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NORAD REPORT 4/2015



Norway to support the education sector in Ethiopia:

Background study and recommendations

By Nordic Consulting Group and Norad



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Cover photo: Tove Kvil
ISBN: 978-827548-853-2
ISSN: 1502-2528

PREFACE

This report covers the education sector in Ethiopia, and assesses possibilities for bilateral cooperation between Ethiopia and Norway within this area. It is the work of a joint team from NCG and Norad, with Bente Nilson from Norad as the Team Leader. Other Team members from Norad were Sigurd Moskvil Thorsen and Tove Kvil. All of them participated in field work in Ethiopia from the 1st to the 12th of June 2015. A debriefing was held at the Norwegian Embassy in 12th of June, presenting main findings and discussing key recommendations. The NCG consultant Erlend Sigvaldsen was responsible for authoring the report, though with substantial inputs from other members. The consultant is solely responsible for any misunderstandings and mistakes that the report may contain.

The Team would like to thank the many people and organizations that generously gave of their time, and discussed and shared their views on the Ethiopian education sector. Ellen Fadnes and Ingrid Aas Borge at the Norwegian Embassy in Addis Ababa provided excellent and indispensable assistance and service to the Team during the whole process. The Ministry of Education most graciously let the Team participate in the Joint Review Mission for the sector programme GEQIP, and provided the Team with open access to stakeholders and data for whatever facet of education the Team was interested in. Finally, the study has greatly benefited from other studies and analysis done by the Ethiopian government, international development agencies and NGOs.

15th August 2015

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List of Acronyms and Abbreviations

| | |
|---------|---|
| ABE | Alternative Basic Education |
| AIDS | Acquired Immune Deficiency Syndrome |
| CMC | Centre Management Committee |
| CPD | Continues Professional Development (for teachers) |
| CTE | College of Teachers Education |
| DFID | United Kingdom Department for International Development |
| ECCD | Early Childhood Care and Education |
| EFA | Education for All |
| EMIS | Education Management Information System |
| ENA | Ethiopian National Agency for UNESCO |
| EPRDF | Ethiopian People’s Revolutionary Democratic Front |
| ESDP | Education Sector Development Plan |
| ETWG | Education Technical Working Group |
| FTI | Fast-Track Initiative |
| GDP | Gross Domestic Product |
| GEQIP | General Education Quality Improvement Programme |
| GER | Gross Enrolment Ratio |
| GIZ | Gesellschaft für Internationale Zusammenarbeit |
| GoE | Government of Ethiopia |
| GPE | Global Partnership for Education |
| HDI | Human Development Index |
| HIV | Human Immunodeficiency Virus |
| ICT | Information and Communication Technologies |
| IDA | International Development Association |
| IMF | International Monetary Fund |
| INGO | International Non-Governmental Organisation |
| JICA | Japan International Cooperation Agency |
| JRM | Joint Review Mission |
| LDC | Least-Developed Country |
| MDG | Millennium Development Goal |
| MDTF | Multi Donor Trust Fund |
| Million | Million |
| MoE | Ministry of Education |
| MoFED | Ministry of Finance and Economic Development |
| MSE | Medium Small Enterprises |
| NCA | Norwegian Church Aid |
| NER | Net Enrolment Rate |
| NIR | Net Intake Rate |

| | |
|--------|--|
| NFE | Non-Formal Education |
| NGO | Non-Governmental Organisation |
| NLA | National Learning Assessment |
| NOKUT | Norwegian Agency for Quality Assurance in Education |
| NPA | Norwegian People's Aid |
| NRC | Norwegian Refugee Council |
| ODA | Official Development Assistance |
| ODI | Overseas Development Institute |
| PBS | Protection of Basic Services |
| PSNP | Productive Safety Net Programme |
| PTA | Parent Teacher Association |
| REB | Regional Education Bureau |
| RTP | Right to Play |
| SCIE | Save the Children in Ethiopia |
| SIP | School Improvement Program |
| SMC | School Management Committee |
| SME | Small and Medium Enterprises |
| SMIS | School Management Information System |
| SNE | Special Needs Education |
| SNNPR | Southern Nations, Nationalities and People's Region |
| TMIS | Teacher Management Information System |
| ToR | Terms of Reference |
| TVET | Technical and Vocational Education and Training |
| UN | United Nations |
| UNDP | UN Development Programme |
| UNESCO | UN Educational, Scientific and Cultural Organization |
| UNICEF | UN Children's Fund |
| USAID | United States Agency for International Development |
| USD | United States Dollar |
| WEO | Woreda Education Office |
| WFP | World Food Programme |

SUMMARY

- Following the White Paper 25 “Education for Development” from June 2014, Ethiopia was selected for increased Norwegian bilateral engagement in the education sector. This study consists of **two separate, but interlinked activities**: Firstly, a mapping and analysis of the actual situation in the education sector and selected thematic areas in accordance with the Terms of Reference (ToR). Secondly, a synthesis and assessment of options for cooperation between Ethiopia and Norway, including concrete recommendations.
- **Ethiopia’s determination to reduce poverty has led the government to invest heavily in education.** About 25% of the national budget is now spent on education. This has resulted in real progress being made, in particular with regard to access. Since 1996, the number of primary schools has risen from 11,000 to more than 32,000 and student enrolment at all levels of the education system has grown from 3.7 million to over 18 million. The gross enrollment rate in primary education (G1-8) was 95% in 2012/2013, and the net enrollment rate (G1-8) 86%.
- However, there are **substantial dropouts and repetition**. Too many students leave the system early, which is reflected in a grade eight completion rate of only 47%. Indeed, for every 1,000 children enrolling in grade one, almost half of these will have dropped out by grade four. One in five leaves school the first year.
- **Learning outcomes is another problematic area**, and reveals a low level of knowledge acquisition, according to Ethiopia’s Education Sector Development Plan (ESDP V¹). Early reading assessments show that one third of students in grade two were unable to read a grade-level relevant story. At grade four, only 25% achieved a score of 50% or above in core subjects – significantly lower than the ESDP IV target of 75%. ESDP V concludes that the reason is the delivery of a poor quality of education. Lack of sufficient basic skills cascades through the system, and the gross enrolment rate in the first phase of secondary school (grades 9-10) was 39.3% in 2013/14, against an ESDP IV target of 62%.
- **The latest ESDP V** is clear about the challenges facing Ethiopian education. To address the issues, ESDP lists the following priorities for the period 2015-2020:
 - Provide equal opportunities and participation for all, with special attention to disadvantaged groups
 - Deliver quality education that meets the diverse learning needs of all children, youth and adults
 - Develop competent citizens who contribute to social, economic, political and cultural development through creation and transfer of knowledge and technology
 - Assist children, youth and adults to share common values and experiences, and to embrace diversity
 - Promote effective leadership, management and governance at all levels in order to achieve educational goals by mobilizing and using resources efficiently
- **ESDP V is built around six priority programmes**, with sub-components, and presents expected outcomes, linked to performance indicators that measure quantity, quality, and timeliness. The ESDP aims at fully integrating seven identified cross-cutting issues within the priority programmes. These are gender, special needs and inclusive education, HIV/AIDS, education in emergencies, school health and nutrition, drug and substance

¹ ESDP V Second Final Draft of 12 June 2015. The ESDP V will be launched in October 2015

abuse prevention, and water, sanitation and hygiene. This will according to ESDP V ensure that the issues become joint responsibility of implementing bodies. The ESDP V is a professional document, including a monitoring and measuring framework. It aligns well with Norway's education priorities, emphasizing access, equity and quality.

- In sum, the **whole education sector has gone through a period of massive and rapid development**. As can be expected from a transition of this scale, there are inevitable challenges that accompany progression. Two fundamentals make Ethiopia's challenges unique:
 - *The diversity of the country* – geographically, demographically and economically. It has a population of at least 90 million with about 80 ethnic groups, an environment with a variety of highly contrasting ecosystems, and an economy that includes prosperous industrialists as well as desperately poor pastoralists. More than 4/5 of the population is rural. Ethiopia has the largest refugee population in Africa. Standardized models have limitations in such an environment, but adaptation is expensive.
 - *Pastoralism, food insecurity and abject poverty* – suggest strong demand side reasons for not sending children to school. To convince families that school is better than tending livestock, education must deliver real benefits. Access without quality can unfortunately be a fallacy in such contexts.
- **Key issues that pertain to the whole education system:**
 - *Access to education is not equitable*, as better resourced schools tend to be located in urban areas and more developed regions. A number of children face barriers to accessing education especially females, the most vulnerable, poor students and children in pastoral areas.
 - *Learning achievements are a challenge*. Quality has not kept pace with expansion. Boys consistently outperform girls on tests.
 - *Sector is underfunded*. There are substantial gaps between plans and budgets, and available resources. A high proportion of the education budget is allocated for salary expenditure, constraining the availability of other inputs critical to effective teaching and learning.
 - *Human resources and incentives are insufficient*, as there is a shortage of qualified teachers for the levels at which they are expected to teach, and available qualified teachers are not evenly distributed across regions.
 - *Leadership and management capacity are inadequate*; that remains weak in most of the education bureaucracy. Management and financing of primary and secondary education is the responsibility of regions and woredas, and some of these suffer from weak planning and implementation capacity.
- **Four regions are termed “emerging”**, namely Afar, Somali, Gambella and Benishangul-Gumuz. These score consistently worse on almost every education indicator. At least two of the emerging regions also host large refugee populations. The regions are home to substantial pastoralist communities with particular traditions and cultures, including their own languages. While all regions of Ethiopia face problems in terms of access and quality of education, the situation in emerging regions remains particularly challenging.
- **Main partners to the education sector** include the World Bank, GPE, USAID, DFID, Finland, Germany, Italy, UNICEF, and some smaller support initiatives from UNESCO, Japan, Canada and AfDB. A number of Norwegian NGOs and International NGOs work in the education sector, with Save the Children, ADRA, NCA, NPA, NRC, Right to Play, Digni, and ActionAid International among the most active.

- **General Education Quality Improvement Project (GEQIP) is the donor pool fund for financing quality related components of the Ethiopian education sector development plan.** GEQIP is now in its second phase. It is funded by the World Bank, DFID, Finland, Italy, USAID and the GPE through a multi-donor Trust Fund which is administered by the WB. GEQIP aims at improving quality of primary and secondary education. It consists of six components including curriculum development/textbook production, teacher development, education management strengthening, school grants, and ICT. The sixth component is administration of GEQIP. The Ethiopian government fully support GEQIP. The estimated total funding need for the second phase of GEQIP is USD 550 million in the period 2014- 2018. An estimated USD 80 million of that remains unfunded, but the Ethiopian Government has committed its resources to cover any GEQIP funding gap.
- **GEQIP strengths** include the close integration with government and government plans, established implementation and administration arrangements, mainstreamed modalities working with every school, and a clear focus on improvement of education quality. The GEQIP correspond well to a number of the focus areas of the Norwegian Education for Development policy.

RECOMMENDATIONS

- **Ethiopia meets the basic conditions for receiving Norwegian bilateral support to education.** In particular, the Government has proven commitment to education in its policy and strategy, and in financial allocations. Education sector plans prioritise access and equity, as well as quality in education. Norwegian policy puts particular emphasis on reaching those that have so far been excluded from quality education. Despite significant progress, Ethiopia has more children than most countries belonging to this group.
- The objectives in the White Paper 25 Education for Development lay the foundation for the recommendations. **Other strategic criteria for recommendations include:**
 - *Harmonization with ongoing support* – efficiency considerations indicate that first phase Norwegian support should aim at cooperating with one or more established donors, and/or donor programmes.
 - *Quality of learning environment* – status of Ethiopian education implies that improving quality of education should be a priority. If learning outcomes do not improve, there is a risk that large education expenditure on creating access is lost.
 - *Innovative and catalytic for marginalized groups* – there is a great need for more innovation with regard to how marginalized groups – including girls - can effectively and efficiently be reached with quality education, at all levels.
 - *Mainstreaming* – efforts should be aligned to government general education system and structures. Innovative projects should have potential for being mainstreamed in government systems. It is important to think scale when interventions are supported, as scarce resources need to be applied to those projects with the best cost/benefit relationships.
- **In the first phase of building the bilateral education portfolio, the following is recommended:**
 - It is recommended that Norway join the multi-donor GEQIP initiative with financial support at the earliest opportunity. The initiative harmonizes donor interventions and its main objective is to increase the quality of education. It is an integral part of the Ethiopian education system. The GEQIP also includes innovative elements like ICT.

- GEQIP is apparently the key forum for discussion between education donors and the government in the sector. Being within the group is considered an important strategic element for a long term engagement in education. It will allow promotion of important Norwegian education objectives also outside the direct bilateral support portfolio.
- A second recommendation is that Norway should as a strategic priority and for complementing the support to GEQIP, focus geographically on education in emerging regions. This emphasizes and reflects important Norwegian policy priorities. These regions score consistently worse on almost every education indicator. At least two of the emerging regions also host large refugee populations, which puts additional strains on the local education system. There are a number of current possibilities, including:
 - *USAID's READ project*; that promotes teaching and learning in the mother tongue. The government desires more languages to be included as languages of instruction, some of which are in the emerging regions. USAID is prepared to collaborate with Norway in this initiative that already has made important and necessary preparations for expansion.
 - *Support to teacher colleges in emerging regions* – having good local teachers is essential to improving the quality of schools. UNESCO has provided targeted support at a limited scale to teacher colleges in the emerging regions with the help of IIEP.
 - *UNICEF has a number of interventions* in emerging regions, some which pilot interesting methodologies and approaches to education for marginalized groups, including pastoralists. As UNICEF works closely with government, the possibilities for mainstreaming successful pilots is clearly there.
 - *Several NGOs/INGOs have interesting efforts and projects in the emerging regions.* These include Norwegian Refugee Council (NRC), Save the Children, Norwegian Church Aid (NCA) and ActionAid. All have interventions that target education and skill development of refugee populations in the regions.
- Over the coming 3-4-year period, a plausible approach to the Norwegian education portfolio in Ethiopia is to have GEQIP at its core, first supplemented by READ and thereafter a limited number of bilateral initiatives primarily to the emerging regions. The new initiatives should take into consideration existing Norwegian support to NGOs, INGOs and multilateral organizations, including possibilities for interlinkages for creating synergies. The timing of the different efforts in the bilateral programme will depend on a) available financial resources, and b) the level of Norwegian administrative capacity.

Finally, it should be emphasized that quick results are not likely. The challenges in the Ethiopian education sector necessitate a long-term commitment. Support to emerging regions is not without risk. It has proven challenging to work effectively in these areas, and support must be thoroughly designed and planned.

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ACRONYMS AND ABBREVIATIONS

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1 Introduction

1.1 Background

Ethiopia was one of the poorest countries on earth in 2000 when 56% of its population lived on less than USD 1.25 per day (The World Bank, 2015). A decade later, less than 30% is regarded as poor. This remarkable progress means that the average household in Ethiopia today enjoys better living standards than ever before.

Education is one area where consistent and impressive improvements have taken place, in particular with regard to expanding access opportunities. In 2000 -2001, the primary net enrollment rate was about 40%. That has in 2012/2013 more than doubled to 86%. The gross enrolment rate is now 95% for the primary level.² A key reason for the progress has been a strong political commitment from government to improve education, and achieve the Millennium Development Goals (MDGs) and Education For All (EFA) goals. For almost 20 years education reforms have been set out in comprehensive Education Sector Development Programs (ESDPs). The fifth ESDP will be introduced in July 2015.

The will for and political prioritization of education was one of the key factors for choosing Ethiopia as one of four countries for an increased Norwegian bilateral education engagement. In the White Paper 25, "Education for Development", from June 2014, Norway signals strong priorities for education in its future development assistance. The Norwegian government says (page 57) it will *"launch a special education effort in a limited group of pilot countries that will be chosen for their strong national efforts in the education field and the priority they give to vulnerable groups."*³ Ethiopia is one of these pilot countries.

An important justification is the fact that Ethiopia still has major education challenges to tackle. There are large disparities in access, the learning outcomes are stagnant, and there are high repetition and dropout rates. While estimates vary, as many as 3-4 million children may remain out of school. Current levels of financing are not sufficient for Ethiopia to achieve its current ambitions and additional external resources to education are needed.

1.2 Purpose and Objectives

The overall objective of this study is to provide an analytical overview of the education sector in Ethiopia. The study will lay the foundations for discussions for the future bilateral cooperation on education between Ethiopia and Norway.

The assignment consists of two separate, but interlinked activities: Firstly, a mapping and analysis of the actual situation in the education sector and selected thematic areas in accordance with the Terms of Reference (ToR) (Ref Annex 1). Secondly, findings from this desk study will be assessed and discussed with key stakeholders in the sector, ending up with a list of recommendations for Norwegian support.

According to the Terms of Reference, the concrete objectives for the assignment are in brief to:

1. To acquire a general overview of the situation within the education sector,

² Education Statistics Annual Abstract (2012-2013GC), November 2005 EC (2013 GC)

³ White Paper no 25 (2013-2014), Education for Development; Norwegian Ministry of Foreign Affairs, June 2014

2. Undertake a preliminary analysis of the sector, subsectors, the Ethiopian education sector development programme, and other major education programmes.
3. Identify/indicate thematic areas and alternative interventions where Norwegian development cooperation and support may have an added value.
4. To assess the need for further analysis, for instance with regard to the political/economic aspect of the education sector (or parts of it).

