>
Primary Education	+++	+++	++	+++
Secondary Education	+	+++	++	+
Vocational and Technical Education and Training	+++	+	+++	++
Teacher Education	+++	+++	+	+
Non-Formal Education	+	+++	+++	+

+++ = high priority  
 ++ = priority  
 + = priority but not urgent

It is recommended that Finnish development cooperation support the ESDP II and target particularly the following areas:

- extending the concept of special needs education and inclusiveness to cover different kinds of learning difficulties and supporting pre-service and inservice special needs teacher education and career guidance and counselling;
- supporting TVET teacher education, including special needs education in the area;
- renovating the existing school facilities (water, toilets, security);
- promoting ICT-based pre-service and inservice teacher education and training and supporting senior secondary education as a prerequisite for admission to teacher training;
- improving the capacity of school management and *woreda*-level administration;
- supporting non-formal education for out-of-school youth; and
- promoting females' access to education and resources.

Investment in education contributes to economic growth and labour productivity in Ethiopia. In the long term, the payoff for spending on basic education will be high both in the private and in the public sector. Parents', especially mothers' level of education has an impact on children's health and education. Improving girls' opportunities to enter and survive in primary schools requires particular attention. Compared internationally, Ethiopian literacy, women's inequality, access to education, youth unemployment and poverty indicators fall short even of the averages of the other sub-Saharan countries. The development needs of the education sector are huge. Considering the sustainability of development cooperation, Finland's aid to the education sector should concentrate on expertise based on previous experiences and updated new areas.

## 6.2 Gender Policy Concerns

Women's development-related problems cannot be solved without an examination of economic and social structures and the relationship between men and women in society and the economy. The traditional Women in Development approach merely attempts to integrate women with the current developmental trend without considering men's role in development processes and without addressing the model of development itself.

The fourth world survey of women's role in development prepared in 1999 as the basic document of the Beijing+5 evaluation process discusses the history of ideas of development from women's perspective and analyses the problems involved in the WID policy (FDRE, 2000; United Nations, 1999). Since then the debate has expanded to include also a gender-role point of view, where the issues are considered from the viewpoint of both genders. The WID perspective has been replaced by the GAD (Gender and Development) perspective, which differs from WID in three ways:

- The emphasis shifts from women to gender roles and the unequal distribution of power between women and men.

- All social, political and economic structures and development policies are viewed from the perspective of gender differences.
- There is a recognition that gender equality presupposes structural changes.

If a transformation is to be achieved, women's influence must be increased, which presupposes knowledge of how awareness can be raised. The traditional FINNIDA projects have, if gender has been considered at all, supported the WID policy rather than the GAD perspective.

A crucial link between widespread education and social justice relates to gender equity. In so far as endemic illiteracy among women aggravates their powerlessness in the family and in society, better schooling opportunities for girls are an essential step towards gender equality. Ethiopia has a strong focus on girls' education. However, while girls' education is well embedded as an operational focus at policy level, the wider mainstreaming agenda is less solidly established. In other words, the more long-term objective, mainstreaming, as opposed to the specific target of female enrolment/access, is not quite as clearly articulated as a goal. There should be a focus on and research on both gendered access and quality issues.

In Ethiopia, gender mainstreaming in education has had two elements: incorporating a gender focus into planning, design and implementation, and moving towards equitable participation in decision-making processes around the reform programme. The first element has received much attention. However, markedly less emphasis has been placed on the second aspect, which involves issues of representation and political power within key government structures and institutions.

The distinction between gender mainstreaming and gender targeting can be mutually supporting and complementary particularly in TVET. However, a mainstreaming strategy does not preclude initiatives specifically directed towards women. Similarly, initiatives targeted directly at men are necessary and complementary as long as they promote gender equity. But there is also the potential for an element of tension here in that gender mainstreaming is a concept that is arguably closer to a desired ideal, whereas gender targeting can be a valid means of moving closer to that ideal, but is less of an ideal in itself. The latter concept is also somewhat more limited than the former. As was found in the aid projects implemented by the Finnish agencies, there was no systematic policy commitment to women's participation in the planning and implementation cycle. Educating girls is mechanistic, linked to the aim of improving productivity and promoting other development goals as opposed to being related to wider gender issues in a national context. Secondly, while a strategic focus on girls' education may be the only realistic way forward given the huge gender disparities evident in Ethiopia, the danger is that such a focus on girls obscures and distracts attention from a long-term vision based on changing the complex power structures that are the ultimate cause of the constraints on and barriers to girls' full participation in education.

A gendered understanding of non-formal education is essential. The problem is that it risks creating a 'two-track' system where boys, whose education is prioritized, are sent to formal schools while girls are dispatched to non-formal schools. Generally speaking,

alternative schooling centers tend to have fewer resources than formal schools, are taken less seriously and offer a lower quality of education. The teaching staff work for lower salaries, or even as volunteers, and have only some or none of the rights accorded to their colleagues in the formal system. This is not to deny that alternative schooling centers can be successful and have a useful role to play in reaching difficult non-attenders. However, it is clear that an awareness of the potential pitfalls, close monitoring, and research are needed. Non-formal education may be used as a low-cost means of boosting enrolment figures while paying little attention to quality and gender implications.

One of the issues that militate against girls feeling comfortable in the school environment is a lack of adequate toilet facilities. Planning and constructing appropriate school buildings that make the most of their potential as learning environments is a priority. The extent to which the school area is a gendered space with a differential influence on the learning and development of girls and boys is a question that must be addressed in future development work.

The sector-wide approach (SWAP) can make possible policy changes that would be unlikely to have been achievable in the project mode. This was a widely held perception among the people interviewed during the case study. In this respect, significant policy decisions include promoting the establishment of village education committees and quotas for the representation of women together with recruitment targets for female teachers and a decision to employ all-female paraprofessional teachers and undertake a review of textbooks and curricula with a view to promoting positive gender messages and images, thus avoiding marginalization and stereotyping.

### 6.3 Recommendations

***Universal primary education in Ethiopia.*** Only a little more than half of the Ethiopian 7-14-year-olds go to school. The country is far from achieving the goal of universal primary education by 2015 despite improving access to and the quality of basic education being priorities. As Finland is also committed to enhancing universal primary education as a human right, the following is recommended:

- supporting Ethiopia's efforts to reach universal primary education by 2015.