The White Paper lists certain thematic priority areas for Norway's development assistance, and these areas are given particular emphasis in the assessment of where Norway can most constructively contribute. The ToR lists the following:

- **Girls' education** including education and health synergies/perspectives combined.
- **Teacher education**; pre- and in-service training including existing/potential use of ICTs
- **Management of teacher resources** and equitable distribution of teachers
- **Education statistics** /EMIS including TMIS
- **Inclusion of marginalized and excluded children**, including curriculum development.
- **Vocational training/education**, including youth and adult literacy training

These themes are assessed in separate sections in the report. While there is likely to be a demand for extra resources in all of these areas, any Norwegian support will have to fit in with Ethiopian government plans and what other donors do. Ethiopia has a well-developed Education Sector Plan with a number of donor countries already actively involved.

1.3 Methods and Limitations

Norway's bilateral education engagement with Ethiopia has been limited for a number of years. Thus, this study starts with basic overviews of the status and of the structure of education. The main methods for data collection are desk reviews and interviews, and in-country observation/interviews. The main sources of information for the desk study in Norway was⁴:

- Data on current status of education and support collected from Norad, the Norwegian Embassy in Addis, other donors, and other freely available sources. These documents were used to present and discuss sector status, trends and issues.
- Government policies and plans from the Ministry of Education in Ethiopia.
- Multi- and bilateral donors, with analysis and plans for education support in Ethiopia.

The second phase started with a field visit to Ethiopia in the first weeks of June 2015. The Team participated in a week long Joint Review Mission (JRM) organised by the Education Technical Working Group (ETWG), with participants from donors as well as the government. The Team visited the Gambella and Oromia regions. This was a unique opportunity to consult both formally and informally with key stakeholders. Additional meetings were held in the week after the JRM with available and relevant stakeholders, focusing on concrete proposals for Norwegian support. A debriefing note was discussed with the Norwegian Embassy at the end of the field work.

The study had no time to assess all possible programmes and projects in detail. For some of the project suggestions, additional assessments will be necessary before they are possibly chosen

⁴ Key documents are found in the reference list in Annex 2

for Norwegian support.

The ToR calls for an assessment as to whether more analysis is needed for instance “*with regard to the political/economic aspect of the education sector*”. While there is always a need for more analysis, the Team does not consider it necessary to do such political/economic analysis at this stage of Norwegian education programming in Ethiopia. The recommendations do not depend critically on more information, given the level of existing knowledge, and given the decision to engage with Ethiopia in this sector.

DATA QUALITY

Data mostly originate from the Ministry of Education (MoE), their EMIS system and the Educational Statistical Annual Abstracts. The most up-to-date data have been found in the Situation Analysis for ESDP V, dated October 2014, from MOE. The latest version of the ESDP V from June 2015 contains even more recent data for some key ratios. Some donors have done their own data collection in limited areas, and there are a few other independent sources. These are noted when used.

Generally, the basic data are in the main believed to be reliable. At the national level, the data give a reasonable picture of the general status of education in the country. There are likely to be more question marks on regional and sub-regional level, in particular in the less developed regions. There are also gaps in the data coverage of some key topics like out-of-school children and vulnerable groups in general.

The analysis in this report rests to a large degree on work done by other organisations, institutions and individual experts. These are referenced where possible, and arguments are hopefully presented truthfully and satisfactorily. Any mistakes, misunderstandings and errors are solely the responsibility of the Team.

Ethiopia follows the Julian calendar, which starts in July and ends in June. It started some years later than the Gregorian calendar that Norway follows, and the Ethiopian year 2007(EC), is similar to 2014/2015 (GC) in Norway. For ease of understanding, only the Norwegian notation of years are used in the following.

2 Context

Ethiopia is ranked 173 out of 187 countries in the 2014 Human Development Index (HDI) of the United Nations Development Program (UNDP). The country has made remarkable progress, and Ethiopia’s HDI value increased from 0.284 to 0.435 between 2000 and 2013, an increase of more than 53 percent.

The country has enjoyed consistent economic growth the last decade, with estimates for GDP growth in 2013/14 and 2014/15 in the 8.0–8.5% range. (International Monetary Fund, October 2014). The annual average growth rate was according to the Government around 11 percent for the period from 2002/03 to 2012/13.⁵ High economic growth has helped reduce poverty, in both urban and rural areas. The share of the population below the poverty line fell from 38.7 percent in 2004/05 to 29.6 percent in 2010/11 (using a poverty line of US\$0.6/day). (UN Special Envoy for Education, April 2013) However, because of high population growth the absolute number of poor (about 25 million) has remained relatively unchanged over the past fifteen years.

⁵ IMF estimates an average annual growth rate in the period closer to 7-8 percent.

2.1 Demographic and Geographical Context

Ethiopia is a large and diverse country, being the second-most populous country in Sub-Saharan Africa with a population of about 90 million (Government of Ethiopia's latest estimate is 85.8 million; UN estimate is 94.1 million). It is located in the Horn of Africa and is land-locked with an area of 1.1 million sq.km. Only 17 percent of the population lives in urban centres, mostly in Addis Ababa. At the current annual growth rate of 2.6 percent, Ethiopia's population is estimated to reach 130 million by 2025, and is projected by the UN to be among the world's top ten most populated countries, by 2050 (The World Bank, October 2013).

The country is a federal republic of nine states⁶, which largely reflects the country's ethnic composition. It borders six countries, of which at least three - Somalia, Eritrea, and South-Sudan - struggle with internal conflict.

Figure 1 Map of Ethiopia



The sheer size and diversity of Ethiopia is a development challenge, and its environment includes a variety of contrasting ecosystems, with significant differences in climate, soil, vegetation types, agricultural potential, biodiversity and water resources. USAID in its development strategy for 2011-2015 says Ethiopia can be considered as *“three separate countries, each with its own economic opportunities and obstacles”* (USAID, March 2012)⁷:

1. *“Productive Ethiopia”* (population 45-50 million) that is characterized by good-sized landholdings, fertile soils and a predictable climate that helps Ethiopia produce as much food as Kenya, Tanzania and Uganda combined.
2. *“Hungry Ethiopia”* (population 20-25 million) suffers from highly variable rainfall, degraded

⁶ Tigray, Afar, Amhara, Oromia, Somali, Benishangul-Gumuz, Southern Nations Nationalities and People Region (SNNPR), Gambella and Harari, and two Administrative states, Addis Ababa and Dire Dawa.

⁷ Page 4

soils and landholdings of less than 1 hectare per family that makes farming a risky enterprise.

3. "Pastoral Ethiopia" (population 15-20 million) comprises 60% of Ethiopia's land, experiences very low rainfall and frequent droughts, and has large grazing areas that hold half of the nation's livestock, which account for over 90% of meat and live animal exports.

These disparities imply major challenges to the provision of basic public services like education and health. When 83% of the population is rural, planning distribution of limited education resources constitutes a challenge. Ethiopia has 80 ethnic groups that have their own specific as well as common socio-cultural values. Early marriage is common to most ethnic groups and until recently there was little support for education. Violence against women and children has been documented and widespread (Ministry for Foreign Affairs of Finland, 2015).

An additional demographic challenge is the substantial number of refugees from neighbouring countries. Ethiopia hosts the largest refugee population in Africa. UNHCR estimates that there were about 730,000 refugees in Ethiopia as of January 2015.⁸ Since the beginning of 2014, Ethiopia accepted almost 190,000 refugees who fled conflict in South Sudan. Ethiopia will likely continue to receive substantial number of people seeking refuge from neighbouring countries.

2.2 Political Context

Ethiopia has a federal, democratic government system, with nine autonomous states and two chartered cities. The Ethiopian People's Revolutionary Democratic Front (EPRDF) has governed Ethiopia since 1991. This is a coalition that has evolved from four groups: the Tigray People's Liberation Front (TPLF), the Amhara National Democratic Movement (ANDM), the Southern Ethiopia People's Democratic Movement (SEPDM) and the Oromo People's Democratic Organisation (OPDO). The EPRDF won all but two seats in parliament in the May 2010 election. In the national elections in May 2015, EPRDF won 500 of the 547 seats. Allies of the EPRDF won the remaining seats.

A key political reform of the EPRDF has been the transformation of the state structure, from being highly centralised, to one with more decentralized authority. This has involved devolving powers and mandates to regional states, to woredas, or district authorities, and to kebeles, or village authorities. The intention has been to democratise the country's politics with the introduction of a system of federalism. The regions and the woredas have, for instance, been given substantial responsibility for basic education delivery (ref. section 3.1 below).

Other political objectives for the government include economic growth through liberalisation of the economy, and broad based development through better public services. This has given – and continues to provide - legitimacy to the government, in particular as it has been able to deliver tangible progress for many Ethiopians. These objectives are manifested in the 5 year plan "Growth Transformation Plan" (GTP). The next GTP II will be introduced in September 2015.

The political situation is currently stable. In 2012, when Meles Zenawi who had led the government since 1991 died, a new Prime Minister - Hailemariam Dessalegn – was appointed according to the constitution. The opposition is weak, and EPRDF continues to be the dominant power in the country. The ruling party remains entrenched in all state institutions. However, the government has become more ethnically and regionally representative. The elections in May 2015 did not lead to any substantial changes in the political situation.

The weakened state of the opposition illustrates the fragility of the democratic transition. In

⁸ <http://www.unhcr.org/pages/49e483986.html>

most regions, there is no real political alternative to the ruling coalition. There is limited space for political opposition and independent civil society advocacy groups. Legislation passed in 2009 regulates civil society organizations (CSOs). This law restricts CSOs, and demarcate areas of operations for different types of CSOs, limiting their ability to engage.

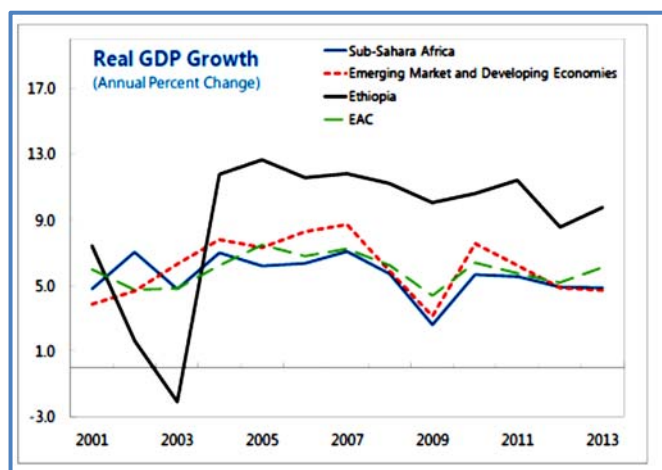
Given the size and diversity of Ethiopia, it is no surprise that regional questions are among the most controversial political issues in the country. Unrest of different degrees has been registered in a number of provinces, with perhaps the situation in the Somali-region being the most challenging. This is partly a consequence of the Ethiopia's physical location. Wars and internal conflicts in neighbouring countries spill over into Ethiopia, through both civilian and military impacts. There are ethnic and religious conflicts as well as insurgency/counter-insurgency struggles, plus age-old confrontations among pastoralist groups concerning water and livestock. Large refugee populations for instance in the Gambella region that borders South-Sudan do not make the situation easier.

The challenging socio-political situation in several districts of Ethiopia adds substantial complexity to the picture for any donor that intends to work with children that are currently outside the school system. A good number of the most disadvantaged children are found precisely in the same regions that experience unrest of different kinds. However, that should not be an argument against engaging, but rather for doing proper groundwork to ensure a thorough understanding of the local context. Development of these regions is possibly the best bulwark available against the lure of violent extremism for the youth.

2.3 Economic Context

Ethiopia has been one of the fastest growing economies in Africa in recent years with growth averaging 8-11% annually every year since 2005.

Figure 2 Real GDP Growth (International Monetary Fund, October 2014)

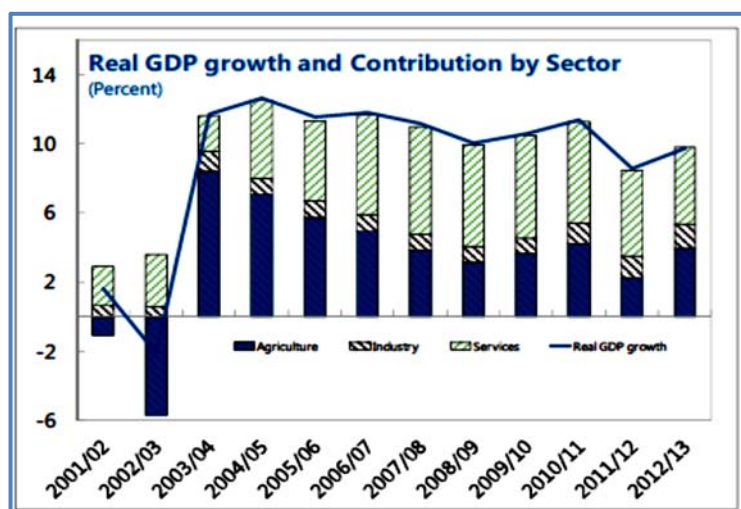


The country has one of the world's lowest per capita incomes, estimated at USD 410 (regional average is USD 1,257). The economy is predominantly based on agriculture, which accounts for about 48% of the GDP, compared to about 10% for manufacturing and 42% for services.⁹ The agricultural sector is also responsible for about 70% of the total exports and 85% of employment. The economy is slowly shifting away from agriculture towards services in particular. As seen in the graph below, real GDP growth is coming increasingly from the service sector. The

⁹ <https://www.cia.gov/library/publications/the-world-factbook/geos/et.html>

modernization of the economy has included strengthening of Ethiopia's agricultural resilience, contributing to a reduction in the number of Ethiopians threatened with starvation.

Figure 3 GDP Growth Sector (International Monetary Fund, October 2014)



Source: IMF, 2014

However, the share of manufacturing in the economy remains modest. The experience of East Asian economies indicates that sustained long term poverty reduction requires growth in industry, and in particular, in the manufacturing sector (The World Bank, October 2014).

Ethiopia's trade prospects are hampered by logistical problems, as its only easily accessible port is Djibouti, which is subject to delays, and high costs. The economy is also exposed to external shocks, for example, a downturn in export markets for coffee. Ethiopia is particularly vulnerable to price variations in energy due to its dependence on imports of oil and coal. Large hydroelectric projects such as the Great Ethiopian Renaissance Dam are expected to improve the situation, even making Ethiopia a potential exporter of electricity to neighbouring states.

Ethiopia's overall economic objective as expressed in the *Growth and Transformation Plan* is to "extricate itself from poverty to reach the level of a middle-income economy as of 2020-23". (The World Bank, October 2014). The strategy to achieve this is through substantial public investments in infrastructure and in basic social services. As the WB writes in its CAS review for 2014, this "big push' public investment strategy has delivered important economic and social returns, but financing remains a key challenge. Low domestic savings, modest foreign direct investment (FDI), and moderate levels of concessional financing relative to the government's investment strategy has led to increased non-concessional borrowing, and to a rising risk of external debt distress."¹⁰

What this implies is that while public spending on basic social services has delivered strong results, the financing of government plans is getting increasingly tight. (The World Bank Group, June 2014). Borrowing on commercial terms will strain future debt servicing abilities. While Ethiopia will continue to drive hard to reach its economic target of becoming a middle income country by 2025, funding the growth will become an issue. With the current levels of multi- and bilateral concessional finance, continued expansion in social services like education may become difficult to sustain.

¹⁰ WB October 2014, page 2

3 Overview of the Education Sector

Ethiopia's determination to reduce poverty has led the government to invest heavily in education. About 25% of the national budget is now spent on education. This has resulted in real progress being made, in particular with regard to enrolment and access to education. The gross enrollment rate (GER) in primary education was 95% in 2012/2013, and the net enrollment rate (NER) 86%.¹¹ This is a far cry from the estimated NER of 22.5% in 1992. There has been a dramatic increase in schools from 11,000 in 1996/97, to over 32,000 in 2013/14. Student enrollment at all levels of the education system grew from 3.7 million to more than 18 million from 1996/97 to 2013/14. While challenges remain, Ethiopia has established an impressive foundation given the context and the low starting point.

3.1 Overall Structure of the Education System

There are four levels of general education in Ethiopia:

- *Pre-primary* (mostly in urban areas, by private providers),
- *Primary* – 8 years in two 4-year cycles, from age 7
- *Secondary* - with lower secondary (grades 9-10), and upper secondary (grades 11-12). Finishing school at lower secondary qualifies a student for Technical and Vocational Education and Training (TVET), while the upper secondary is preparation for university.
- *Higher education and TVET* - Formal TVET starts after lower secondary. Access to universities require upper secondary.

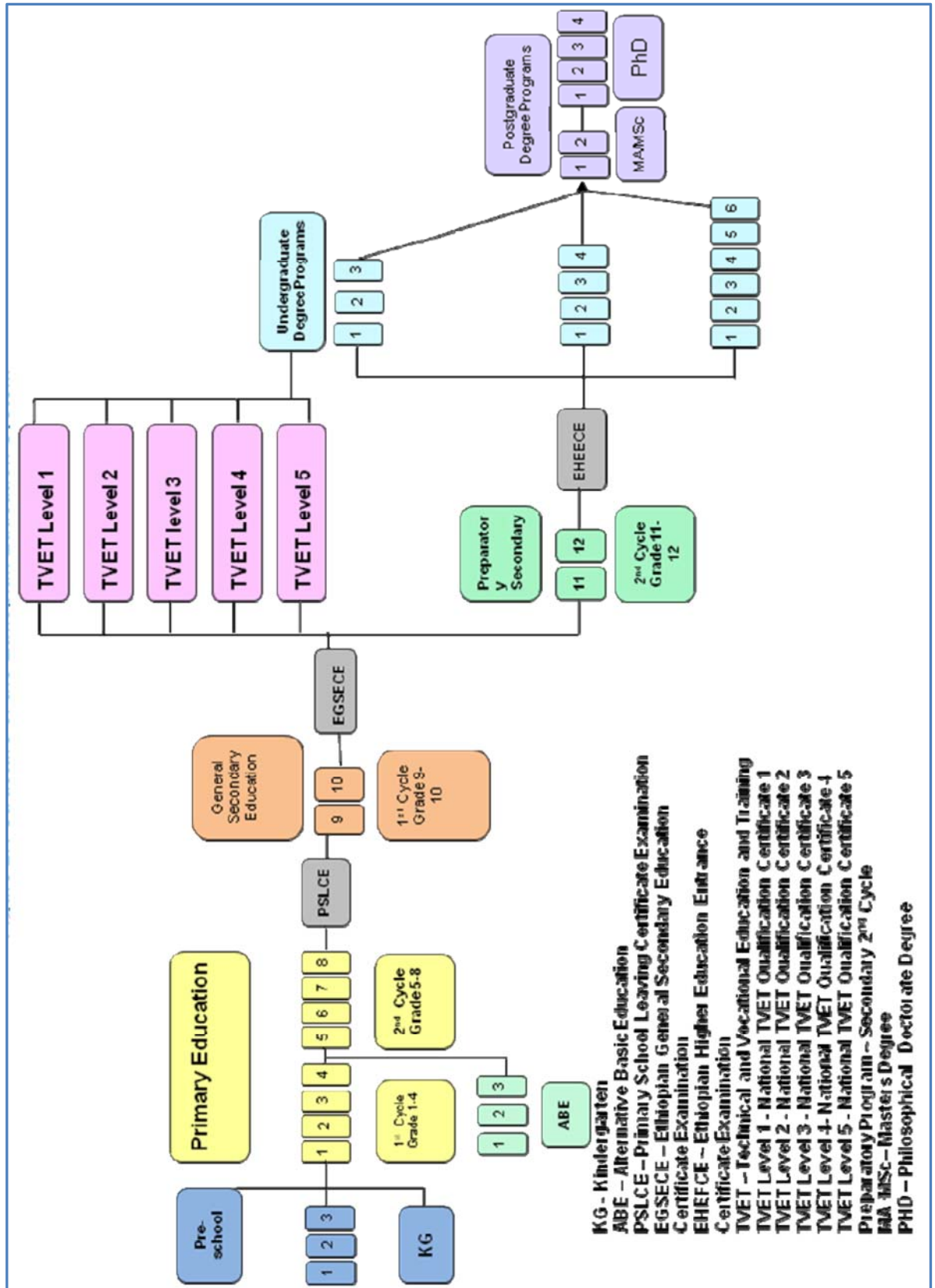
Government schools account for about 96 percent of school enrolment and non-government schools for the rest (The World Bank, October 2013).

For the first primary cycle (grade 1-4), there is also *Alternative Basic Education (ABE)*. This delivers a special curriculum and has a more flexible timetable designed to suit pastoralist communities, working children and other hard-to-reach groups in areas with low enrolment. The ABE programs allows children to enter the formal system at grade 5. ABE enrolment is reported as part of the primary education enrolment.

There are additional programmes for Adult Education, as spelled out in the National Adult Education Strategy. Integrated Functional Adult Education (IFAE) provides skills on reading, writing and arithmetic together with practical knowledge and skills. It is a two year program targeting illiterate adults between the age of 15-60.

¹¹ The NER is defined as "enrolment of the official age group for a given level of education expressed as a percentage of the corresponding population, with a high NER denoting a high degree of coverage for the official school-age population. It excludes overage students to more accurately capture the system's coverage and internal efficiency". The GER, on the other hand, is defined as "total enrolment in a specific level of education, regardless of age, as a percentage of the eligible official school-age population corresponding to the same level of education in a given school year. It therefore can exceed 100% due to the inclusion of over-aged and under-aged children, and grade repetition". (UNESCO, 2009)

Figure 4 Basics of the Ethiopian Education System



Source: Education Statistics Annual Abstract 2005 EC (2012/13 GC), MoE

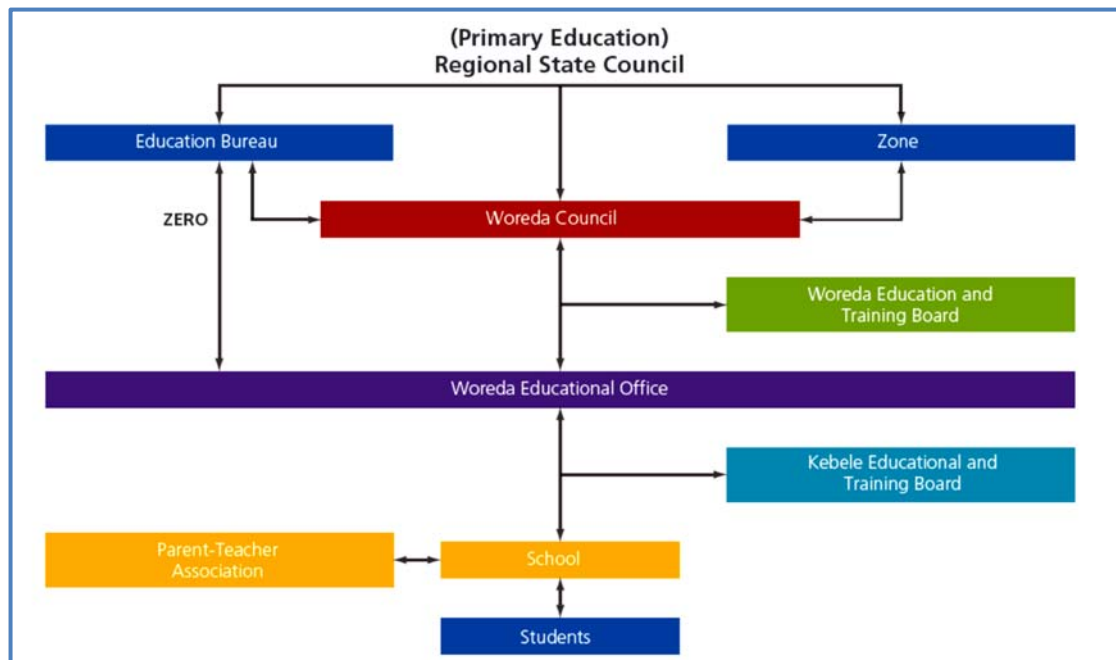
EDUCATION RESPONSIBILITIES

There has been a gradual devolution of responsibilities for delivery of education to regions and woredas. This was a central objective of the first ESDP, to increase accountability, as elected woreda councils would then have to be more responsive to their communities. Several sources suggest this is a key explanatory factor behind much of the progress in particularly primary education (Overseas Development Institute, 2011) and (Dom, February 2010)). According to ODI, (page 19) there is “...evidence that decentralisation efforts have had numerous additional effects on the expansion of basic services, including by providing more resources to remote woredas, raising local awareness of national strategies and more effectively mobilising community participation and resources.”

Today, responsibilities for the different levels of education are shared between the federal, Regional and Woreda governments, with some regional variations. Each of the country's nine states and two urban administrations have their own educational bureaus. These Bureaus are responsible for the administration and management of the general education, technical and vocational education and teacher-training programmes and institutions. The federal Ministry of Education is responsible for higher education.

The main functions of the federal government are policy formulation, monitoring and evaluation, development of the secondary curriculum, and secondary teacher preparation. Woredas are responsible for management and supervision of primary schools, whereas the management and supervision of secondary education is shared between woredas and regions. (The World Bank, October 2013). Regions through the Regional Education Bureau manage senior secondary education and a large part of TVET, as well as the institutions training teachers for primary and junior secondary education. Regions are also responsible (within the framework of federal guidelines) for curriculum development in primary education, including the choice of the medium (Dom, February 2010).

Figure 5: Primary School Administration Structure



Source; ODI (2010) and UNICEF/World Bank (2009)

Regions and woredas receive parts of their funds from the federal level as block grants, in addition to additional revenues generated through community contributions. Allocation of federal resources occurs according to a system which attempts to ensure that all citizens receive equal levels of services, that federal resources are distributed neutrally to regional expenditure

priorities and that these provide special assistance to disadvantaged regions. (Overseas Development Institute , 2011).

One example of decentralisation is the School Improvement Programme (SIP) that aims to improve the capacity of schools to implement its own school improvement plan. School Grants are disbursed to schools to finance the planned improvements. Great flexibility is allowed for schools to determine their own greatest needs. Community participation is a key SIP element, to ensure that each community works collaboratively to improve the quality of their school environment. SIP is funded by the multi-donor programme GEQIP.

As could be expected, there were initially substantial challenges related to capacity constraints in the districts, primarily in the woredas. While the situation has improved overall, capacity continues to be unevenly distributed between regions and woredas. High turnover of qualified and experienced staff is one of the serious handicaps currently faced in the regional education structure. (UNICEF, 2011)

3.2 Government Policies and Priorities – the ESDP

Ethiopia has made plans for the education sector since 1997, when the Education Sector Development Programme (ESDP) was first launched. The plans were from the start developed through a participatory process involving federal, regional, and woreda governments plus development partners. (UN Special Envoy for Education, April 2013) Since then, several key policies to increase access to and quality of education have been implemented, involving both federal and regional levels.

ESDPs is considered to be a true reflection of the political priorities of the Government (Dom, February 2010), and not a “donor driven” sector programme. The example used to illustrate this is a gradual shift toward greater attention and focus on TVET and tertiary education expansion in ESDP II and III. This apparently created tensions with the donors who wanted the emphasis to stay on basic education. There is every evidence of the determined nature of Ethiopian education policy making continuing, but now perhaps tempered by experience and realism. The latest internal discussion documents for ESDP V reveal a nuanced and professional discussion between government, donors and other education stakeholders.

A brand new five-year sector plan – ESDP V – is introduced from July 2015. It was under final preparation during the Team’s visit to Ethiopia in June 2015. The following discussion is based on the final draft dated 12th of June 2015.

ESDP V (DRAFT 12 JUNE 2015)

There has been steady progress during the ESDP IV years. Access and enrolment figures have increased. Availability of key inputs like qualified teachers and school leaders, textbooks, classrooms have improved. However, some aspects of the program have underachieved. There are serious challenges related to efficiency, and quality. There are for instance significant gaps between set ESDP IV targets and actuals with regard to student completion rate. In grade 5 the target was 97%, while the current status is 76.1%. The dropout rate from grade 1 in 2012/13 was 22.5%, against a target of 7.3%. Indeed, the repetition rate for grades 1-8 in 2012/13 was 7.9%, compared to an ESDP IV baseline of 4.9%, far from the target of 3%. Repetition has thus apparently increased during the ESDP IV period. One likely reason is the rapid increase in enrolment including more marginalized groups of the population, which do not have the same school supporting environment.

ESDP V emphasises that it will have a concentrated focus on a few selected important policy priorities rather than on spreading limited resources across too many priorities (p. 21). A key

endeavour in the ESDP V period will be the approval and introduction of an education law, currently at the draft stage.

Based on the experience from ESDP IV, ESDP V identifies four main challenges in the education system:

1. Increasing access and ensuring universal completion of general education;
2. ensuring equity;
3. improving quality; and
4. improving management.

This leads the ESSP V to summarise the priorities of the education system in Ethiopia:

- Provide equal opportunities and participation for all, with special attention to disadvantaged groups
- Deliver quality education that meets the diverse learning needs of all children, youth and adults
- Develop competent citizens who contribute to social, economic, political and cultural development through creation and transfer of knowledge and technology
- Assist children, youth and adults to share common values and experiences, and to embrace diversity
- Promote effective leadership, management and governance at all levels in order to achieve educational goals by mobilizing and using resources efficiently

To implement the plan, ESDP lists six priority programmes, each with an overall goal

1. Capacity development for improved management. The goal: “to improve the management of the education system so that decisions are made and implemented which improve school performance and student achievement”.
2. General education: quality. The goal: “to improve the quality of general education in order to retain children in school and provide them with the knowledge, skills and values to become productive and responsible citizens able to compete in a global economy”.
3. General education: access, equity and internal efficiency. The goal: “to provide all children with access to at least one year of pre-primary education, the full eight years of primary and two years of general secondary education”.
4. Adult and non-formal education. (The goal is still under discussion in ESDP V.)
5. Technical and Vocational Education and Training (TVET). The goal: “to produce a lower- and middle-level, competent, motivated, adaptable and innovative workforce, which can contribute to poverty reduction and social and economic development through facilitating demand-driven, quality TVET training and transfer of demanded technology
6. Higher education. The goal: “to produce competent graduates who have appropriate knowledge, skills and attitudes in diverse fields of study; to produce research which promotes knowledge and technology transfer based on national development and community needs; and to ensure that education and research promote the principles of freedom in exchange of views and opinions based on reason, and democratic and multicultural values”

The ultimate objective of the ESDP V is (page 26) “to improve the attainment and learning outcomes for all students. Our strategies are designed and selected to improve the learning opportunities for children, youth and adults in Ethiopia.”

The plan presents expected outcomes, linked to performance indicators that measure quantity, quality, and timeliness of anticipated performance. ESDP V is intended to cascade down into regional and local annual work plans. Expected attainment and learning outcomes for general education are as listed in the following table. The targets are split on girls and boys.

Table 1 ESDP V: Outcome and attainment indicators for general education

| | Baseline T (F/M) (Year) | Target T (F/M) (Year) |
|--|--|--------------------------------------|
| Learning outcomes | | |
| % of grade two students assessed reaching basic or above proficiency in the Early Grade Reading Assessment (EGRA) | 33% (TBC) (2010) | 70% (70/70) (2020) |
| % of students assessed reaching basic or above proficiency in the Early Grade Mathematics Assessment (EGMA) | None | 70% (70/70) (2020) |
| % of grade four students who achieve 50% and above (composite score) in National Learning Assessment (NLA) | 25% (TBC) (2012) | 50% (50/50) (2020) |
| % of grade eight students who achieve 50% and above (composite score) in National Learning Assessment (NLA) | 8% (TBC) (2012) | 50% (50/50) (2020) |
| % of grade ten students who score 50% or above (average score) in National Learning Assessment (NLA) | 23% (TBC) (2014) | 50% (50/50) (2018) |
| % of grade twelve students who score 50% or above (average score) in National Learning Assessment (NLA) | 34% (TBC) (2014) | 70% (70/70) (2018) |
| % of grade ten students that score 2.0 or above (pass mark) in Ethiopian General Secondary Education Certificate Examination (GSECE) | 54% (45/61) (2014) | 70% (70/70) (2020) |
| % of grade twelve students that score 350 or above (pass mark) in Ethiopian Higher Education Entrance Certificate Examination (EHEECE) | 28% (19/36) (2014) | 50% (50/50) (2020) |
| Attainment | | |
| Grade one dropout rate | 21% (20/22) (2013/14) | 5% (5/5) (2019/20) |
| Grade one to eight dropout rate | 14% (14/14) (2013/14) | 2% (2/2) (2019/20) |
| Grade one to eight repetition rate | 8% (8/9) (2013/14) | 2% (2/2) (2019/20) |
| Survival rate to grade five | 56% (57/54) (2013/14) | 70% (70/70) (2019/20) |
| Completion rate to grade eight | 47% (47/47) (2013/14) | 74% (74/74) (2019/20) |

Each of the 6 priority programmes is divided into components, each of which includes a description of the priority activities, their rationales, with accompanying indicators, targets and baselines. Key performance Indicators as listed in the draft ESDP V are shown in annex 2.

As progress was slower than anticipated on several cross-cutting areas in the ESDP IV, the new plan aims at fully integrating seven identified cross-cutting issues within the priority programmes. These are:

- Gender
- Special needs and inclusive education
- HIV/AIDS
- Education in emergencies
- School health and nutrition

- Drug and substance abuse prevention
- Water, sanitation and hygiene

This will according to ESDP V ensure that the issues are ‘mainstreamed’, that they become the joint responsibility of all implementing bodies.

Ethiopia’s ESDP is applauded as one of the best such plans regarding incorporating measures to reduce risk and improve resilience to conflict and natural disasters. It introduces a range of new topics into the national curriculum concerning education and emergencies, as well as environmental education and protection, using a range of strategies and with clear targets for in-service teacher training and awareness raising amongst students.

The draft ESDP V is a professional document, with a hierarchy of priorities and with substantial operational guidance, including a monitoring and measuring framework. It aligns very well with Norway’s top education priorities, emphasising both access and quality. The high funding priority attached to higher education is the main area where there might be possible differences between Norway and Ethiopia’s priorities.

Financing the plan remains an uncertainty, however. The total cost for the five-year plan is estimated at about 455 billion birr (USD 21 billion). Of that, primary and pre-primary takes about 28%, secondary 16%, TVET 10%, and higher education a massive 36%. (An important target in the plan is to increase the number of public universities from 33 to 44.) Administration, adult education, Colleges of Teacher Education/CTE etc. takes the remaining 11%.

Government, through Federal and Regional budgets is expected to be the main source of funding. There is still a sizable financing gap, of an estimated 131 billion birr (USD 6.2 billion). The projected funding gap is consistently high and rises to 30% in the third year of the plan, before decreasing slightly to 28% by the final year. On-budget donor contributions are included in this calculation, as for instance GEQIP and PBS – the two major donor-assisted projects supporting education. Donors providing money off-budget are not included and, where aligned with ESDP V objectives and coordinated with government, will reduce the financing gap.

Still, the funding gap is substantial and the government will need to consider options to bridge the financing gap and to source additional funding for the sector. Cost recovery measures, particularly in the higher education sector, probably need to be given serious consideration.