***Education sector development programme (ESDP).*** Ethiopia has developed its education system on the basis of a sector-wide policy and framework since 1994. The GoE launched in 1997 a two-year Education Sector Development Programme. Finland participated in monitoring the initial phase of its first 5-year period. The second period of the ESDP started in 2002. Finland should continue to support the ESDP especially as regards capacity building at the *woreda* and school levels and the promotion of *inclusiveness and multiculturalism*. The attractiveness of and survival in primary school are problems for girls. The walk to school is long and dangerous for girls in rural areas. The following measures are particularly recommended:

- improving girls' opportunities to attend school;
- building the capacity of local educational administrators to implement the ESDP and apply child-friendly pedagogic approaches;
- extending the concept of special needs to include different kinds of learning difficulties and counselling on them.

***Out-of-school young people.*** Young people in Ethiopia, whether they never went to school, dropped out of school or finished their school, face a daunting array of social and economic problems. Meeting the needs of young people calls for an integrated approach to designing and implementing policies that combine social and economic goals. One of the major challenges for policy makers is to embed youth employment policies into a comprehensive employment framework that covers education, training, labour market, enterprise development and social policies. In order to tackle young people's problems in an integrated way, it is recommended to undertake cross-sectoral development activities within the framework of the ESDP:

- generating training and work for young people;
- developing primary- and secondary level agricultural education;
- generating entrepreneurship education and training for young people in formal and non-formal education;
- developing the water technology and management sector of technical and vocational education and training.

***Teachers' pre- and in-service training.*** The results of the joint review and mid-term evaluation of the ESDP revealed that teachers' qualifications and working conditions are the most urgent issue involved in the quality of education in Ethiopia. A huge country like Ethiopia has only one special needs teacher education institute with limited capacities. SNE is entirely missing from TVET teacher training. Finland's sustainable development work should continue on the basis of improved and extended concepts in the area of special needs teacher education:

- supporting the extension of pre-service special needs education teacher training;
- developing special needs education in TVET teacher training.

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## APPENDIX 1

### Map of Ethiopia and the National Regional States



## APPENDIX II

### Number of Persons Interviewed by Dr Johanna Lasonen

#### In Finland

**Ministry of Foreign Affairs (N = 5)**

**Project Coordinators and Consultants (N = 5)**

**Non-Governmental Organisations (N = 5)**

#### In Ethiopia

**Embassy of Finland (N = 3)**

**Federal Government (N = 11)**

**Institute for Curriculum Development and Research (ICDR) (N = 2)**

**University of Addis Abeba (N = 1)**

**Donors (N = 9)**

**NGOs (N = 9)**

**Consultants (N = 4)**

Mr Roger Avenstrup, CONSIA, Teacher Education Framework Consultancy

Mr Erik Woods, Team Leader, Teacher Education Framework Consultancy

Mr. Cheick Kante, and Oumar Chérif Diop, West Africa Regional Coordinator in  
World Link, Ethiopian School Net Mission of UNDP

**FAWE (N = 1)**

**Oromiya Region (N = 1)**

**Amhara Region: Bahir Dar and Gondar (N = 14)**

**Harar Region (N = 1)**

**Schools and College Visits**

Bahir Dar Primary and Secondary Schools

Bahir Dar University

College of Education, Bahir Dar University

Gondar College of Teacher Education

Sebeta Special Education Teachers' Training Institute

## APPENDIX III

### Documents Reviewed

#### Minutes

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## APPENDIX IV

### National Indicators of Education Key Performance in 1995-2003 in Ethiopia

	<b>BUDGET AND EXPENDITURE</b>	<b>1995/96</b>	<b>1998/99</b>	<b>1999/00</b>	<b>2000/01</b>	<b>2001/02</b>	<b>2002/03</b>	<b>GOALS 2004/05</b>
1	Proportion of education in total budgets/expenditures	13.7%	11.9%	10.5%	13.7%	19.0%	17.0%	19.0%
2	<i>Proportion of primary education in total education budget</i>	46.7%	51.0%	-	50.1%	65.0%	-	-
	<b>Access</b>							
3	Total no of primary schools	9,670	11,051	11,490	11,780	12,089	12,471	
4	Total primary (Grade 1-8) enrolments	3,787,919	5,702,233	6,462,503	6,650,841	7,000,000	-	-
5	<i>GER Primary 1-8</i>	30.1%	45.8%	51.0%	57.4%	50.0%	64.4%	70%
	<b>Quality</b>							
6	Proportion of lower primary (Grade 1-4) teachers qualified	85.0%t	91.3%	89.6%t	96.6%	95.0%	97.1%	99.0%
7	Total no of upper primary (Grade 5-8) teachers	27,381	-	39,145	43,526	36,777	-	-
8	Number (no) of qualified upper primary teachers	5,729	-	7,205	10,400	20,000	28.7%	80.0%
9	Total no of secondary teachers	12,143	13,078	13,154	14,029	17,463	-	-
10	No of qualified secondary teachers	4,910	5,054	4,858	5,127	10,760	39.0%	73.2%
11	No of core primary textbooks in schools	2,273,000	-	13,643,000	20,160,150	51,000,000	-	-
12	Grade 8 exam pass rate	61.7%	-	82.4%	-	80.0%	-	-
13	Grade 4 sample assessment of learning achievement	-	48.1%	-	-	-	-	-
14	Student textbook ratio – primary core text Books	5:1	-	-	3:1	1:1	2.5:1	1:1
	<b>Efficiency</b>							
15	Primary-school student: section ratio	53	63	66.4	70	50	73	60
16	Secondary-school student: section ratio	63	71	74.9	78	50	77	60
17	Grade 1 dropout	28.5%	27.0%	30.3%	27.9%	14.2%	28.7%	14.2%
18	Total primary-school dropout	8.5%	12.0%	18.9%	17.8%	4.2%	17.1%	8.9%
19	Average Grades 4-8 repetition rate	12.8%	12.1%	12.9%	10.3%	6.4%	11.0%	6.4%
20	Average Grades 4-8 repetition rate for girls	16.2%	-	9.5%	13.4%	8.1%	14.1%	8.1%
21	Coefficient of primary-school efficiency	49.6%	39.8%	36.6%	31.8%	80.0%	39.1%	50.0%
	<b>Equity</b>							
22	Gross primary-school enrolment rate in the two most underserved areas	7.6%/16.2%	7.8%	8.5%	10.8%	25.0%	14.8%	20.0%
23	Proportion of girls in primary-school enrolment (Grades 1-8)	38.0%	37.8%	39.2%	40.6%	45.0%	41.2%	43.3%

(FDRE & UNICEF, 2001; Ministry of Education, 1996; 1997; 1999a; 1999b; 2001; ESDP, 2003; Ministry of Education, 2004)