3.3 Education Spending

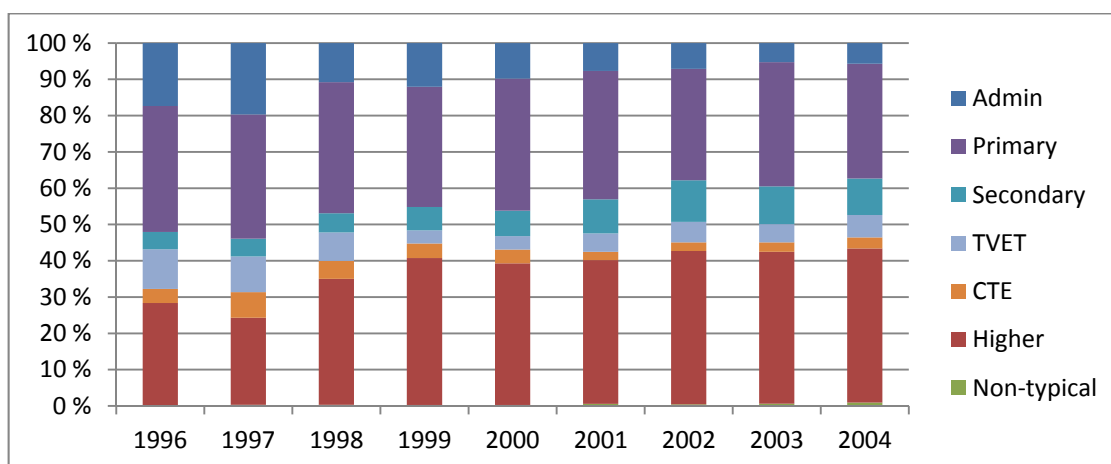
[Important note: Official financial data on education is very old, but there is a recent Education Public Expenditure Review in draft form (as at June 2015). The following are extracts from that review, and are thus only indicative, as the review is not final. Most of the statistics and text provided in the following also appear in the draft ESDP V document.]

Ethiopia uses significant resources on education, and Government spending on education rose from 11% of total spending in 1999-2000 to more than 25% in 2012-13. This is roughly 4.6% of GDP (The World Bank, October 2013). Public spending on education in Ethiopia has increased by 70 percent in real terms between 2003/04 and 2011/12. This increase is largely a result of the expansion of the system, with school enrolment (up to Grade 12) rising from 10 million to 19 million.

Recurrent spending, largely composed of teacher salaries, doubled during this period. There was a massive increase in capital spending in 2009/10, which was sustained until 2011/12 as construction of the third generation of universities started. In every year from 1996-2004, education accounted for roughly 20% of total government spending. These figures are comparable with other African countries: Figures for Rwanda, Kenya and Tanzania are all between 17-18% and the Sub-Saharan Africa (SSA) average is 19%.

Since 2006/2007 the biggest subsector by spending has been higher education, when construction of the second generation of universities started. In 2012/13 it accounted for 42% of education spending, the same as primary and secondary combined (with 32% and 10% shares, respectively). TVET's share has decreased over the period from 11% to 6%.

Figure 6 Subsector shares of education spending (Ethiopian Calendar; 2004=2011/12)



Source: Draft Education Sector Financing Review

Per student recurrent spending in higher education is 26 times that of primary education and 10 times that of secondary education. Within recurrent expenditures, salary accounted more than 90 percent in primary education, more than 80 percent in secondary education, 60 percent in TVET and only less than 40 percent in higher education. For higher education, more than 50 percent of recurrent spending was not directly academically related as it covered food and housing subsidies as well as other administrative costs. Of the main donor programmes, PBS finances approximately 30 percent of teacher salaries, while GEQIP finances more than 80 percent of government discretionary funds at the school level.

4 Education Sectors

Most of the data in the following come from the latest Statistical Abstract 2005 (2012/13) from the MoE, which has been further processed and analysed in the Situation Analysis for ESDP V, dated October 2014.

4.1 Pre-School and Primary Education

4.1.1 Early Childhood Care and Education

Getting children into pre-school – or Early Childhood Care and Education (ECCE) – is important to develop school readiness and receptiveness. Preparing a child for school is believed to contribute to reducing dropouts and repetition rates. The sector has expanded in recent years, with enrolment increasing from 4.8 % in 2009/10 to 26.2 % 2012/13. There are geographical disparities however, with almost no pastoralist area children having the opportunity to join a kindergarten program. Government statistics show the GER as follows, split on main regions.

Table 2 Pre-Primary GER - 2012/13

| Pre-primary | 2005 (2012/13) | | |
|-------------|----------------|-----|-----|
| | M | F | T |
| Tigray | 65 | 64 | 65 |
| Afar | 5 | 6 | 6 |
| Amhara | 30 | 28 | 29 |
| Oromiya | 16 | 15 | 15 |
| Somali | 2 | 2 | 2 |
| B/Gumuz | 24 | 22 | 23 |
| SNNP | 34 | 31 | 33 |
| Gambella | 24 | 23 | 24 |
| Harari | 79 | 66 | 72 |
| Addis Ababa | 131 | 122 | 126 |
| Dire Dawa | 34 | 35 | 34 |
| Total | 27 | 26 | 26 |

Source: Ministry of Education, Statistical Abstract

ECCE is delivered through three modalities in Ethiopia.

1. Kindergartens, which are predominantly urban, and operated by the private sector, NGOs, INGOs, communities, or faith-based organisations.
2. Non-formal pre-school service, mainly through the child-to-child initiatives.
3. The third, provided by the government is the most widespread, and called “O class”

About 25% of the enrolment is in kindergarten, with the remainder in child-to-child and O classes. There is almost no gender gap at this level.

Every school is supposed to have an O-class, and this is the Government's prime programme to reach rural districts with pre-schooling. Not all schools have managed, and financing is left to regional bodies that often lack the capacity to offer comprehensive ECCE. While traditional kindergarten programmes involve 2-3 years of schooling, the O-class is normally only a one year programme. The quality in the O classes is questioned (Ethiopia Ministry of Education Taskforce, October 2014), as teaching is now left to volunteers in most cases, with little adaptation of learning methods. Manuals and guidelines are very scarce.

The Child-to-Child school readiness program is an initiative from 2008, initially supported by UNICEF. Older primary school children of grade 5-6 are paired with 3-5 children of age 5-6 for one year. These young facilitators are trained and guided by their teachers. The Child to Child program includes materials to support and guide children's cognitive, social, emotional and physical development.

With as many as ¾ of children still not covered by any pre-school programme, and where possibly ¾ of those that do participate getting low quality ECCE, the sector is still undeveloped. Both access and quality are major issues, with the urban/rural divide possibly starker than in other education sectors. The current system may even reinforce inequalities. The Government is very aware of the challenges, and plans a number of actions to address the issues.

4.1.2 Primary Education

ENROLMENT AND ACCESS

Increasing access to primary education has been a major objective in the ESDPs, and government has showed strong commitment to achieve this target of universal primary education. The main challenge has been to reach children in remote areas, and in disadvantaged communities. Ethiopia is a highly diverse country with insufficient public infrastructure, and differences in

culture and demographics make standardized solutions impractical. Thus, in addition to basic expansion of school infrastructure, flexible and adapted programmes have been put in place to cover as large population as possible with primary schooling.

Regarding school infrastructure, there has been a massive increase in primary schools, from 11,000 in 1996/97 to over 32,000 in 2013/14. Among the strategies to reach more deeply and widely, the ABE system is perhaps the most important.

Alternative Basic Education (ABE) was introduced in 2006 to provide opportunities to out-of-school children. It is characterized by low-cost construction, community contribution to construction and school management, teaching in the local vernacular, local facilitators, and flexibility in delivery. It has two modalities, namely a four-year program enrolling 7 year-old children, and a three-year program for older children. Both modalities are supposed to provide the children with sufficient knowledge for them to join a formal school from Grade 5. In pastoral areas older youth up to age 18 and 19 participate in the programs. The government sees the ABE as a transitional approach, and ABE centers should upgrade to formal schools as soon as feasible.

While the ABE has played a major part in increasing primary enrolment, there are concerns about quality. The working hours are often short, with fewer than three and half hours of lessons per day. In some locations time-tables do not allow for the necessary flexibility in relation to agricultural work and religious observance. Pastoralist children may have to go to multiple institutions in order to complete the primary cycle, which many communities find hard to do. There are thus substantial dropouts in the early years.

Nationwide, the NER for Grade 1-4 was 96% in 2012/13, and the GER 125%. The net intake rate – new entrants at correct age – was 96% in 2012/13, an improvement from 77% in 2009/10.

Table 3 Enrolment statistics 2009/10 to 2012/13

| | | Base (2009/10) | ESDP Target (2014/15) | Current (2012/13) |
|--|---|-------------------|-----------------------------|----------------------|
| Net Intake Rate (NIR) (to Grade 1) | M | 79% | 100% | 98% |
| | F | 75% | 100% | 93% |
| | T | 77% | 100% | 96% |
| Gross Enrolment Rate (GER) (Grades 1-4) | M | 123% | 125% | 130% |
| | F | 114% | 125% | 120% |
| | T | 119% | 125% | 125% |
| Gross Enrolment Rate (GER) (Grades 5-8) | M | 67% | 100% | 64% |
| | F | 64% | 100% | 62% |
| | T | 66% | 100% | 63% |
| Gross Enrolment Rate (GER) (Grades 1-8) | M | 97% | 113% | 98% |
| | F | 90% | 113% | 92% |
| | T | 93% | 113% | 95% |
| Net Enrolment Rate (NER) (Grades 1-4) | M | 88% | 100% | 98% |
| | F | 85% | 100% | 93% |
| | T | 87% | 100% | 96% |
| Net Enrolment Rate (NER) (Grades 5-8) | M | 46% | 80% | 47% |
| | F | 47% | 80% | 48% |
| | T | 46% | 80% | 47% |
| Net Enrolment Rate (NER) (Grades 1-8) | M | 84% | - | 88% |
| | F | 81% | - | 84% |
| | T | 82% | - | 86% |

Source: ESDP V Draft Situation Analysis, MoE

The relatively high NER for the full primary cycle of 86%, to some degree masks the low participation rate in the second cycle of primary education. A very high number of students leave the system. The NER for Grade 5-8 is as low as 47%, and has hardly moved since 2009/10. The GER for the same age group at 63% has actually declined and is far from the ESDP target of 100%. This is a serious warning sign, as a developing school system with widening access is expected to see increased GERs as more children of whatever age is brought in. While most children now begin school at the right time, the challenge is to retain them.

With regard to gender, while progress has been made, there is still a perceptible enrollment gap between boys and girls. The Gender Parity Index (GPI) for Grade 1-4 moved from 0.90 in 2009/10, to 0.92 in 2012/13 (the target is of course 1.00), while it for grade 5-8 increased from 0.96 to 0.98. Figures for the whole primary sector showed an increase from 0.93 to 0.94. There is a substantial difference between urban and rural districts, with the GPI at 0.90 in rural as compared to 0.99 in urban, in 2012/13.

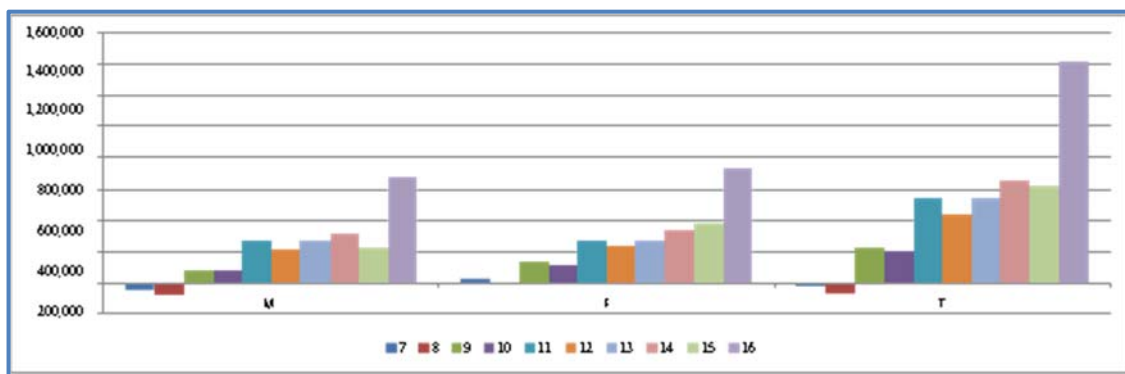
Enrollment in what Ethiopia terms “emerging regions” is generally lower than the national averages, at all levels. However, a region like Somali now see GERs on par with national averages (0.97). Others, like Afar is far behind with a GER in primary 1-8, of 0.51. The ABE system is given substantial credit for the improvement in the Somali region and among some other hard-to-reach groups. However, experts cannot fully explain why enrolment seems so much better in Somali than in for instance Afar. (Ethiopia Ministry of Education Taskforce, October 2014). One possible reason is that the Somali Regional Education Bureau managed to produce more than 5000 rural teachers and ABE facilitators, more than many other regions.

ABE is especially prevalent in Afar, Somali and Gambella, where it is responsible for 34%, 43% and 17% respectively of total Grade 1-4 enrolment. The national average is 6%. There are concerns, however that while enrollment is high, so are dropout rates from the ABE system, in particular among girls. One reason might be lower numbers of female facilitators particularly in rural areas. There are for ABE also quality challenges as noted above.

OUT OF SCHOOL CHILDREN

UNICEF suggested that around 3 million children were still out of school at the primary level in 2012. The Ministry of Education numbers from 2012/13 indicate around 2.6 million, plus about 3.2 million in lower secondary. The Oromiya region has the largest absolute number of children out of school, estimated at 1.1 million only at the primary level. As a proportion of children population, Afar score the worst with 59% out of primary, followed by Addis Ababa (31%) and Harari (25%). The figure below shows out of school children by age.

Figure 7 Out of school children by age 2012/13



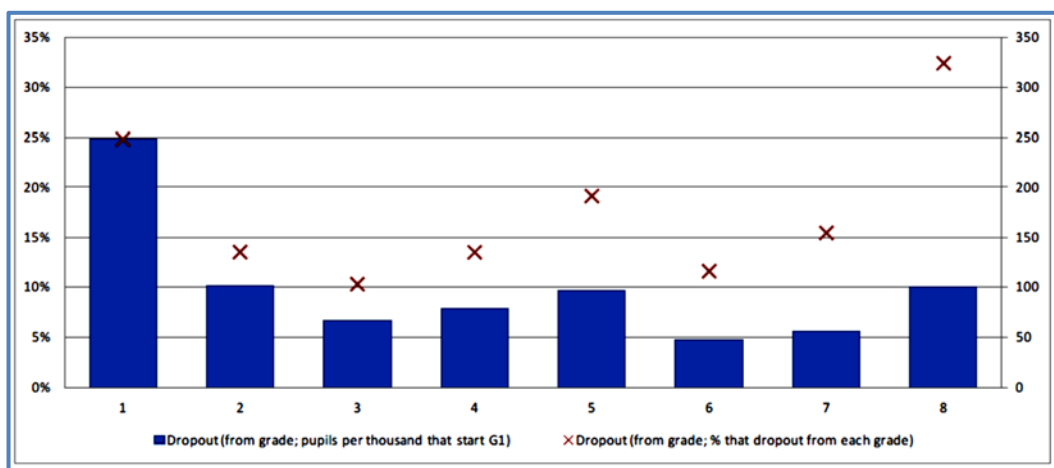
Source: ESDP V Draft Situation Analysis, MoE

One of the interesting aspects of the above figure is that it shows negative out-of-school children for 7 and 8 year olds. It suggests that school age population figures (projected from 2007 census data) may not be accurate, or that the recording of age within EMIS is less than perfect. (Ethiopia Ministry of Education Taskforce, October 2014) Other calculations based on alternative approaches suggest that the 2012 estimate by UNICEF is too low. For instance, the Draft ESDP V Situation Analysis suggests that, of all children aged 7-16 in Ethiopia (22.3 million), around 4.5 million children (or 20%) are not in school. (Ethiopia Ministry of Education Taskforce, October 2014).

COMPLETION AND DROPOUTS

As the enrollments statistics indicate, while Ethiopia manages to get most children to start school at the right age, a substantial number do not manage to finalize their first 8 years of schooling. Reasons are many and varied, but the basic challenge for many is poverty. Also, for some the learning outcomes perhaps do not match what they expected to get from school.

Figure 8 Drop out rates from each grade (and an equivalent number from 1,000 that start grade one)



Source: ESDP V Draft Situation Analysis, MoE

In 2012/13, almost one in four children quit school in the first year. Low quality ABE education is likely to have been one major factor. Parents weigh up the opportunity costs of having children in a poor quality ABE center, as compared to the value of their labor at home. There are also likely to be issues with regard to tradition, and to the general school environment.

Thereafter dropouts stabilizes between 5% and 10% each year. MoE calculates that of 1000 children starting school in Grade 1, only 208 complete it 8 years later. The dropout problem thus remains serious for Ethiopia, in spite of all efforts put into addressing this challenge in

recent years. There is currently not much difference between the genders, with 204 and 207 girls and boys respectively completing from 1,000 of each that start by 2012/13.

The story is much the same with the repetition rate. In 2009/10, the repetition rate for grades one to eight was 4.9%. By 2012/13 the average for all primary education stood at 7.9% with a rate of 6.4% in grade six and up to 9% in grade one. (Ethiopia Ministry of Education Taskforce, October 2014)

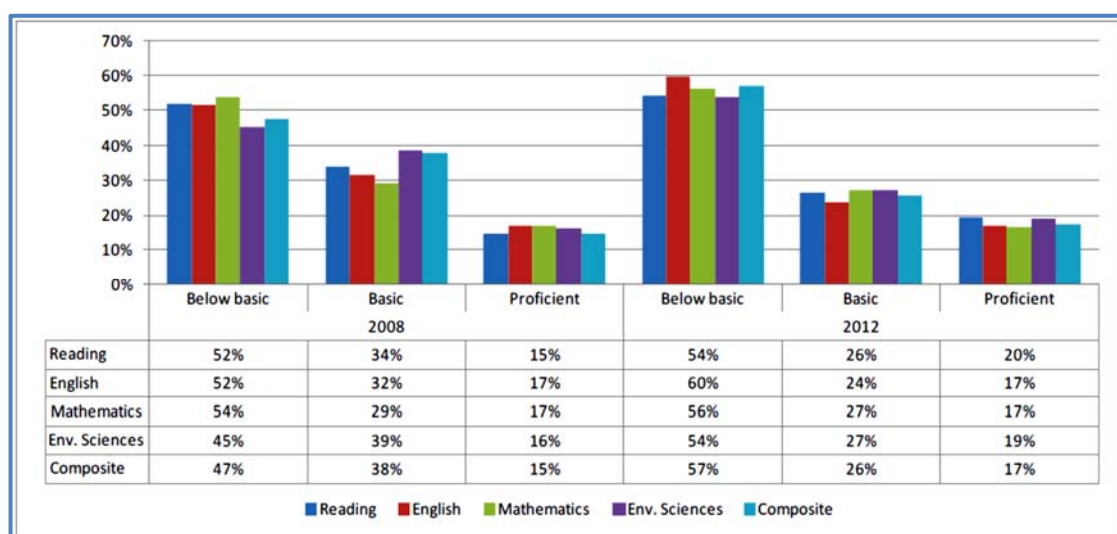
The latest data from ESDP V confirms the stubbornness of the repetition rates, as they continue to be around 8% in 2013/14. There has been some progress on dropout rates, as the latest figures indicate 21% for the first grade, down from 25% in the figure above.

LEARNING OUTCOMES

The drop out numbers indicate that quality in primary education is a challenge that has not yet been successfully addressed. This is supported by results from Ethiopia’s National Learning Assessments (NLA), which are undertaken every four years for grades four and eight. As the Situation Analysis says (p. 34): *“The overall picture for learning outcomes is bleak”*. The results from Grade 4 NLA is shown in the figure below.

The composite score of those that achieve “below basic proficiency” has increased from 47% in 2008 to 57% in 2012. In fact, the proportion scoring “below basic” increased in all subjects. There is a small increase in those that are “proficient”, from 15% to 17%, but the fact that an increasing number of children do not learn the basics is clearly worrying.

Figure 9 Proportion achieving basic proficiency by subject (2008 compared to 2012)



Source: ESDP V Draft Situation Analysis, MoE

This is not a phenomena confined to only some regions or areas, the trend is the same for all regions. Afar, Amhara, Oromiya, Harari and Dire Dawa perform relatively poorly, while Addis Ababa is the only region that has managed to limit the decline (from 54% to 52% average score from 2004 to 2012). The ESDP IV has two performance targets on student achievements in Grade 4, namely students scoring at least 50 – where the target is 75% - and those scoring at least 75 – where the target is 25%. The actual scores were 24.8% and 2.3% respectively in 2012.

The scores for Grade 8 are not quite as dramatic, but show limited progress in terms of achievements.

Table 4 Proportion achieving basic proficiency by subject in Grade 8 (2008 compared to 2012)

| | 2008 | | | 2012 | | |
|--|-------------|-------|------------|-------------|-------|------------|
| | Below Basic | Basic | Proficient | Below Basic | Basic | Proficient |
| | | | | | | |

| | | | | | | |
|-------------|-----|-----|-----|-----|-----|-----|
| English | 60% | 25% | 15% | 55% | 30% | 15% |
| Mathematics | 60% | 26% | 15% | 61% | 24% | 15% |
| Biology | 58% | 25% | 17% | 56% | 27% | 17% |
| Chemistry | 56% | 29% | 15% | 58% | 27% | 15% |
| Physics | 54% | 32% | 14% | 54% | 31% | 15% |
| Composite | 62% | 24% | 14% | 56% | 28% | 16% |

Source: ESDP V Draft Situation Analysis, MoE

The “below basic” group is reduced from 62% to 56% in the composite category. Slightly more students also score “proficient”. However, when comparing performance against ESDP IV targets, there is a substantial gap. Almost no students (0.1%) achieve a mark of 75 or above in the 2012 NLA; and only 7.5% achieve a pass mark of 50, compared to a target of 70%. Planning and real life have in this case not been calibrated.

These results should perhaps not be very surprising. Countries that expand access rapidly often experience a dip in education scores, as the new groups tend to be less prepared for schooling than those that are already inside. Marginalized groups have little tradition for formal schooling, and will initially struggle to appreciate concepts and methodologies. Also, expanded access strains available resources and may leave less resources per student today, than what the system did in the past. Given the quality issues in ABE and the fact that this system represents much of the increase in primary enrolment, low learning achievements in this stage of school development were perhaps to be expected. However, that is not a sustainable situation.

Ethiopia is highly aware of these issues, and quality has been a key objective for several ESDP periods. Indeed, the GEQIP is especially targeted at improving quality in schools.

There are significant variations between regions with regard to teacher level of qualification, and while the share of qualified primary school teachers increased in Harari, Benishangul-Gumuz and Addis Ababa, it remains low in regions like SNNP and Somali (29% and 21% respectively).

GEQIP I and II include efforts to improve the quality of in-service teacher training; to provide tailor-made English Language training for improved English proficiency amongst teachers; to upgrade facilitators in ABE centers (which by 2012/13 only had 13% teachers actually trained); and to improve the management of intake and selection processes for pre-service teacher education. A strict licensing programme will also be likely to improve teacher standards.

The scale of the effort to upgrade all teachers is enormous. The key challenge now is at the level of the first primary cycle teachers – of approximately 190,000 in government schools in 2012/13, over 100,000 remain to be upgraded to diploma level or above.

Other actions to improve quality include:

- Curriculum revision, which has been going on throughout the whole ESDP IV. Roll-out at the primary level has been slower than in secondary schools but all institutions sampled in the 2014 Joint Review Mission (JRM) implemented the new curriculum.
- Improving textbook availability, which has greatly assisted some regions, but not all. Insufficient learning materials hinder learning in several locations. In each region there are up to six subjects that require completion, and many mother tongue translations have not yet been produced .
- Improved school facilities, but where much work has yet to be done. Almost 60% of primary schools have for instance no access to water.

All of these – plus a number of other initiatives funded by among others GEQIP II – will hopefully leave a mark on learning outcomes in the years to come.

4.2 Secondary Education

While primary education was the first priority for the Government, secondary has begun to catch up. Lower secondary in particular has expanded rapidly, in line with parents wish for learning opportunities also after primary. If Ethiopia is to succeed in its aim of becoming a middle-income country, it needs to transfer parts of the labour force from agriculture to higher value added activities. This will require more than primary schooling.

ACCESS AND ENROLMENT

There were nearly 1.9 million students enrolled in the year 2012/13, of which more than 1.5 million in the first cycle (grades 9-10). Thus, approximately 4 out of 5 students in secondary education are in the first cycle.

The GER in 2001/2002 for Grade 9-10 was a very modest 17.1%. This then increased to about 38% in 2009/10, but has stagnated since then. First cycle NERs increased to 19.4%, indicating that more students now progress normally through the system. However, the significant difference between NER and GER reveals that lower secondary is dominated by over age children. Enrolment figures are also far off the targets in ESDP IV

Table 5 Access and enrolment, by gender, 2009/10 to 2012/13

| | | Base (2009/10) | Target (2014/15) | Current (2012/13) |
|--|---|-------------------|---------------------|----------------------|
| Gross Enrolment Rate (GER) (Grades 9-10) | M | 43.7% | 61.8% | 39.9% |
| | F | 32.4% | 62.3% | 36.9% |
| | T | 38.1% | 62.0% | 38.4% |
| Gross Enrolment Rate (GER) (Grades 11-12) | M | 8.5% | 9.7% | 10.5% |
| | F | 3.5% | 9.2% | 8.5% |
| | T | 6.0% | 9.5% | 9.5% |
| Net Enrolment Rate (NER) (Grades 9-10) | M | 16.8% | - | 18.8% |
| | F | 16.1% | - | 20.1% |
| | T | 16.4% | - | 19.4% |
| Net Enrolment Rate (NER) (Grades 11-12) | M | 2.7% | - | 5.4% |
| | F | 2.0% | - | 5.2% |
| | T | 2.4% | - | 5.3% |
| GPI (9-10) | T | 0.80 | 1.00 | 0.92 |
| GPI (11-12) | T | 0.72 | 1.00 | 0.81 |

Source: ESDP V Draft Situation Analysis, MoE

For the higher secondary G11-12, or University preparation, level, both GER and NER have shown steady progress, to 9.5% and 5.3% respectively. The total GER is spot on the target set in the ESDP IV. The gender parity index has improved considerably over the last three years, but a significant gap remains, particularly in the higher secondary where it scores a lowly 0.81. The number of female dropouts is thus high in the transition from primary to secondary education.

Regional differences are even more pronounced in secondary school than in primary. Less than 25% goes to secondary school in the Somali and the Afar provinces. While the GER has increased in regions like Tigray and Amhara, it has fallen in Addis from 81% in 2009/2010, to 66% in 2012/13.

In grades eleven and twelve, on the other hand, most regions have improved over the period. Best progress was found in B. Gumuz, Gambella, Addis Ababa and Harari. A key reason that regions like Afar, Oromiya, Somali and SNNPR lag behind the others is lack of schools. ESDP IV targets that 35% of secondary schools should be in rural areas, but the number currently stands at 18%. Even though the number of secondary schools overall increased from 1200 to 1900 in 5 years from 2008, most have come in urban and semi-urban areas.

Missing infrastructure is not the only reason why rural children do not venture into secondary. Other, basic reasons for lower participation at secondary level include (Ethiopia Ministry of

Education Taskforce, October 2014):

- Poverty (lack of transport options),
- family need for labour (time and financial restrictions),
- early marriage (gender biases), and
- lack of accommodation near schools (financial, cultural and social).

Given the recent increases in primary enrolment, demand for secondary school infrastructure can only be expected to increase.

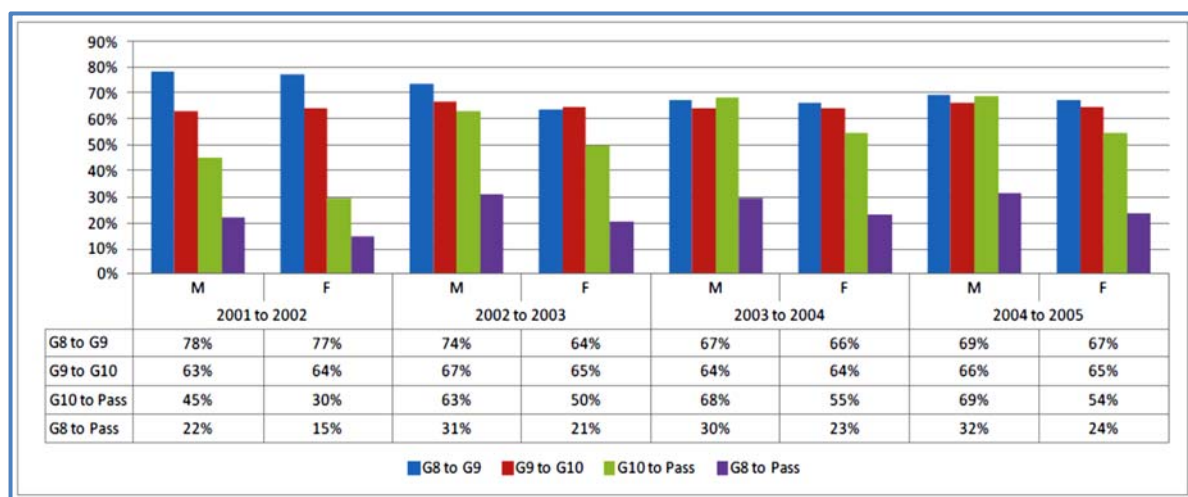
EFFICIENCY AND DROPOUTS

The grades nine and ten are considered by the Government as general secondary education, accessible to all. After grade ten, students are supposed to follow one of two streams. The government plans for the following distribution between the two:

- 20% of students should proceed to preparatory education in grades eleven and twelve, pursuing an academic avenue, proceeding to higher education
- 80% of students should proceed to TVET, to train and develop middle-level skilled manpower.

As expected, efficiency in the system is better than in primary. Still, drop outs are sizable and stood at 12% and 13% for grade 9 for males and females respectively in 2012/13. About 11% of all students repeated grade nine. The figures below indicate that 32% of males and 24% of females managed to go from grade 8 to passing the national exam in grade 10 without dropping or repeating.

Figure 10 Promotion rates from grades 8 through 10, and to grade 10 examination (2008/09-2012/13)



Note: The years in the table are according to the Ethiopian calendar – 2005 is equal to 2012/13

Source: ESDP V Draft Situation Analysis, MoE

While the Government has set a target of 20% for transition from grade ten into grade eleven (the university track), it has been consistently exceeded, being 35% for men and 36% for women in 2012/13. Part of the reason for this is the recent major expansion of universities. This also implies that less students pursue a career through the TVET system. Apparently, parents fear that the TVET stream is the second best option, and would rather have their children going to university.

There is little repetition at grade 11 and 12 – only 2% for each gender in 2012/13. There are still

sizable dropouts however, at 12% and 14% for males and females respectively. The number of sitters of the grade twelve exam is higher than the number enrolled in grade twelve, as individuals apparently continue to study after dropping out, to return later to do the exam.

LEARNING OUTCOMES

National examinations are done in grades ten and twelve (Ethiopian Higher Education Entrance Certificate). At grade ten, these determine where a student might enrol next, either in higher secondary or TVET. At grade twelve they determine transition to university.

In 2012/13, more than 750,000 students sat the grade ten exam, of which 61% scored 2.00 or above (pass mark). While this is very much better than in 2008/09 when only 43% passed, it is a decline from 67% in 2010/11 and 2011/12. Proportionally more men than women pass the exam, with pass rates of 53% for women, and 68% for men in 2012/13.

This is still disappointing compared to the ESDP IV targets, which are that 70% should score at the 50 mark and above, and 25% should get a 75 score or better. The actual numbers were 22.6% for the 50 group, and a meagre 3.1% for the 75 group.

Performance is better in G12 examinations, with a good portion of students scoring at least 200. There has also been a marked improvement during the last 5 years. (Ethiopia Ministry of Education Taskforce, October 2014). Compared to ESDP IV targets, results are much lower. There are the same 70% and 25% targets for students to reach the 50 and the 75 mark. Actuals were 33.8% and 4.2 % respectively in 2012/13. Many of the same regional differences are present in the examination results for grade 10 and 12, as for the other parts of the school system. Students from Afar, Gambella and B. Gumuz, in addition to SNNP, score far below the national average.

The number of secondary-level teachers has surpassed the target (65,116 compared with a target of 60,000). The distribution of teachers – and teachers with the appropriate qualification – is not uniform, however. Pupil to teacher ratios are as high as 47 (average for grades nine to twelve) in Somali and as low as 19 in Dire Dawa.

When the number of suitably qualified teachers is examined (national average of 92% - representing an increase from 77.4% in 2009/10), for seven of the regions, the level is greater than 90%. In Afar, Somali, Gambella and Harari, however, the percentage of teachers that are suitably qualified is between 21% (Afar) and 66% (Harari).

Finally, the proportion of secondary teachers that are females remains at 15%. In order to achieve gender equity in both the teaching staff and make-up of students, and so to provide an appropriate learning environment for all, much needs to be done.

4.3 Skills Development and TVET

The Ethiopian Government sees Technical and Vocational Education and Training (TVET) as a key factor in contributing to poverty reduction and social and economic development. In the ESDP IV it is stated that the aim of TVET is to *“create a competent, motivated, adaptable and innovative workforce and to transfer accumulated and demanded technologies in Ethiopia”*.

TVET REFORM

A comprehensive reform has taken place in the Ethiopian TVET sector since the 2008 TVET strategy was adopted. A Federal TVET Agency was established in 2011 by the Government to organize and implement the TVET reform. In short, the TVET sector has changed from an input-

to an outcome based system, with clearly stipulated learning outcomes on occupational standards and qualifications. In 2009, the Ethiopian National TVET Qualification Framework (ENQF) was implemented. A new TVET strategy is underway and will come into effect in 2015.

A key objective of the TVET reform has been to make the system more labor market-oriented. To achieve this, relevant stakeholders are invited to give input in the development of learning outcomes, occupational standards and qualifications. The Government plans to institutionalize stakeholder involvement in TVET further through sector specific Chambers. These chambers will be sector specific and will administrate and supervise training in companies.

Serving as a benchmark for the reformed Ethiopian TVET system, is the German cooperative dual training model. The Ethiopian government has used the benchmark to evaluate and guide the development of the Ethiopian TVET system. While there are significant adjustments to the local context in Ethiopia, some elements/principles are similar. For instance, Ethiopia plans to have the German 30/70 dual model, which implies 30 per cent of training in a TVET institution and 70 per cent in a training enterprise. The German Gesellschaft für Internationale Zusammenarbeit (GIZ) is the main foreign donor to the TVET sector in Ethiopia. GIZ has given substantial support to the government in the reformation of TVET system.

TVET SYSTEM

Formal TVET in Ethiopia is provided by government, private and NGO/INGO institutions. There are 538 private, 295 government, and 31 NGO institutions providing TVET in Ethiopia. According to the ESPD IV, 50 per cent of TVET students are enrolled in private institutions.

Government TVET is free, while the private institutions charge a fee. Private institutions have mixed reputation regarding quality, and they apparently cater to students with lower educational outcomes. NGO-run TVET generally have a reputation for higher quality, and their financial arrangements vary. Both private and NGOs providers of TVET must be accredited and approved by the government before they can deliver education and training (Krishnan & Shaorshadze, February 2013).