## APPENDIX V

### Availability of Facilities in First-Cycle Primary Schools (Grades 1–4) by Region

REGION	SCHOOL AGE POPULATION (7-12)	NUMBER OF 1 <sup>ST</sup> CYCLE SCHOOLS	WATER per cent	LATRINES per cent	CLINIC per cent	PEDA-GOGICAL CENTRES per cent
Tigray	581,563	348	13.3	42.0	0.6	26.2
Afar	182,038	83	31.7	69.2	6.7	22.9
Amhara	2,513,119	1059	26.5	67.5	1.0	70.8
Oromiya	3,528,641	2027	64.7	75.6	0.3	70.3
Somali	609,330	138	7.0	30.2	1.6	2.3
Benshangul-Gumuz	85,769	161	34.0	65.8	3.1	62.7
SNNPR	1,954,594	731	28.2	74.5	1.3	48.7
Gambella	29,862	83	56.3	29.6	5.1	29.5
Harari	18,881	17	29.4	70.6	-	47.1
Addis Abeba	255,094	30	96.4	100.0	23.3	75.0
Dire Dawa	38,172	24	41.7	95.8	-	45.8
ETHIOPIA	9,797,265	4701	42.5	68.3	1.1	59.8

## Appendix VI

### GER of Primary- and Secondary-Level Education by Region in the School Year of 2000/01 – 2002/03

EDUCATION LEVEL (GRE) / REGION	PRIMARY (1-8)			SECONDARY (9-12)	SECONDARY (9-10)	
	2000/01	2001/02	2002/03	2000/01	2001/02	2001/03
Tigray	73.9	77.6	73.7	23.0	38.3	26.2
Afar	11.5	12.6	13.8	3.3	4.2	5.1
Amhara	53.3	58.1	58.5	9.5	12.0	12.6
Oromiya	57.9	62.4	66.9	10.8	15.9	19.1
Somali	10.6	13.2	15.1	0.7	2.3	3.3
Benishabgul-Gumuz	88.5	89.1	98.4	10.1	16.6	19.5
SNNPR	63.8	67.5	71.8	9.7	13.2	18.7
Gambella	95.8	102.7	124.6	17.9	16.7	33.7
Harari	105.3	107.5	105.7	50.2	59.6	56.1
Addis Abeba	118.3	128.4	135.4	60.7	68.3	78.1
Dire Dawa	75.7	80.2	78.6	32.0	28.3	50.3
ETHIOPIA	57.4	61.6	64.4	12.9	17.1	19.3

Source: Data based on EMIS, Education Statistics Annual Abstract, 2001; Ministry of Education, 2001; 2004

## Appendix VII

### Changes in the Percentage of Female Primary- and Secondary-School Teachers in 1996–2000 (1989–1993 E.C.)

REGION	1996		1997		1998		1999		2000		2001		2002		2003	
	PE	SE	PE	SE	PE	SE	PE	SE								
Tigray	39.5	8.5	38.8	8.3	39.1	7.2	39.1	6.8	40.6	9.0						
Afar	20.1	4.3	20.1	4.3	20.8	5.1	23.0	2.7	23.6	1.7						
Amhara	26.7	5.7	28.5	6.5	28.9	7.1	32.4	5.5	35.2	5.0						
Oromiya	24.4	7.0	25.7	6.8	26.9	7.1	28.2	7.2	28.8	7.2						
Somali	16.3	2.3	16.3	2.3	16.3	2.3	17.5	3.2	16.9	2.5						
Benishangul-Gumuz	23.1	6.9	25.5	5.0	26.9	5.5	30.9	3.8	30.2	4.8						
SNNPR	20.5	6.0	21.6	6.4	22.1	7.2	22.6	7.1	22.9	7.5						
Gambella	24.8	1.9	27.2	5.2	23.3	6.5	22.5	8.0	21.7	5.1						
Harari	45.7	9.8	44.5	10.5	42.5	9.1	43.8	9.0	43.5	9.8						
Addis Abeba	40.3	14.4	40.2	15.7	40.4	14.7	40.1	15.4	39.5	14.2						
Dire Dawa	30.5	8.5	32.6	5.9	31.1	7.4	PE	SE	PE	SE						
ETHIOPIA	26.2	8.2	27.2	8.6	27.8	8.6	39.1	6.8	40.6	9.0	30.3	8.7	31.1	7.8	30.6	7.6

PE = Primary Education (1–8); SE = Secondary Education (9–12)

## Appendix VIII

### Availability of Facilities in First-Cycle Primary Schools (Grades 1–4) by Region

REGION	SCHOOL AGE POPULATION (7-12)	NUMBER OF 1 <sup>ST</sup> CYCLE SCHOOLS	WATER YES per cent	LATRINES YES per cent	CLINIC YES per cent	PEGA-GOGICAL CENTRES YES per cent
Tigray	581,563	348	13.3	42.0	0.6	26.2
Afar	182,038	83	31.7	69.2	6.7	22.9
Amhara	2,513,119	1059	26.5	67.5	1.0	70.8
Oromiya	3,528,641	2027	64.7	75.6	0.3	70.3
Somali	609,33	138	7.0	30.2	1.6	2.3
Benshangul-Gumuz	85,769	161	34.0	65.8	3.1	62.7
SNNPR	1,954,594	731	28.2	74.5	1.3	48.7
Gambella	29,862	83	56.3	29.6	5.1	29.5
Harari	18,881	17	29.4	70.6	-	47.1
Addis Abeba	255,094	30	96.4	100.0	23.3	75.0
Dire Dawa	38,172	24	41.7	95.8	-	45.8
ETHIOPIA	9,797,265	4701	42.5	68.3	1.1	59.8

Source: The table is based on data from EMIS, Education Statistics Annual Abstract, 2001

## Appendix IX

### Teacher Training Institutions Enrolment and Graduates in 2000 (1993 E.C.)

Teacher Training Institution (TTI)	Students Registered			Graduates		
	Total	Female	Male	Total	Female	Male
Adwa	541	200	341	532	197	335
Arba Minch	595	182	413	586	175	411
Assela	614	282	332	611	280	331
Debre Berhan	604	320	284	602	318	284
Dessie**	1017	484	533	1006	480	526
Gambella	182	32	150	180	31	149
Harar	194	103	91	187	100	87
Nazareth/Adama	606	199	407	219	56	163
Bonga	582	177	405	571	171	400
Nekemte	600	233	367	596	232	364
Jijiga	138	17	121	138	17	121
Robie	551	261	290	544	254	290
GRAND TOTAL	6224 (100%)	2490 (40%)	3734 (60%)	5772 (100%)	2311 (40%)	3461 (60%)

\*\* includes evening data

Source: Source: EMIS, Education Statistics Annual Abstract, 2001 (p. 106)

## APPENDIX X

### Evaluations of Education Projects Sponsored by the Finnish Government in 1990-2000

#### 1. **Special Education**

**Names of the Projects:** *Special Education Project / Training in Finland, in 1989 – 1992 and Support to Special Education in Ethiopia (SSEP), in 1994 - 1998*

**Sites:** *University of Jyväskylä, Finland Ministry of Education, Addis Abeba*

**Duration:** *January 1989 – December 1992 (1993), and 1994 – July 1998*

**Financing:** *Finland: FIM , 600,000 (used FIM 3,027,430)*

**Finland:** *FIM 14 million (used FIM 13,300,826) Ethiopia: FIM 1,5 million*

**Implementing Agencies:** *Ministry of Education of Ethiopia University Jyväskylä, University of Joensuu*

**Objective:** *To train Ethiopian experts in special education, and to create equal access for children with special needs to education*

**Description:** *Training the staff of the central, regional and local governments, Establishing the special education teacher training college, Designing SNE curricula, conducting base line research, training teachers and building capacity in governance*

In the *Special Education Project / Training in Finland (phase II)* scheme, five Ethiopians gained Masters degrees September 1991 and returned to Ethiopia, and one student finished his doctoral degree in 1993. The purpose of the project was to support human resource capacity building in Ethiopia.

The *Support to Special Education in Ethiopia project (SSEP)* in Ethiopia in 1994-1998 contributed to developing education for children with special needs, establishing Sebeta Special Education Teacher Training Centre and training 44 bachelors and masters of special education through a distance education programme. The development goals of the project were to (1) create equal access opportunities for children with special needs to basic education and related services, (2) enrich the overall quality of education in Ethiopia through the cumulative impact of special education, and (3) develop education to enable children with special needs to fully participate into the community. The SSEP project was implemented as six subprojects: (1) trainer training, (2) special education teacher training, (3) information and awareness raising, (4) research, (5) community-based rehabilitation, and (6) project management and administration.

#### **Project Relevance**

The projects for developing special education assisted by Finland filled a vacuum in the educational sector in Ethiopia. No other bilateral donor supported special education on the scale of Finland. The aims of educational policy in Ethiopia (ETP, 1994) include guaranteeing differently talented pupils' access to education, even if special education was not prioritised by the government. Ethiopia is very poor and unable to allocate resources for special groups, given that the problems in mass illiteracy and a lack of basic education. Finnish aid made it possible to incorporate the implementation of special education into national and regional curricula. The beneficiaries of the projects were

decision makers, teacher educators, teachers and special needs students. The project contributed to good governance through capacity building of educational administration.

### **Project Effectiveness**

The special education project was based on experiences from and lessons of earlier projects and on long-term needs analyses. Special education projects have revised their goals and nature in response to the feedback that they have received and with a view to meeting current needs. The aim of the project was to train special education teachers, administrators and researchers, strengthen the organisation of the MoE, and initiate activities at Addis Abeba University (AAU) with a view to meeting future educational and research needs. Particularly, the objectives of the SSEP were to contribute to

- enabling the Ministry of Education to be self-reliant in organising and implementing training of special education personnel;
- creating effective co-ordination and cooperation procedures between the ministries and various NGOs;
- including an element of special education to formal and informal education and training programmes, with the priority of primary education;
- implementing special education in regular schools either in special units or fully integrated;
- creating an information system for promoting the human rights of the disabled;
- making people aware of the nature of disabilities and existing services for the disabled;
- developing the well-being of the disabled by creating and further developing self-employment and other income generating models; and
- gaining research results for development to special education and in particular the special teacher training at all levels.

The projects had been successful in terms of gaining the objectives, supporting sustainable development of the Ethiopian education sector and using the funds allocated to the project. The major outputs of the project were as follows: 44 new experts (18 MAs and 26 Bachelors of Arts (BAs) in special education were trained, the ongoing training of special needs education teachers were launched and 115 teachers graduated in 1994-1998, thousands of teachers received in-service training, handouts in different languages and TV and radio programmes informing about disabilities reached a wide audience, and the planned research on disabilities in the Ethiopian context was conducted. At the end of the project special needs project seemed to be an integrated part of the education system in Ethiopia.

### **Project Efficiency**

The planning and preparation phases of each special education projects have been long. The nature and extent of the projects have also been changed from the original plans as it occurred before SSEP / Training in Finland began. For the first project (1989-1992), the project document had to be changed a lot. The second project, SSEP 1994-1998, the original project document served well as a guide of activities as the objectives were realistic. The results of the external midterm review offered the feedback of managing the project and were accordingly considered.

The projects have kept their budgets and schedules very well. The SSEP project actually had a small surplus in its annual budget, and after the project was over it was found that there was a saving of some Ethiopian Birr (ETB) 180,000.

As the original plan was to continue development cooperation in quality improvement and in special teacher education after 1998, the GoE applied a bridging phase funding of ETB 700,000, to finance special education teacher training. The money was used to train, until the end of 2000, special education teachers in the only Ethiopian teacher training establishment, in Sebeta.

The special education projects utilized several approaches in training the trainers, teachers and other professionals in order to encourage the Ethiopians to establish their education to the national universities. The University of Jyväskylä trained the professionals in Finland, and the University of Joensuu also trained them by distance learning method. The expenses of the distance education seemed to be only 10 per cent of expenses used for the face-to-face teaching in Finland. One out of six Jyväskylä graduates did not return to Ethiopia. The professionals who were trained in Finland got a job after returning home in teacher education, administration, planning etc.

### **Project Sustainability**

Before the project launched in 1994 Finland trained Ethiopian special education experts in Finland, at first teachers and, in the early 1990s, MAs. The emphasis of this assistance in the provision of special education shifted decisively in 1994, given that the aim of the project was to create competencies and an infrastructure within Ethiopia itself. The Ethiopian MoE was made responsible for implementing the project.

Curriculum developers working in the ICDR under the MoE and in TTIs seemed to be aware that feedback from the field is needed to make possible the continuous improvement of the syllabuses, and that school-based research will be an essential component of such feedback. The base line survey of the project is still used as a reference.

The aim of the special education project has been to help the handicapped to live a good life by ensuring that they receive a basic education. The projects have also promoted social equality within Ethiopian society. Thus far, the educational projects have focused on three categories of the handicapped: the deaf, the blind and the mentally retarded. The pre-1994 projects created an human resources infrastructure when special education specialists were trained in Finland, but the group included also colleagues from other countries of Africa. The starting point of the project launched in 1994 was completely different, being implemented in Ethiopia in cooperation with the local stakeholders and having the aim of strengthening the national capacity for planning special education, training special educators and conducting research on special education.