Formal TVET is offered to students that complete the grade 10 exam. In general, there are three possible TVET paths: (1) one year of training (2) two years of training, and (3) three years of training. The results in the grade 10 exam determines which of the three TVET paths students take. TVET is provided for skills in a wide range of sectors. However, the government has focused on TVET for the eight priority sectors stated in the Growth and Transformation Plan.

After the TVET reform, the Ethiopian qualification system consists of “occupational standards”. These standards are built up by smaller units, which a student must pass to achieve the full occupation standard. Most occupational standards follow the 30/70 dual model mentioned above. Students who complete a full occupational standard is then considered qualified for a certain skill on a certain degree of advancement.

All occupational standards are placed on the TVET qualification framework. The framework has five levels, which provides a hierarchical system of organizing TVET qualifications based on degrees of advancement. In 2014 a total of 623 such occupational standards were developed. 596 of them are for skills relevant for the eight priority sectors (Ethiopian Federal TVET Agency, July 2014). Over time, Ethiopia plans to develop occupational standards for all occupational fields. Occupational standards are developed at the national level. The federal TVET agency is responsible for organization, facilitation and implementation.

In 2014, the federal TVET agency stated that there were a total of 15 355 TVET trainers in the country. There are three different levels of TVET trainers in the formal TVET system: A, B and C level TVET trainers. A level trainers train students on higher level TVET, ENQF level 5. The B level trainers teach the medium level and the C level trainer teaches occupational standards on ENQF

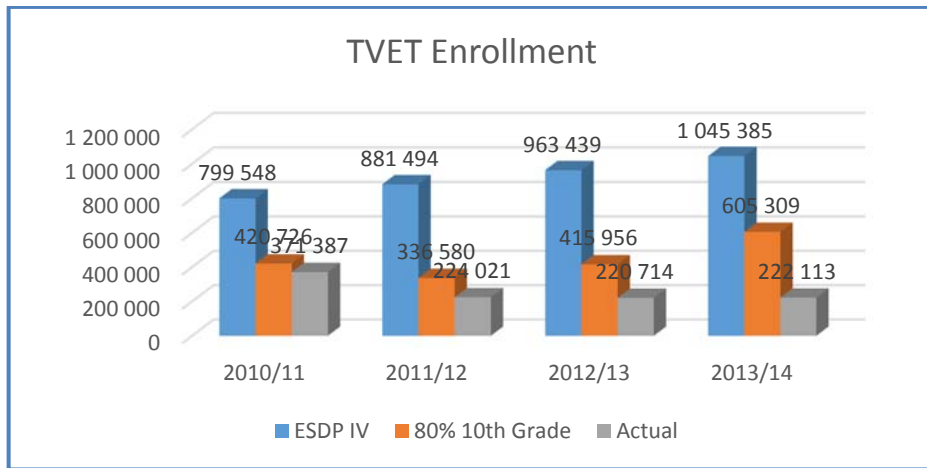
level 1 and 2. Of the 15 355 TVET trainers there were 10,841 at TVET trainers on C level, 4,168 at B-level, and 346 at A-level.

TVET ENROLLMENT

The ESDP IV projected and planned for a massive expansion of TVET. Ambitions were that 80 percent of the students would enroll into TVET after their grade 10 exam. However, enrolment into TVET has been stagnant for the last three years, as shown by the grey column in figure 13 below. In 2013, the transition rate to TVET was around 45 percent of grade 10 exam leavers, which is around 250 000 students. Given a youth population (15-24 years) of 18.5 million, only about 2 percent out of the total participate in the formal TVET system¹².

In 2014, the federal TVET agency states that there are 15,355 teachers/trainers at three levels: 10,841 at C-level, 4,168 at B-level, and 346 at A-level, in a total of 864 TVET institutions.

Figure 11 TVET Student Enrollment



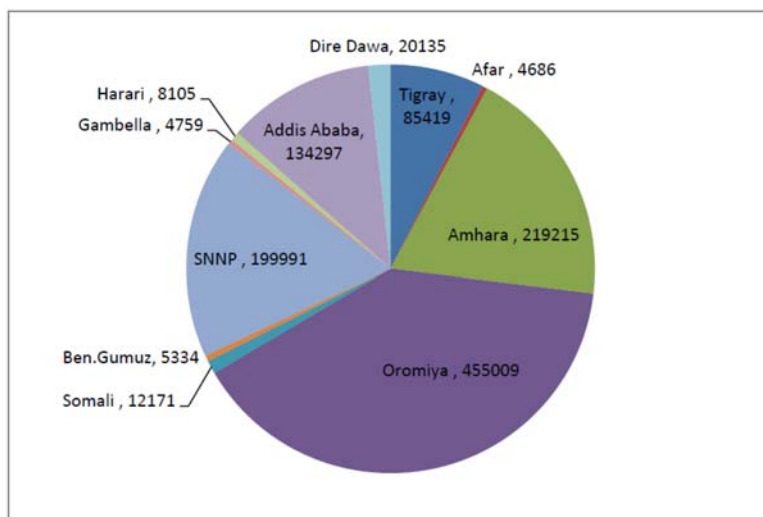
Source: ESDP V Draft Situation Analysis, MoE

According to the Statistical Abstract from MoE, the decline in enrollment might also be due to underreporting of data. As some TVET centers belong to various universities, their enrolment may have been reported as part of the higher education. Other sources, like the Federal TVET Agency, reported enrolled trainees in 2014 as 401,041, of which 49.8% women. (Ethiopian Federal TVET Agency, July 2014).

As in all other areas of education, there are substantial differences between regions with regard to TVET uptake. While the figure below does not show relative proportions of TVET enrolment, the absolute numbers provide an impression. Enrollment is particularly low in Afar, Gambella, B-Gumuz and Somali.

Figure 12 TVET Enrolment by region from 2010/11-2013/14

¹² It is not clear if these numbers include also those that joined private TVET institutions. They may not do that, and thus only give a partial picture of TVET enrollment.



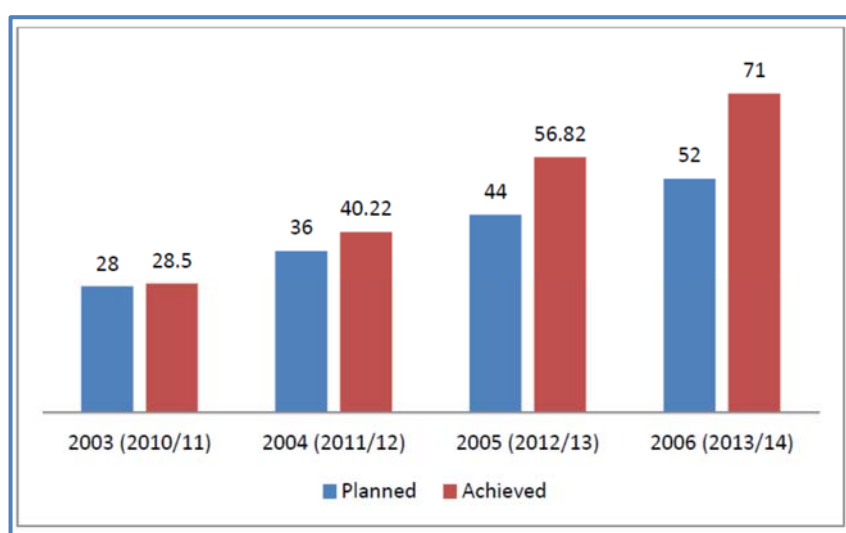
Source: 2010/11 to 2012/13 from annual statistical year book and 2013/14 annual report of TVET.

Enrolment by gender shows that 51% of all enrolled in TVET in 2012/13 were girls, a major improvement from 2010/11, when 46% were female. However, on the administrative side of TVET, only 17% of all teachers/trainers were women. Only 3% women are found in management/leadership positions.

LEARNING ACHIEVEMENT

Government statistics shows that the number of TVET students who complete their training with a completed occupational standard has been increasing. As Figure 15 shows the share of students completing with an occupational standard has surpassed projections. For 2013/14, 71 percent of those that completed their TVET education achieved an occupational standard. The MoE credits the newly implemented 30/70 dual model for much of this improvement.

Figure 13 Yearly competency rate of formal training completers (%)



Source: ESDP V Draft Situation Analysis, MoE

It is, however, difficult to get the 30/70 to work in practice. While the process of involving government industries has worked reasonably well it has been more challenging to recruit private companies. Apparently, some private companies resist the practice and see TVET apprentices as a burden. For some private companies it seems unclear what the added value of having TVET apprentices is. Some companies also fear that an apprentice may move to a

competing company after completing the apprenticeship. Despite remarkable improvements, there is a need for better communication between industries and the formal TVET sector.

Tracking of TVET students after they complete their training is a challenging task. There is very limited tracking of TVET graduates on what they do after TVET training. Thus it is difficult to know if TVET graduates find employment or become self-employed in relevant field after training (Ethiopian Federal TVET Agency, July 2014)

As the TVET Agency further notes, training-to-work transition services, such as job counseling, orientations on job search, referrals or job placements are currently not functioning. The TVET agency plans to include such services into the TVET system.

4.4 Higher Education

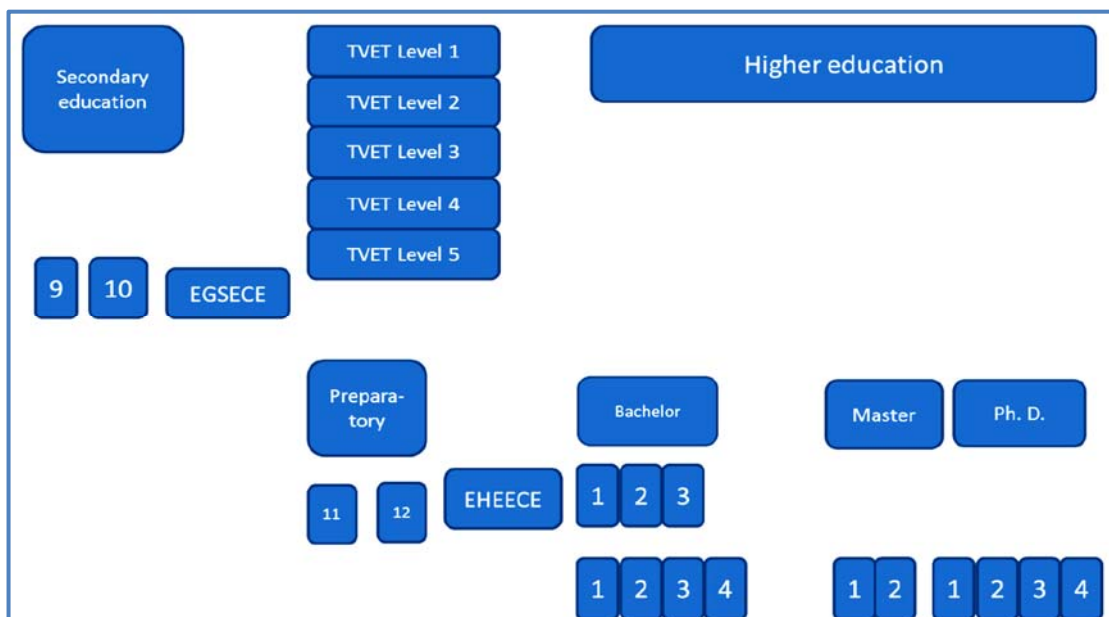
The Ethiopian higher education sector has undergone substantial developments during the last 10-15 years. Until 2000, higher education consisted of two universities and 17 colleges. There are now 31 Universities administered by the MoE, with 4 others – the Civil Service University, the Defence University College, Kotebe College of Teachers, and the Telecommunications and IT College - also owned by the government. About 10 of these have been established in the last 5-6 years. In addition, there are more than 60 accredited, privately run institutions in the country, of different sizes and in different fields of study.¹³ Giving access to higher education to more people than a small elite has been an important objective for the Government, thus aiming for significant expansion in enrolment capacity. (Ethiopian Federal Ministry of Education, 2010)

Expansion in university infrastructure was accompanied by reforms in the system itself. The current system introduced in the early 2000s started to channel secondary education into two streams, with the 11th and 12th grade being primarily preparation for university. Those that ended secondary in 10th grade were guided into the TVET system. The structure for higher education now looks as follows:

Figure 14 Structure Non-Tertiary and Higher Education¹⁴

¹³ <http://www.moe.gov.et/English/Information/Pages/pubuni.aspx>

¹⁴ There are apparently no more 3-year bachelors. That system – introduced at the same time as a “preparatory” year 12 was added in secondary – has now been abandoned.



Source: Report on recognition of higher education in Eritrea and Ethiopia, NOKUT, January 2013

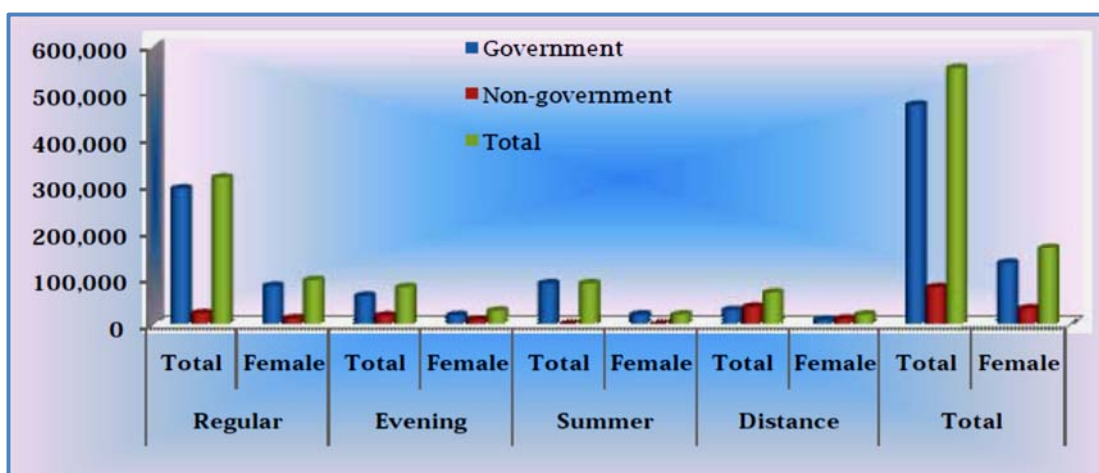
Ethiopia wants more science and technology competence, and the 2009 Higher Education Proclamation introduced a new government policy regarding what subjects should be taught in higher education. The new 70/30 policy put emphasis on “engineering, technology and the natural sciences” subjects/degrees (the 70%) while “social sciences and humanities” are to be offered to fewer students (the 30%). (NOKUT, January 2013). This reflects the overall objective of ensuring that the higher education system contributes directly to the national strategy for economic development and poverty reduction.

Supporting agencies for Higher education include the Higher Education Relevance and Quality Agency (HERQA), a Higher Education Strategic Centre (HESC) and the Educational Quality Improvement Programme (EQUIP). HERQA plays a particularly important role, as it is a quasi-autonomous organization supposed to oversee quality and standards within the sector.

ENROLMENT

IN 2012/13, a total of 553,848 students were enrolled in undergraduate programmes. This includes both government and non-government, and regular, evening, summer and distance programs). Women account for about 30%, or 166,141 students in absolute numbers. As many as 86% of total undergraduate enrolment is in government institutions.

Figure 15 Undergraduate Enrolment per programme, 2012/13



Source: Education Statistics Annual Abstracts 2012/13

Undergraduate government enrolment is in line with the 70/30 policy. For government's regular programme, the intake ratio of Science & Technology as compared to Social & Humanities Sciences is 74:26. If the other programs (regular, evening, summer, distance) are also included, the ratio falls to 67:33. The private sector has to abide by this ratio as well as public institutions. This can be problematic for a sector that is market driven and where the majority of students enrol on business, ICT and social science courses. Private universities tend to be popular because they allow students to choose both their subject and their location, in contrast to courses and places at public universities that are allocated centrally by the Ministry of Education.¹⁵

For postgraduates, there has been a steady increase in enrolment from a little more than 10,100 in 2008/09, to 31,300 in 2012/13. The percentage of women is 19.5%. In 2012/13, 6,424 (956 women) graduated from their postgraduate studies, of which 71 (1.1%) received a PhD.

Access to higher education has undoubtedly improved during the last ESDP period, even though the total GER for higher education stands at an unremarkable 7%. (Ethiopia Ministry of Education Taskforce, October 2014).

QUALITY CHALLENGES

As could be expected, the massive expansion and increase in capacity has created bottlenecks in the system with implicit quality challenges. Both ESDP and other MoE documents allude to quality issues, while others are more descriptive.¹⁶ The key problem is to get qualified staff. A NOKUT report from a visit in 2013 sums this up neatly (NOKUT, January 2013): *"As seen in many countries going from a system where higher education was provided for a small elite to a system where higher education is becoming more accessible for larger parts of the population, Ethiopia lacks faculty and teaching staff. Both in the public and in the private HEIs, everybody we spoke to admitted that recruiting teachers was difficult. While the growth in HEIs has been immense, the quantity of teaching staff has not followed suit."*

Expanding higher education has been – and continues to be – a political priority for the Government, but this has placed pressure on the quality, and perhaps also the autonomy of universities as they are told to take in more and more graduates. As a consequence, many universities struggle with dwindling per student budgetary allocations, shortage of qualified staff, and inadequate supply of needed inputs. A substantial number of academic staff are expatriates from for instance India. While this seems to call for a period of consolidation, the Government has recently (March 2015) announced that they plan to build another 11 new Universities.¹⁷ For one of the poorest countries in the world, this is a considerable investment.