At a moment when a large-scale reform was being launched, many people in the central government did not consider special education and its target population a primary issue beside mass education. However, the regions, overriding central government and the MoE, considered it important to include special education in their ESDP and its funding.

The sustainability of the results demonstrates that SNE has become an integral part of the Ethiopian educational system, as does the fact that the regions have incorporated into their ESDP plans a curriculum and a budget for special education. Another result of the Finnish project was the foundation of a permanent training establishment for special education teachers that operates as a part of Sebeta School for the Blind. Sebeta Teacher Training Institute is the only institution for training special education teachers serving the whole country. Every region has a yearly quota of student teacher places at the institute. In primary schools special education is integrated into other classroom instruction through mainstreaming. In addition, certain local schools have been given Special Education Units. Since autumn 2001 the normal teacher training programme includes a compulsory course on special education. The GoE and certain regions, for example the Oromiya Regional Bureau which funds Sebeta School, support all teacher training. The problem is the inadequate provision and quality of the training. The area has the post of a supervisor of special education created, early in 2001, in the MoE. The supervisor's duties include capacity building and the integration of the work of the NGOs and the government in the field of special education, where there have been great shortcomings in the past. Another expert in special education works at the Teacher Training Unit of the MoE. Special education is represented also at the MoE's ICDR. The professionals trained with the Finnish contribution have key positions in the special education field in Ethiopia. Since 1998 the AAU has been offering an MA in Special Education. BA-level education is still missing.

Despite attempts at positive discrimination, there have been very few women among the experts. In schools there seemed to be an equal gender distribution among pupils with special needs. There were no statistics available on the number of schools and pupils. It appeared that because of shortages of funds there was a varying number of schools in each year.

Like other areas of basic education, special education is suffering from a lack of teachers. Learning difficulties in classrooms greatly exceed the resources available for addressing them. The current term is special needs education, but this covers only the three above-mentioned groups. The scope of the concept of SNE should be revised to correspond to the learning difficulties of Ethiopian schoolchildren. This should be followed by an assessment of the actual number of teachers required.

The aim and ambition of the SSEP project has been to expand special education teacher training at regional level by giving each region's teacher training establishment a special education teacher unit<sup>1</sup>. This has not materialized as yet but there are plans to train special education teachers also in regular TTIs and TTCs.

## 2. **Education Sector Development**

*Names of the Projects: Preparatory Assistance Team (PAT) for the Education Sector Development in Ethiopia (ESDP Phase I, and Education Sector Development Programme (ESDP Phase II)*

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<sup>1</sup> Savolainen, H. Description of the Current Situation of Special Education and Rehabilitation Services in Ethiopia. Memorandum. Niilo-Mäki Institute, Jyväskylä.

**Sites:** Ministry of Education, Addis Abeba; Amhara Regional Bureaux, Bahar Dar; and Benishangul-Gumuz Regional Bureaux, Assosa

**Duration:** May 1994 – December 1995; January 1996 – December 1999

**Financing:**Finland: FIM 3,645,000 (Phase I)

**Finland:** FIM 19,000,000 (Phase II)

**Ethiopia:** FIM 2,000,000

**Implementing Agencies:** Ministry of Education of Ethiopia with FTP International, Finland

**Objective:**To support implementation of Education and Training Polic; To support ESDP and to build the regional capacity;To train the trainers for non-formal education and to train skills for unemployed

**Purposes:** Preparing the project plan to support ESDP; Building capacity of education offices to implement the reform;Establishing continuing training for teachers and education administrators, developing curriculum material,and building learning organisations

**Description:** Training the staff of the central, regional and local governments; Delivering material help

The entire Education Sector Development Programme (ESDP) project implemented in 1994-1999 focused on capacity building and quality improvement mainly in two regions, Amhara and Benishangul-Gumuz as well as in the MoE. The purpose of the Preparatory Assistance Team ,PAT project (ESDP, Phase I)<sup>2</sup> was (1) to prepare proposals for the support of Education Sector Development Programme (ESDP) for the next four years, 1996-1999 and (2) to establish training programmes. The outcome of the PAT project was training 117 zone- and woreda-level planners, 20 trainers, 455 woreda- and zone-level education officers, 172 supervisors, 47 building technicians, 69 teachers, 135 pedagogical centre coordinators, and 100 community skill training coordinators. The material delivery consisted of overhead projectors, computers, books and paper. The future follow-up of the ESDP was also planned.

The focus of the second phase of the project was to support the educational reform outlined in the Ethiopian ESDP by addressing the quality of primary education, and to some extent, of secondary and technical-vocational education<sup>3</sup>. The project had three subprojects: (1) Continuing Training of Teachers and Other Educational Professionals, (2) Curriculum and Educational Material Development, and (3) Capacity Building of Educational Organizations. The integrated results of the subprojects were intended to enhance the capacity of educational institutions to implement the revised educational policy and curriculum, to improve the professional resources of teachers, supervisors, pedagogical centre coordinators and librarians, not forgetting coordinators of non-formal education and building technicians.

### **Project Relevance**

The project known as the “small ESDP” (ESDP project) supported the ambitious reform of the Ethiopian education system and piloted the ESDP. The ESDP project was an integral part of the planning phase of the ESDP drawn up by the GoE and it was a sector wide provision of aid preferred in Finland.

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<sup>2</sup> Preparatory Assistance Team for the Education Sector Development in Ethiopia. Annual Progress Report. January-December 1995. GOE-MOE, MFA & FTP.

<sup>3</sup> Support to Education Sector Development in Ethiopia. Phase II 1996-1999. Project Document. September 1995. GOE-MOE & GOF-MFA

The objectives and strategy of the reform and the ESDP itself are based on the Education and Training Policy (1994). The ESDP project supports particularly the following policy goals: (2.2.1) to promote relevant and appropriate education and training through formal and non-formal programmes; (2.2.5) to satisfy the country's need for skilled manpower by providing training in various skills and at different levels; (2.2.6) to make education, training and research appropriately integrated with development by focusing on research; and (2.2.13) to gear education towards re-orienting society's attitudes and values pertaining to the role and contribution of women in development.

Three subprojects of the ESDP project contributed to the implementation of these policy goals and to the processes of decentralization and ESDP: (1) training teachers and other educational personnel by increasing the pedagogical and management capacities of teachers and school principals, regional, *woreda*- and *zone*-level educational authorities, and teacher educators; (2) developing and evaluating relevant and quality curricula and instructional materials for pre-primary, primary and special education; (3) reforming the organization and management of education by improving the material and technical resources of educational institutions.

Based on the MoE's recommendation, the ESDP focused on two very different regions, Amhara Region and Benishangul-Gumuz Region, where no other donor piloted the ESDP in a large scale. In addition, the educational indicators of GER were below the national average in these regions. The main beneficiaries of the results of the project were Regional Education Bureaux, REBs, *zonle* and *woreda* officers, school administrators and out-of-school girls in the remote areas of Benishangul-Gumuz Region.

### **Project Effectiveness**

In collaboration with the Ethiopians the purpose of the ESDP project was to train teachers and school staff, develop curriculum support materials and to prepare regional and *woreda* administrative staff in particular for the reform and change of the ESDP. The ESDP project had the aim of building the capacity of the staff of the central government, regional bureaux, *woreda*- and *zone*-level offices and teacher education establishments, a focus highly relevant to the process of the ESDP and the educational reform. The results of their efforts to promote good governance were observable while interviewing the representative of the regional and *zone*-level offices. The active collaboration with other donors organized by the project leader of the ESDP project ensured that Finland avoided engaging in overlapping activities in the educational sector. Because the ESDP office became an informal locus of information exchange between donor agencies, it was often visited by international review delegations.

The Ethiopian stakeholders were involved in implementing the project, which contributed to their commitment and dissemination of the project results. The following achievements of the project were identified in the midterm evaluation<sup>4</sup>:

- improved capacity of the REBs and educational institutions due to the large number of skilled staff trained by the ESDP project;
- produced the training materials and manuals;
- improved participatory planning and project management at the REBs;
- developed a curriculum for pre-school, primary and non-formal education;

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<sup>4</sup> Report of the Mid-Term Review of the ESDP in Ethiopia. First draft 30.10.98. MFA

- enhanced capacity of the REBs to generate and compile analyses and exploit information for the purposes of effective decision-making;
- improved capacity of two REBs to provide services to *zones*, *woredas* and schools with the support of the project; and
- supplied REBs, the Ministry of Finance (MoF) and educational institutions in Amhara and Benishangul Regions with books and teaching materials and vehicles, computers, typewriters and other vital materials and facilities.

As a result of the project a study<sup>5</sup> that surveyed the effectiveness of teacher training programmes in Amhara Region was prepared, and it is still providing the guidelines and objectives for further quality development by the other donors (see Avenstrup et al., 2001).

More particularly, carrying the ESDP project through had taught the participants the following methods and approaches, as the coordinator evaluated his performance based on beneficiaries' feedback and self-assessment:

- a participatory project design made stakeholders actively involved;
- the planning seminars helped the stakeholders to acquire new skills and learn to make participatory decisions;
- the flexible methods used in implementing the ESDP responded to existing needs and changing circumstances;
- the efficient project management methods demonstrated to the stakeholders that good results can be attained through limited inputs;
- the integration of the objectives of the ESDP project with the Education and Training Policy (ETP) and its compatibility with central and regional sector development plans enhanced its acceptability and implementability at local level;
- sticking to agreements, plans and deadlines while still being responsive to emerging needs and new situations brought good results; and
- the training and instruction manuals, research and assessment outputs and curriculum materials produced during the project contributed in important ways to the sustainability of the project and sources of learning and generators of practical activity.

Many of the materials created within the ESDP project, particularly its educational management modules, were disseminated and used nationally. A few representatives were invited from all the other regions to take part in the training events and given the materials (training modules, handbooks and other materials). Project design was another area of strength, with the result that the relevant training events were attended also by other MoE people than those who usually collaborated with the projects, as well as by NGO people.

This increase in the number of trainees, however desirable it has been, has brought also problems. Among the most difficult of them seem to be a lack of teachers, the uneven quality of their basic and further training, the teachers' poor working conditions, the deficient quality of the curricula, and youth unemployment. The ESDP project was obliged to give up attempts to develop non-formal education and vocational education and training, from today's perspective potentially a partial solution to the problems of unemployment and out-of-school children and youth. A promising but short-lived experiment carried out during the ESDP project to provide girls from the outlying areas of

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<sup>5</sup> Review of First Cycle Primary School Teacher Education and Training in Amhara Region. May 1999. ESDP and Amhara REB.

Benishangul-Gumuz with vocational training was intended to foster their self-employment skills.

The Finnish educational projects cooperated and exchanged experiences with each other. In addition, the two Finnish project leaders maintained regular contacts with other donors, NGOs and the various departments of the MoE. The leader of the Finnish ESDP project coordinated and organized, about once a month, what were known as EDGE meetings to discuss a topic agreed on together. The meetings were open to anyone interested. The participants represented only themselves, which meant that even MoE specialists were able to talk a little more openly than was usual in official contexts. This was also a forum where many NGOs kept abreast of how the ESDP was developing. The meetings were a place for sharing experiences, and the NGOs had an opportunity to tell about their own models and experiences. Even if no experiments were officially expanded to the national level at these meetings, at least many contacts were made and potential overlaps avoided.

### **Project Efficiency**

The ESDP project had a Project Preparatory Phase during which, while full-scale activities had already been started, the staff identified resource and training needs. Gender analyses were also carried out<sup>6</sup>. The project had a Finnish project leader, external interim evaluators and external consultants approved by the Ethiopian MoE. Most of the personnel resources were Ethiopian educational specialists. A substantial amount of project funds were used also to acquire materials, such as source books, teaching materials, teaching aids and a few computers. When the materials were delivered, the recipients were invariably trained in their use and maintenance; the target groups included librarians, teacher educators and administrative staff and caretakers.

The Supervisory Board, the Steering Committee, the Project Coordination Office and MoE and the REBs of the two regions met regularly to plan, review, and monitor and otherwise attend to project business and objectives. According to evaluations, the project met the needs of the beneficiaries. The external midterm review considered the project successful. The total amount of money used for the project was FIM 19,545,430. The funds have been fairly distributed and effectively utilized.

Capacity building involved supporting and enhancing the operations and activities of the MoE and local administration organizations at various levels by providing them with human and material resources. Apart from training events, the efficiency of central and local government seems to have benefited from teamwork with project coordinators and consultants. A number of institutions have been strengthened by being supplied with essential items such as books, journals, IT equipment, furniture, vehicles and infrastructural services such as electrification. Among others, the librarians at Amhara Regional Bureau and Gondar Junior Teacher Training Institute used the books and journals that MFA had donated to create a core resource. The managerial capacity of institutions was strengthened through staff training.

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<sup>6</sup> Berhanu, A., Ruotonen, H. & Tsega, L. Female participation in Education in Regions 3 and 6. June 1996. FTP International and MOE.