4.5 Teachers and Teacher Education

The huge expansion of Ethiopian education at all levels has been accompanied by a similar massive demand for teachers. Thus, Ethiopia now has over 400,000 teachers and school leaders in primary and secondary school¹⁸, holding a mixture of qualifications from one-year certificates to Master's degrees amongst qualified staffs. By 2013/14, 70% of primary-level teachers held the required qualification (54.7% in first cycle, 91.7 % in second cycle). This was not according

¹⁵ <http://wenr.wes.org/2011/06/wenr-june-2011-feature/>

¹⁶ Some examples: <http://www.ethiomeia.com/17file/2494>; or http://vbn.aau.dk/files/43873890/mammo_review.pdf

¹⁷ <http://allafrica.com/stories/201503110859.html>

¹⁸ Source: Education Statistics Annual Abstract 2005 E.C (2012/13), table 3.3

to the ESDP IV target of 100% set for the year of 2013/14, but nevertheless it is a substantial development as the share of teachers to diploma level or above had nearly doubled during a time in which teacher numbers increased by more than 30% and pupil teacher ratios fell from 51 to 47. In addition 93% of teachers at secondary level are appropriately qualified.

BASIC SYSTEM FOR TEACHER EDUCATION

A major reform in teacher preparation (TESO) introduced in 2003 which reduced entry requirements, the duration of the training programmes and the balance between content and pedagogy, proved to have a negative effect on education quality at all levels. Findings have uncovered that schools to a large extent have been staffed by teachers who not only underwent ineffective teacher preparation programmes, but also did not seem to have the necessary subject matter and professional knowledge and skills (Semela, 2013).

New pre-service teacher training standards were set during the ESDP IV period (2010-2015) through a new three-year diploma program in all Colleges of Teacher Education (CTE). This includes a move towards the cluster format in which teachers focus on groups of related subjects to ensure the broad knowledge expected of teachers for the first cycle of primary school. Teacher pedagogical skill receives greater emphasis in the new diploma program, but may still be less than needed to fit the active teaching and student centred methods required by the new curricula. Other important measures for higher quality of teacher students will be enforced through improved candidate selection processes of colleges of teacher education and the establishment of minimum entry requirements (MOE, 2015)

Secondary school teachers were given training for three years until 2010, but from 2011 onward, a new system of secondary teacher preparation called the Post Graduate Diploma in Teaching (PGDT) was implemented by 10 universities. Under this system, the students are given one year of professional and practical training after/in addition to their subject wise/general studies before getting a teaching job. The total enrolment in all secondary teacher training programs in all universities for 2011/2012 was 66,103 with the majority in the PGDT and with about 10 percent enrolled in the regular *program*¹⁹.

In addition, the ESDP in 2005 initiated a training program for teachers of primary and secondary schools called Continuous Professional Development (CPD). CPD made it mandatory for teachers to spend 60 hours in professional development activities during a school year. It focuses on active learning, practicing continuous assessment, and managing large classes. To be certified and licensed as a teacher requires successful completion of the CPD. There are also a number of other teacher strengthening and improvement programmes, funded by MoE and by donors. It is for instance a key component of the GEQIP.

The number of Teacher Education Institutes in Ethiopia has increased from 24 in 2007-2008 to 32 in 2010-2011. In 2012-2013, total enrolment in College of Teacher Educations (CTE) is 175,142 (all programs including regular, evening and summer classes) of which 104,802 are men and 70,340 are women.

The background for the rapid expansion of the CTEs are the changes made from ESDP II to ESDP III in 2005. Under ESDP II, the colleges of teachers' education (CTEs) were part of the higher education sub-sector. However, as mentioned above, the system was changed to a Grade 10 plus a three-year diploma programme in ESDP III. The old Teacher Training Institute (TTI) certificate was no longer recognised under ESDP III. This meant that teachers who had TTI certificates were required to upgrade their qualifications through summer and distance-learning

¹⁹ Ibid

programmes, although they were still permitted to teach in first-cycle primary schools while they were doing this. This, plus the preservice training for new teachers and in-service training for those who already had TTI certificates from summer and distance-learning programmes, contributed to an expansion of CTEs in the regions (Abebe & Woldehanna, October 2013). Now, nearing the end of ESDP IV, 32 CTEs give three-year diploma training courses through regular, evening, summer and distance-learning programmes throughout the country.

CURRENT STATUS

GEQIP has teacher development as one of its six key areas. ESDP IV aims at filling schools from kindergarten to grade twelve with “*academically qualified, motivated and ethically fit teachers*”. The share of primary school level teachers with diploma was targeted to increase from 38.4% in 2009/10 to 72.3% in 2012/13. The actual result is some way off at 64.7%, but an increase of more than 25 percentage points is still reasonable. For secondary teachers, 91.5% for grades 9-12 were academically qualified in 2012/13, according to the ESDP situation analysis. (Ethiopia Ministry of Education Taskforce, October 2014) This slightly better than targeted in the ESDP IV. However, only 15% of secondary teachers are women.

Despite the increase of trained teachers through both pre-service and in-service training programmes, there are still major shortages of trained teachers at all levels of the education system. The Situation Analysis emphasises that the scale of the challenge remains large “...with approximately 190,000 first cycle teachers in government schools in 2012/13, over 100,000 remain to be upgraded to diploma level or above.” Furthermore, by 2012/13, only 1,582 of 12,488 ABE trainers were trained as facilitators. (Ethiopia Ministry of Education Taskforce, October 2014). The regional issue is thus very much present also with regard to teachers. Qualified teachers in the first cycle primary is as low as 29% and 21% in the regions of SNNP and Somali.

Ethiopia faces diversity challenges that teacher education needs to take into account. Diverse populations produce diverse students who need a diversified teaching staff. To begin with, Ethiopia ought to consider the selection criteria for primary and secondary school teacher trainees – both with regard to gender and to candidates from different regions.

Several of the programmes that are established to improve teacher quality have been implemented unevenly. The workshops and seminars for teachers through Continuous Professional Development (CPD) are for instance reported to be rare and only occasionally distributed. (UNICEF, 2011) UNICEF also points out that (page ...) “*Besides, the education system is constrained by many other factors that are de-motivating to teachers. These include the low societal regard for the profession, the low and irregular payment of salaries, lack of career promotion prospects or transfer opportunities, and poor supervision and professional support.*”

Important issues with regard to teacher motivation include:

- Low salaries generally, in particular when compared to similar levels of academic background. In a survey from 2013, 86% of the teachers believed that their salary was inadequate (Abebe & Woldehanna, October 2013). NGOs/INGOs tend to have better remunerations than government schools.
- Deficiencies in promotion and career planning, that also vary greatly from place to place. It is claimed that promotion depends on political affiliation, and that the qualifications, efficiency and effectiveness of the teacher were not always taken into consideration. (Abebe & Woldehanna, October 2013).
- Inadequate school management, as school administrators and head teachers are not always well qualified for the job. This is believed to be an important reason for teacher absenteeism, particularly in rural areas.
- Deployment policies, as teachers can be sent to places they do not wish to live and work.

Often, it is the new and less experienced teachers that are assigned to under-resourced schools without any extra pay or compensation.

- Capacity constraints in regional teacher management and planning inhibit effective teacher distribution and resource planning.

One of the major challenges for teachers at both primary and secondary level is a lack of pedagogical knowledge, particularly about applying student-centred methods of teaching. (Abebe & Woldehanna, October 2013). There are efforts to improve teaching methods, but it takes time. The CTE colleges are in the process of moving towards teaching candidates new child-friendly learning methods. The change in the CTE curricula requires a new approach also from instructors, and the availability of such teachers is currently limited. It takes time to ensure a true shift in the pedagogical approach.

4.6 Key Education Issues

The whole education sector has gone through a period of massive and rapid development. Ethiopia should get credit for its substantial achievements, in particular with regard to broadening access to basic education. However, as can be expected from a transition on this scale, there are inevitable challenges that accompany progression. There are serious resource and infrastructure issues, as well as limitations in capacity including inadequate school leadership and management, weak teacher capacity and often ineffective classroom methodologies.

Two fundamentals make Ethiopia's challenges unique:

- ***The diversity of the country*** – geographically, demographically and economically. More than 4/5ths of the population is rural. Standardised models have limitations in such an environment, but flexibility and adaptation is expensive.
- ***Pastoralism, food insecurity and abject poverty*** – suggest good reasons for not sending children to school. To convince families that school is better than tending livestock, education must deliver real benefits. Access without quality can unfortunately be a fallacy in such contexts.

Both factors imply that covering those groups that have yet to be reached by quality education will be costly, and will constitute a long term task.

More specifically, there are some general problems that pertain to the whole education system, and some that are related to the particular sectors. These are a synthesis of issues/recommendations from different sources – shown in brackets – and the above analysis:

GENERAL ISSUES

- **Access to education is not equitable**, as better resourced schools tend to be located in urban areas and more developed regions. Also, a number of children face barriers in accessing education especially females, the most vulnerable²⁰, poor students and children in pastoral areas (DFID, 2011). To get the chronically poor to school, programmes for social protection, food security and cash transfer are necessary (Overseas Development Institute, 2011).
- **Learning achievements are a challenge**. Quality has not kept pace with expansion.

²⁰ The most vulnerable children in Ethiopia are “rural & pastoralist children, orphans, children in remote locations, street children and drop outs”, as well as those with disabilities (see GEQIP Social Assessment 2010).

Composite scores for each grade seem to indicate that national learning results have been reduced over time. Boys consistently outperform girls on tests (The World Bank, October 2013).

- **Sector is underfunded.** There are currently substantial gaps between plans and budgets, and available resources. A high proportion of the education budget is allocated for salary expenditure reducing the availability of other inputs critical to support effective teaching and learning. (DFID, 2011) Sustainable increases in funds at all levels are necessary if issues like the supply of schools in underserved areas, improvement of the standard of teaching and infrastructure, and the safety of the learning environment for girls are to be tackled (UNICEF, 2011).
- **Human resources and incentives;** There is a shortage of qualified teachers for the levels at which they are expected to teach, and available qualified teachers are not evenly distributed across regions. High default rates and significant levels of attrition exacerbate this (UNICEF, 2011).
- **Leadership and management capacity;** that remains weak in most of the education bureaucracy. (The World Bank, October 2013). Management and financing of primary and secondary education is the responsibility of regions and woredas, and some of these suffer from weak planning and implementation capacity.

These issues recur- or have consequences - at most levels within the education system. Some of the sub-sector issues include:

EARLY CHILDHOOD EDUCATION

- **Qualification of teachers,** is a particular challenge outside of the urban kindergartens. O-classes in its current form are manned by volunteers in most cases, with poor teaching methods (Ethiopia Ministry of Education Taskforce, October 2014)
- **Disadvantaged groups remain particularly underserved.** Current expansion of education services happen primarily through O-class, which, while giving access, may only exaggerate inequalities across the regions as they tend to be low quality solutions. (Ethiopia Ministry of Education Taskforce, October 2014)
- **National and regional policies;** that need review and reconsideration. There is no accountable body that manages the implementation of the policy guidelines and activities of the ECCE program. (Ethiopia Ministry of Education Taskforce, October 2014). The role and extent of private provision are among the issues needing clarification. (UNICEF, 2011)

PRIMARY

- **The general issues of exclusion, and of stagnant learning outcomes, are significant in primary schools.** Millions of children are still out of school, and there are worrying test results for both 4th and 8th grade. (Ethiopia Ministry of Education Taskforce, October 2014)
- **Quality of primary school teachers;** that in spite of recent progress needs to be improved, including for the ABE facilitators. (Ethiopia Ministry of Education Taskforce, October 2014) and (DFID, 2011).
- **Inadequate and poor learning environments;** lack of enough and appropriate classrooms, lack of teaching and learning materials, inadequate or no water and sanitation. (Save the Children, March 2015)
- **Education in pastoralist areas;** the measures enhancing education in pastoralist areas need reinforcing, including more ABE centres. (UNICEF, 2011)

SECONDARY

- **Access and quality**, continue to be issues in secondary education. With more than 31,000 primary schools and fewer than 2,000 secondary schools, the first challenge is physical access. Lower GERs are also due to differing demand in various locations. Not all rural families see the use of sending children to secondary school. (Ethiopia Ministry of Education Taskforce, October 2014)
- **Secondary bottlenecks**, as new large, classes come through from primary. If good opportunities for secondary school do not exist, parents may not see the need for finishing primary. (Overseas Development Institute, 2011)
- **Gender disparities**; that are more pronounced in secondary than in primary. GPI in G10 is 0.92, while it in G11-12 is 0.81. A typical female student enrolled in grade eight, has currently a 39% chance for transitioning from grade eight to passing the grade ten exam. For men, this chance stands at 54%. (Ethiopia Ministry of Education Taskforce, October 2014). For girls at this age, safety concerns associated with school distance and school-related gender-based violence prevent many rural families from sending daughters to schools.

TVET

- **Linkage with labour market**; which is the main problem. Private sector involvement needs encouragement and strengthening, and better matching of the training to labour market (UNICEF, 2011). Low quality and accessibility of cooperative training because the industry is not properly engaged (Ethiopia Ministry of Education Taskforce, October 2014).
- **Curriculum and training development**, as TVET institutions struggle to develop a course structure that adequately addresses the practical needs of industry. Part of the issue is financial, as good training requires adapted equipment to train on, and good supply of raw materials. Good TVET is expensive per student.

HIGHER EDUCATION

- **Access remains limited**, despite the recent major expansion, both in terms of number of Universities and geographic locations. Access to university education for disadvantaged groups and regions is not adequate (Ethiopia Ministry of Education Taskforce, October 2014).
- **Current HE structure is expensive**, as it in 2012/13 accounted for 42% of all education spending, the same as primary and secondary combined.
- **There are too few female academics**, both in front of and behind the desk. Serious efforts to encourage female participation both at the under-graduate and postgraduate level need consideration (Ethiopian Federal Ministry of Education, 2010).
- **Qualified staff are scarce**. Most higher institutions suffer from shortages of qualified staff, both at the teaching and the administrative level. Rapid expansion has stretched available resources thinly.
- **Open and distance education** remain hardly developed. Yet these have great potential outside of the urban centres.

QUALITY VERSUS ACCESS

While Ethiopia has recorded a high achievement in creating access, it appears that the quality achievements are more limited. This has indeed been a source of debate, including public disagreements between former staff at the World Bank office in Addis, and Ethiopian

ministers.²¹ The issue has also been extensively discussed within the donor community, among others following a review of the Fast Track Initiative (FTI). (Dom, February 2010). That Review maintains that one must avoid seeing quality and access as opposing factors, and thus implicitly prioritising one over the other.

On the other hand a recent review of DFIDs education programmes in Ethiopia, Uganda and Rwanda are concerned that the two are not necessarily one and the same (Independent Commission for Aid Impact, 2012): *“International experience shows that a drive for universal primary enrolment in poor countries risks causing attainment to decline, as the number of children entering school leaps ahead of the capacity of the system. A credible strategy for achieving effective universal primary education calls for careful sequencing of reforms and prioritisation of investments so as to manage this tension. If this is not done, there is a risk that large increases in education expenditure will not produce commensurate improvements in outcomes”* (page 8).

This is to a degree a constructive dispute for which there are few easy answers and solutions. A developing education system needs to consider both access and quality, and one without the other is not viable in the long run. However, there may be need for different priorities at different times, and there is now an issue of how the education resource envelope is to be shared between increasing access to excluded groups, and improving quality for those already within the system.

5 External Donors and Partners

Ethiopia has received donor support for its education sector for a number of years, but the relationship between donors and the Government has varied. This has been more due to general political developments, and less to the particular characteristics of the education sector itself. However, it did take some time for the government and the donors to develop a working understanding, with donors wary of many GoE policy initiatives (Overseas Development Institute , 2011). The Ethiopian government has reputedly been notoriously steadfast in negotiations, and has rarely backed down on its key policy priorities.

The ESDP process brought government and the donors together in a common planning framework, however, and this has been key in improving the relationship. The development of a shared agenda based on MDG and EFA goals led to increased donor support for major investments, and for sharing of Ethiopia’s education priorities. ODI summarises the ESDP experience as follows: *“This has resulted in significantly improved policy alignment of donors around government plans, and has contributed to greater understanding among donors of the importance of working within national systems”* (Handley, 2009).

It does not mean that donors have extended unstinted support to the ESDP and the GoE. Areas where donors and GoE have differed include the balance between spending on primary and tertiary education. Donors have *“on the whole chosen not to fund the contested parts of the agenda”* (Overseas Development Institute , 2011).

While a number of donors have supported education over the years, the key donors are now the World Bank, GPE, WFP, UNICEF and UNESCO of the multilaterals, and DFID, USAID, Finland, Italy and Germany of the bilaterals. German support is mostly to the TVET sector, while the others are engaged in basic education at varying levels. The funds cover a range of projects

²¹ <http://www.thereporterethiopia.com/index.php/in-depth/indepth-business-and-economy/item/2124-an-unprecedented-shift>

including service-delivery, teacher development, capacity building, school construction, alternative basic education, and support for higher education, school grants and technical assistance.

The two main programmes both in terms of size and alignment to ESDP, are the PBS and the GEQIP.

Protection of Basic Services (PBS) was established after direct budget support was suspended as a result of disputes over the election in 2005. It aims to do exactly what its title indicates, and through it, funds are channeled directly to region and woreda budgets, thus providing decentralized budget support to co-finance the government's provision of basic services (education, health, agriculture, water and sanitation, and rural roads). It is a decentralised block grant where over 40% of the grant is spent on education (DFID, 2011). However, over 90% of education spending is for salaries with little left to fund other necessary inputs.

General Education Quality Improvement Program (GEQIP) was designed to complement PBS, to tackle education quality issues by making funds available for expenditures and inputs other than salaries. The GoE launched GEQIP in 2010, with five key areas: (1) curriculum, textbooks and assessment, (2) teacher development, (3) school improvement, (4) management and administration, and (5) coordination and monitoring and evaluation. GEQIP is now into its second period, from 2014 – 2018 (ref. chapter 6.1 below).