## **Project Sustainability**

The capacities of schools and teacher training institutions were improved by producing training modules and training people to produce teaching materials at institution levels. The training, programmes and teaching materials were not organized and prepared haphazardly; first needs analyses were made, after which the materials were prepared, the trainers trained, the materials edited further, only then followed by the implementation of a cascade model. After an evaluation the materials were revised. Naturally enough, materials created in the 1990s are no longer up to date, though some of them have been revised at the local level. However, the pattern of creating new materials as such seemed still current in the teacher education institutions that had been involved in the ESDP processes.

Education professionals gained both improved skills and an increased understanding of the complexity of policy processes. The effectiveness of the training in promoting the development of the regional and central ESDPs<sup>7</sup> was mentioned several times by administrators and teacher educators. Before 1999 Finnish development cooperation made a remarkable contribution towards the growth of this expertise.

The people interviewed at the MoE and the Ministry of Economic Development and Cooperation (MEDaC) and their counterparts and senior experts in the Amhara and Benishangul-Gumuz Regions considered that the ESDP had created a capacity to manage and continue with the Ethiopian educational reform at regional and local level. The ESDP project had appreciably (1) trained competent staff to serve at various levels of administration; (2) produced valuable educational materials and manuals, which will be revised locally as needed; (3) provided lessons through experiences gained in planning, implementing and monitoring the ESDP project in a participatory and flexible manner; (4) given the participants' immediate experience of adjusting regional and local policies to the ESDP through work for the ESDP project; and (5) provided material assistance in the form of equipment, facilities, vehicles and so on. All this has contributed to a quantitative expansion of education. There has been an increase also in female participation in education. In all, Finland has provided remarkable support for the ESDP in Ethiopia in the 1990s.

### **3. Monitoring the Education Sector Development Programme**

**Names of the Projects:** *Consultancy Services for Participation at Education Sector Development Process*

**Sites:** *Ministry of Education, Addis Abeba*

**Duration:** *June 1998 – September 1999*

**Financing:** *Finland: FIM 324,285*

**Implementing Agencies:** *FTP with Government*

**Objective:** *To plan, monitor and assess the ESDP as a donor participant; To follow up and analyze the ESDP in Ethiopia*

**Purposes:** *Management and administration of the services and expert inputs needed for the sector development programme preparation and review process*

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<sup>7</sup> Education Sector Development Programme of Amhara National Regional State 1997/97-2001/02. August 1997. Bahar Dar.

## **Project Relevance**

An indication of Finland's grasp of the current situation was that FTP International was the MFA's consultant, active participation in the reform brought about by sector wide approach in education. Finnish consultants were the ones among the donor community who followed and analyzed the ESDP in Ethiopia and assessed its implementation in 1998-1999<sup>8</sup>.

## **Effectiveness**

Since 1997 the sector-wide approach was applied in Ethiopia. The objective of the consultancy service was to analyse the ESDP process, to assess the ESDP preparation process, and to disseminate the results to the civil servants in MFA. As an outcome, the study<sup>9</sup> of the ESDP and analyses of developments leading to the initiation of the ESDP between 1994 and 1996 were produced. A Finnish delegate also participated in the first Joint Review Mission of the ESDP in 1999. Additionally, an appraised project proposal and a project document<sup>10</sup> were prepared as continuation of Ethiopia-Finland cooperation.

## **Efficiency**

After careful preparations and expert assessments the Finnish Government decided to use FIM 20 million to assist an ESDP school-building project, funds that had already been allocated. The support was meant to fund the construction of 150 first-cycle primary schools (Grades 1-4). The project was never started.

In 1999 the FTP, funded by the MFA, drew up a proposal for a five-year follow-up project in 2000-2004 with the funding of FIM 33.7 million. The project document has been drafted and developed in collaboration with the Ethiopian counterparts. The proposal included the continued aid to the ESDP suggested on the basis of needs analyses carried out by the ESDP and a consideration of their findings. The programme document "*Continued Finnish Support to Education Sector Development in Ethiopia within the Framework of the Education Sector Development Program (ESDP)*" never reached the appraisal phase. The follow-up aid was meant to be used to support teacher training and further capacity building, essential factors affecting the quality of education.

## **Project Sustainability**

After the bilateral projects ended in 1999 because of the war between Eritrea and Ethiopia, the MFA has not participated in monitoring the ESDP. In 1999 Finland pulled out from development cooperation in the educational sector and moved to the water sector in Ethiopia. The following undertakings, were not completed:

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<sup>8</sup> Oksanen, R. & Lönnqvist, A. Harmonising Requirements and Procedures among Potential Funding Agencies Supporting Education and Health Sector Development Programmes in Ethiopia. Final Report, SIDA, 18 May 1998., FTP International.

<sup>9</sup> Martin, J., Oksanen, R. & Takala, T., Preparation of the Education Sector Development Program in Ethiopia. Reflections by Participants. Final Report, June 1999. Cambridge Education Consultants, UK and FTP International.

<sup>10</sup> FDRE:MOE & GOF:MFA, Continued Finnish Support to Education Sector Development in Ethiopia Within the Framework of the Education Sector Development Programme (ESDP). Programme Document, September 1999.

The Primary School Construction Component was prepared by the GoE, after which the proposal was submitted to the GOF in 1997. The proposal was appraised by an external consultant and a report including a set of recommendations was sent to the MFA in 1998. The school component was planned to be launched after the GoE submitted to the MFA a revised project proposal. The component was incorporated into the ESDP, and until June 2002 there was a financial commitment of FIM 20 million.

The special education project run by Finland was originally planned in the long term as a two-phase scheme. The second phase (2000-2004) was planned to consolidate the achievements of the first phase (1994-1998). The programme document "Finnish Support to Education Sector Development Programme of Ethiopia" was prepared after expert consultations on education held in September 1999. The document was never appraised. The planned programme funding was FIM 33.7 million. For more than ten years Finland trained experts in special education to serve as decision-makers and administrators and researchers and teachers in Ethiopia. Between 1994 and 1998 Ethiopian participation nearly redoubled as compared to the first BA and MA programmes. According to plans, the degree programmes should have been moved to AAU before 2000. The Finnish universities would have become facilitators and partners.

Finnish representatives collaborated actively with Ethiopian and international educational experts on planning and evaluating the implementation of the ESDP in 1989-1999. The MFA had money earmarked for this educational expert consultation until June 2000. Monitoring the ESDP was not continued during the Ethiopian-Eritrean war.

#### 4. **NGO Projects**

Among the NGOs, the Finnish Evangelical Lutheran Mission has supported the development of the educational sector in Ethiopia particularly through the Kambata-Hadiya Zone Education Programme, and the Mission for the Deaf has been collaborating with the School for the Deaf in Hosaina. The Finnish Lutheran Mission has contributed to the Konso Literacy Programme.

##### **Kambata-Hadiya Zone Education Programme by the Finnish Evangelical Lutheran Mission (FELM) (Suomen lähetysseura, SLS)**

**Sector:** Education (NGO)

**Duration:** 1990 – 2000

**Financing:** Finland: about 11 million FIM

In the educational sector, the Finnish Evangelical Lutheran Mission (FELM) has cooperated with the South Central Synod (SCS) in several areas in the 1990s. FELM has adjusted the objectives and functions of its separate projects to the ESPD. As a result, FELM's projects in the educational sector are a part of the *Kambata-Hadiya Zone Education Programme*. The programme includes

- the Shone and Durame Pre-School projects
- the Mishgida School project
- the Adult Education and Literacy programme
- the International Scholarship programme
- provision of support to local government schools.

The annual budget for these projects has been around FIM 1 million. The total amount of NGO support equals about FIM 11 million. Many of the projects have been running since the 1970s.

### **Konso Literacy Programme by the FLM (Suomen evankelisluterilainen kansanlähetys)**

**Sector:** Education (NGO)

**Duration:** 1990 – 2000

**Financing:** Finland: about 1,000,000 FIM

The FLM (Suomen evankelisluterilainen kansanlähetys) has had several projects in the educational sector: building a pre-school in Dese, a literacy programme in Konso, an extension project for women in Denbidollo.

Support to School for the Deaf in Hosanna by the Mission of Deaf (Kuurojen lähetys) and FELM

**Sector:** Education (NGO)

**Duration:** 1990 – 200

**Financing:** Finland: 4,6 million FIM

The Ethiopian Evangelical Church Mekane Yesys School for the Deaf has operated twenty years. Mission of the Deaf and FELM have supported the school. The purpose the school is to educate the deaf children, provide counselling services for hearing disability and to enhance independence and equal opportunity for them. The school delivers academic and vocational education according to the curriculum of the ESDP from Preparatory class, through Grade 1 to Grade 8 and up to Grade 10. In the school year of 2000/01 there enrolled 87 boys and 60 girls with the staff consisting of 25 males and 13 females.

### **Relevance of the Selected NGO Projects**

Where the bilateral development projects have served national needs and the relevant negotiations have been conducted between governments, the NGO projects have stemmed mainly from local needs and been largely citizen-centered. The NGO projects have operated independently of GoE policies and bilateral projects. However, towards the end of the decade there have been cooperative efforts by *woreda* and *zone* administrators and the managers of the NGO projects to integrate the projects into the goals and strategy of the ESDP. The activities of the Finnish NGOs have focused on adult literacy campaigns, on building kindergartens and schools and on providing special education, particularly on improving the educational situation of the deaf. The work of the NGOs has significantly complemented that of the bilateral projects and vice versa.

### **Project Effectiveness**

The NGO projects selected for review here complement the target groups and areas of the Finnish bilateral programmes in significant ways. For instance, the Hosaina school has developed computer-assisted instruction and computer skills for deaf students. The school also prepares the deaf students for the workforce through two approaches: by vocationalizing the primary-school curriculum between Grade 5 and 8, and by providing vocational education and training in Grades 9 and 10.

## Project Efficiency

The NGO-based projects in Konso and Hosaina have been quite cost-effective because the organizations are running the project and the Ethiopian beneficiaries take part in it both as providers of resources and as agents. The Hosaina School of the Deaf has a training enterprise and some of the school clubs prepare products for sale. The Finnish government has funded NGOs on a fairly small scale. Their projects are marked by high levels of local citizen activity and, hence, a high level of local ownership. The NGO projects were originally created because local people wanted them and asked for them.

## Project Sustainability

The activities of the NGO projects have displayed a consistent continuity during the last decades. The Konso literacy project promotes basic literacy education among adults. It has persuaded the community to commit itself to implementing literacy education. Hosaina School for the Deaf is concerned about how its students will be able to enter working life and society after completing their basic education. The school is following up the students' school-to-work transition. The latest follow-up shows that only 28 per cent of the deaf school leavers are unemployed:

Graduates of the Hosaina school according to their placement in 2000<sup>11</sup>:

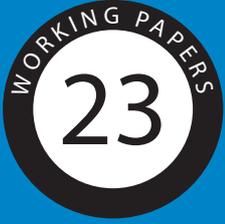
	<u>in number</u>	<u>in percent</u>
1. Employed by organizations	25	33.3%
2. Self employed	9	12 %
3. In high school or other training	16	21.3%
4. Unemployed	21	28.0%
5. Living abroad	4	5.3%
Total graduates	75	100%

The bilateral programmes and the GoE have not paid much attention to special needs students' access to further studies and vocational education. The curriculum of Hosaina also teaches entrepreneurial skills to the students.

Management and implementation of the education sector projects (SSEP and ESDP) were effective and efficient. The objectives of the projects reflected Finland's development philosophy and were coherently integrated to the goals of the Education Sector Development Programme (ESDP) in Ethiopia. Improving access to and the quality of basic education are priorities of the sector. The Finnish projects especially contributing to providing educational opportunities for the handicapped nationally and for the girls in some remote areas. The Finnish project created the conditions for providing basic education and chances for better lives to the disadvantaged children. The important outcome of the projects also included participation in monitoring the ESDP and successful training of educational administrators and teachers to raise their capacity in reforming education and training.

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<sup>11</sup> Himanen, M. & Mekonnen, M., Work Report 2000. Hosaina



THE ECONOMIC AND EDUCATIONAL DIVIDES separating rich and poor regions and the South and the North call for national and international decision-making promoting educational policies that will help all people to achieve a good life. Access to education varies hugely between Europe and Africa. For example, of a Finnish age cohort almost 100 per cent completes primary education, whereas of an Ethiopian age cohort only about 20 per cent has an opportunity to gain the primary school certificate. Nevertheless, young people both in Ethiopia and in Finland deserve the same educational opportunities.

Education and training have particular significance for the reduction of poverty and for gender equity strategies. Ethiopia is one of those developing countries that have recently carried out radical reforms of their technical and vocational education and training system. The purpose of this evaluation study is to investigate the extent of Ethiopian children's access to educational and training services.

The evaluation study is based on data collected in Ethiopia and Finland in 2001–2002. The country evaluation mission, of which an examination of the education sector was just one part, was funded by the Department of Development Policy of the Finnish Ministry for Foreign Affairs. The publication's intended audience are people interested in development through education and training, policy makers, researchers and teachers.

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