GEQIP is a pooled fund arrangement, managed by the World Bank using a Multi Donor Trust Fund (MDTF) for bilateral contributions. Funds flow through the GoE financial system, and are thus aligned with Ethiopian plans, budgets and financial management systems. An annual work planning process, managed by the MoE, guides how funds are spent at all levels except schools (which receive money in the form of a grant where spending is guided by manual) (DFID, 2011). It is the closest funding vehicle available for budgetary sector support.

An **Education Technical Working Group (ETWG)**, co-chaired by Ministry of Education and an elected agency (UNICEF from June 2015), was established in which all external partners working in the sector are members. This provides the opportunity to monitor progress, discuss challenges, resolve constraints and suggest remedies and inputs.

NORWAY'S EDUCATION SUPPORT IN ETHIOPIA

Norway's direct bilateral engagement in the education sector in Ethiopia has been limited. Through support to multilateral organizations such as UNICEF, UNESCO and Global Partnership on Education /GPE Norway indirectly provides support for primary and secondary education in Ethiopia today. Bilaterally, the main education support is currently to higher education as part of the support to the areas of natural resource management, climate change, environment and agriculture (Hawassa, Mekelle). Furthermore, there are several projects in Ethiopia as part of Norway's programme for capacity development in higher education and research for development (NORHED) where the individual project agreement is based on close collaboration between a university in Ethiopia and a university in Norway. There are currently 13 NORHED projects that include higher education institutions in Ethiopia. Of these, eight projects have Ethiopian universities as the lead LMIC partner. The majority of the projects include regional partnerships with other African countries.

5.1 Overview of organisations and programmes/projects in the education sector

5.1.1 Multilateral organisations

GLOBAL PARTNERSHIP FOR EDUCATION

Since 2007, GPE has provided USD 267.5 mill. in support to Ethiopia's GEQIP. A new grant was made available for GEQIPs second phase in 2013.²² If the new ESDP V meets the GPE criteria – which there is every indication that it may – GPE is likely to continue funding education through the GEQIP modality.

UNESCO

UNESCO support is provided through the following activities (UNESCO, 2014):

- **Capacity Building for Education for All, 2009-2014:** The project provides support for the implementation of the ESDP IV (2010-2015) by strengthening national educational planning capacities. Focus is on four developing Regional Education Bureaus (REBs), the Education Management Information Systems (EMIS), and developing Teacher Management Information Systems (TMIS), as well as strengthening the management and monitoring of the implementation of ESDP IV at the federal level.
- **The Crowd Sourcing Girls' Education Project.** This project promotes sustainable gender equality by supporting girls' education in 13 secondary schools (6 pilot and 7 non-pilot schools) in the Amhara and Benishangul-Gumuz regions of Ethiopia. Budget is USD 750,000, funded by the David and Lucile Packard Foundation.
- **Gender Equality and Women's Empowerment Joint Programme (GEWE JP).** Launched in March 2012 to close gender gaps in Ethiopia, promote and protect the rights of women, and institutionalize gender mainstreaming. As part of the UNDAF and Delivering as One agenda, the programme is being implemented by six UN Agencies: UNESCO, UNICEF, UN WOMEN, ILO, UNDP and UNFPA in partnership with the Ministry of Women, Children and Youth Affairs (MoWCYA), Ministry of Finance and Economic Development (MoFED), and other partners. This Joint Programme was financially supported by DFID, with a sum of USD 446,281 for GEWE JP Phase I.

UNICEF

UNICEF is working on their plans for the sub-sector. Historically, their focus has been on child friendly schools and Alternative Basic Education (ABE). More recently, they have also been prioritising early childhood education. They fund through GoE systems but with separate planning and reporting.

Projects include:

- Regional Learning Assessment of Grade 4 and Grade 8 in SNNPR
- Equity, Social Cohesion and Peacebuilding Through the Education Sector: Context

²² <http://www.globalpartnership.org/country/ethiopia>

Analysis for the Developing Regional States of Ethiopia

- Capacity Gap Assessment of the Education Sector in the Four Developing Regional States
- Comprehensive Costed strategy to reach out-of-school children in Ethiopia

UNICEF is currently working on a new strategic plan for the coming 4 year period, that unfortunately was not finished in June 2015.

WORLD BANK

The World Bank supports and manages the two main education programmes, namely PBS III, and the GEQIP II. There are substantial discussions about the first, as a recent Investigation report (The World Bank, 2015) says PBS may have contributed to the violent resettlement of a minority ethnic group.²³ GEQIP is further presented below.

WB also initiates and conducts a substantial range of studies and analysis of relevance for public sector in general and education in particular. In addition, the Bank has several programmes in private sector development, employment and the small enterprise area, all of which can be said to have links with TVET and higher education.

WORLD FOOD PROGRAMME (WFP)

WFP supported school feeding programmes contribute to improve access to primary education and reduce gender disparity in pastoralist regions (Afar and Somali); and assist food insecure pocket areas of Amhara, Tigray, Oromiya and SNNPR regions benefiting over 650,000 children. WFP spent USD 10 million for procurement of food commodities and an additional USD 2.3 million for capacity development and monitoring. USD 25,000 spent for Training of Trainers conducted for 69 regional and federal sector experts on the New School Health and Nutrition strategy; and to develop the document.²⁴

5.1.2 Bilateral organisations

DFID

Britain supports a number of different programmes and initiatives (DFID, 2011):

- Protection of Basic Services (where about 40% is spent on education). However, UK has recently made a decision to stop its support, as PBS is accused of funding a controversial resettlement programme.²⁵
- General Education Quality Improvement Programme (GEQIP). Quality inputs and non-salary recurrent expenditure for general education.
- Basic services in Somali Region, by improving access to quality education in Somali region
- Quality Education Strategic Sector Support Programme (QESSPP). This is strategic support to MoE through a combination of advisory secondment and Technical Assistance.
- End Early Marriage, that provides school materials as an incentive to keep girls at risk of

²³ <http://www.theguardian.com/world/2015/jan/20/ethiopia-human-rights-groups-development-programme-world-bank-villagisation>

²⁴ Informal communication from USAID

²⁵ <http://www.theguardian.com/global-development/2015/feb/27/british-support-for-ethiopia-scheme-withdrawn-amid-abuse-allegations>

early marriage in school in Amhara Region.

- Result Based Aid pilot. Payment for every student who sits and passes the grade 10 examination, with a premium paid for girls and students in emerging regions.

DFID has budgeted an amount of almost GBP 83 mill. for education in 2014/15. (DFID, 2014)

FINLAND

Finland concentrates on three sectors in Ethiopia, namely education, water and rural economic development. In 2010, Finland was the fourth largest donor in the education sector. (Finland Development Aid, 2013). The country supports two main education programmes:

- GEQIP II,
- A bilateral project, giving support to SNE/inclusive education. Finland provides technical assistance in capacity development in selected regions, and in teacher colleges in all regions. The objective is that such capacity development will then be mainstreamed.

Finland is considered to be the main donor within special needs education in Ethiopia.

GERMANY

Germany has had a long-standing engagement with the TVET sector, and the Ethiopian TVET system has been influenced heavily by the German TVET structure. The current programme is called Labour Market-Oriented Education and Training Programme (LMOETP), and the last phase of the Programme commenced in March 2015 with a budget of EUR 17 Mill. for supporting TVET and the Higher Education sector. The objective is that: The training provided by the TVET system meet the requirements of the Labour Market. This is very much in line with Norwegian objectives for TVET.

The programme has four main activity areas:

1. Improvement of the quality of occupational standards and assessments
2. Improvement of the quality of cooperative training within GTP priority sector occupations in selected training institutes
3. Enhancement of institutional and personnel competencies of TVET institutions (agencies and providers)
4. Strengthening the competitiveness of Medium Small Enterprises by providing industry extension services (technical skills, entrepreneurial skills, technology, productivity)

The approach aims at strengthening the TVET sector by selecting four TVET colleges in different regions which will be supported in the above mentioned areas. One of those four TVET colleges will be selected from the agricultural training area. GIZ intends to continue to be a key donor in TVET.

ITALY

Italy supports GEQIP, but is also active in TVET. They have for instance provided equipment and vehicles for 4 TVET colleges (roughly EUR 6 million). There are also TOT training sessions for 50 TVET teachers, and training in Afar and Somali regions for TVET leaders and officials.

JAPAN

Japan - their focus is on improving maths and science, and TVET. All of their support is delivered through projects.

USAID

USAID is one of the major donors to GEQIP. In addition, USAID has focussed on early reading capabilities.

Together, the MoE and USAID designed a national early grade reading program, valued at just under USD 90 million, called Reading for Ethiopia's Achievement Developed (READ). The overall goal of the five-year program (2012-2017) is to improve the reading and writing skills of 15 million children in grades 1-8 in seven of the most widely spoken languages in Ethiopia.

The READ program consists of four projects:

- READ Technical Assistance (READ TA), that supports the development of a national reading curriculum for grades 1-8, and that develop material for seven mother tongue languages that reach 82% of primary school learners nationally in all 11 regions of the country. It creates textbook and teacher guides with scripted lessons from grade 1-8 aligned to the new curriculum, develop in-service teacher training modules and train master trainers and teacher trainers, develop pre-service teacher training modules and work with 30 teacher training centres to establish and run reading faculties.
- READ Institutional Improvement (READ II), that work through the MOE to directly train teachers' teaching grades 1-8 nationally to support the implementation of the new curriculum and use of the new textbooks and teacher guides for reading.
- READ Community Outreach (READ CO), that support a limited number of primary schools and communities to build a culture of reading through the development and use of supplementary reading materials.
- READ Monitoring and Evaluation (READ M&E) that monitor the other three READ projects. It works with the MOE to support continuous assessment of students in primary schools.

To date, the READ program has together with the MOE successfully developed the new national reading 1-8 curriculum, developed grade 1-8 textbook and teacher's guides in the seven languages, trained over 64,500 teachers to use the new grade 1-4 reading textbooks and teacher guides, and developed courses in reading instruction in 30 teacher training colleges.

Other USAID programmes within education include:

- Improving Early Grade Reading through three Ethiopian Non-Governmental Organizations: Working in three regions, these activities develop supplementary reading materials, organize reading corners and clubs, and strengthen parental and community engagement around reading activities.
- Sustainable Water Resources: This activity builds capacity for graduate-level education, research, community outreach, and institutional development in sustainable water resource management. It was designed as a partnership between five Ethiopian universities and the University of Connecticut.
- Transforming Education for Adults and Children in the Hinterlands II (TEACH II): This activity increases access to non-formal education for children and adults in disadvantaged, remote areas and improves the capacity of district education offices to manage alternative basic education centres.
- University Success Program for Young Ethiopian Women (USP): This activity builds on the efforts of the Ministry of Education and university gender offices to better prepare 2,250 young women from three universities with the necessary skills to help them succeed in their undergraduate studies.

5.1.3 International NGOs

There are also a number of International NGOs working with GoE to improve access and quality of education. These include Save the Children (focusing on ABE), Link Community Development (school improvement planning), and Concern (reaching underserved children). The Peace and Development programme headed by a consortium of NGOs (UK, Mercy Corps and Islamic Relief) works in the Somali region to support GoE objectives to strengthen the basic service provision of health, education and water.

It is not possible to describe all of the education activities of all international NGOs in Ethiopia. One example, also supported by Norad, is Action Aid.

ACTION AID

ActionAid International (AAI) / ActionAid Ethiopia (AAE) works with communities to improve access to education for out-of-school children in remote and inaccessible rural areas. Their work is geared towards ensuring quality education through a consistent focus on the enhancement of the teaching/learning process and the transformation of the school into a motivational and child-friendly learning environment, particularly for girl students through the Promoting Quality in Schools (PQS) principles. Likewise, emphasis is given on initiating and promoting community based early childhood education. AAE intends to be pioneers and build excellence in this area.

AAI/AAE emphasizes that the provision of compulsory primary education is ultimately a state responsibility. Hence, AAE works to empower communities so that they work towards accessing quality education, participate in school governance and at the same time influence the government to ensure access to education quality at all levels. Based on their grass roots experience they will eventually link it to the national level work partnering with teachers union and education networks to influence educational policies at all levels.

Norad/SIVSA has entered into an agreement with AAI for 2015-1017 and Ethiopia is one of the target countries. A meeting with AAE was held while the team was in Ethiopia and their achievements and strong commitments were presented and challenged. It was learnt that AAE works closely with the local/regional/national authorities. The interventions' sustainability are secured by a 8-10 years time frame, to be gradually taken over by the authorities. AAE has experiences from several districts and woredas. Their experiences in establishing education services for pastoralist groups should be noted.

5.1.4 Norwegian NGOs

The main Norwegian NGOs active within education in Ethiopia in 2015 are the Adventist Development and Relief Agency (ADRA), Digni, Right to Play, Norwegian Church Aid and Save the Children Norway. Table 6 below shows budgeted support from Norad to NGOs on education in 2015.

Table 6 Norads disbursement (planned) for Education in Ethiopia, 2015 (1000 NOK)

| | Primary | Secondary | Tertiary | Unspecified | Total |
|---------------------------------|---------------|--------------|---------------|--------------|---------------|
| ADRA | | 2,328 | | 1,337 | 3,665 |
| Digni | 1,813 | | | | 1,813 |
| Right to Play | 941 | | | | 941 |
| Norwegian Church Aid | | 1,567 | | | 1,567 |
| Save the Children Norway | 12,436 | | | | 12,436 |
| Action Aid International | | | | 50 | 50 |
| Total | 15,190 | 3,895 | 25,073 | 1,387 | 20,472 |

Source: Norad PTA system

The unspecified category in Table 6 above includes support to education management and administration, plus to teacher training. Other NGOs may run programmes with education components. However, they might be classified as something else. Norwegian People's Aid (NPA) for instance has several projects dedicated to girls and women's rights, and access to resources. To achieve such goals education and skills training is essential in NPAs programme.

Due to limitations in Norad's internal recording system, there may also be other NGOs operating in Ethiopia with education components in their programmes which do not appear here.

ADRA

Norad currently funds a programme called Strengthening Equity, Access and Quality in Education (SEAQE), for the period 2014-2018. It is a regional programme, with the development goal of *"increasing education opportunities for poor and marginalised children, youth, women and their families in Ethiopia, Somalia, South Sudan, Sudan and contribute to thriving, peaceful societies."* The local partner - ADRA Ethiopia - does the implementation. It has a presence in almost all regions and has supported education since 2006, through projects funded by Norad and the Swedish Mission Council. This support has been primarily towards constructing schools.

The new SEAQE project takes place in the Oromiya Region. ADRA has moved to quality and access issues within the formal school system. There are planned activities from the district education office down to the household. Attention will be given in particular *"to facilitating practices of quality and equity with all stakeholders through hands-on training, peer education, local leader empowerment, functioning monitoring and reporting systems, and teacher support networks"* according to the SEAQE project document.

SEAQE Ethiopia works integrated with 3 schools which will be model institutions in terms of inclusive infrastructure, community engagement, school management and accountability mechanisms as well as quality of teaching. The approach is adapted from UNICEF's Child Friendly School Model. The integrated nature of SEQUE is an interesting methodology that accepts and thus targets the multiple challenges hampering education.

SAVE THE CHILDREN

There used to be seven parallel Save the Children operations in Ethiopia, but they were merged in 2013 into Save the Children in Ethiopia (SCIE). At that time, SCIE estimated that they reached 5 million children and 1.6 million adults directly, and 4.2m children and 9.4m adults indirectly, with half of these children and adults being female. There was a new restructuring in 2014, when SCIE also took over the operations of the international NGO Merlin. Thus, in that year, SCIE delivered programs in all major thematic areas reaching a total of 4,489,092 children and adults with total expenditures of USD 101.8 million.

SCI Ethiopia's goal for education is to *"create equitable access and learning outcomes for all children and youth including those in emergency."* According to SCN result document (Save the Children, March 2015), the strategic education objectives are to:

- Increase access to primary education for disadvantaged children in Save the Children operational areas
- Improve learning outcomes for all children (boys and girls) in primary schools supported by SCIE.

SCI Ethiopia's education strategy aims to create and improve on low-cost efficient initiatives that contribute to improving the quality of education. The Education program will build innovative programs, model them and showcase them to the government and partners. The main SCIE programmes currently include:

- *ECCD Literacy and Maths*; with teacher training, materials production and supply, and support to “O” Class, funded by the Banyan Tree Foundation (USD 246,908).
- *ECCD and basic education - Sponsorships*, in Tigray and West Shewa, funded from Save USA (USD 3.2 million)
- *Increasing Access to Education for Marginalized Children*, for the period 2015 – 2018, funded by Educate A Child Foundation (USD 7.29 million)
- *Promoting access to quality inclusive education for children (age 4-14)* in Alaba (SNNPR), Adama (Oromia) Ankober (Amhara) and Addis Ababa, funded by Government of Finland (Euro 1,2 million)
- *PAGES - Increased access to primary education for disadvantaged children*, in Afar, with focus on girls’ education, targeting 18500 girls, funded by DFID (10 million GBP).
- *Integration with food security*, 2013 – 2015, in Tigray and West Shewa, funded by Save Italy (Euro 1,5 million)
- *READ TA- a national programme* (SC is a sub-grantee on this project).The overall target for the project is reaching 15 million children but this is not specific to Save the Children, funded by USAID (USD 6,512,509)
- *READ CO - improved reading outcomes* via support for reading camps, community outreach and support, material production, and school incentives. Funded by USAID (USD 18,996,061)
- *Improving the quality of basic education in South Omo and the North and South Gondar*, through reading support (teacher training, materials production, community reading camps); programming for improved learning environments, water and sanitation. Funded by Norad Framework contract (USD 5,984,026)
- *Several Education in Emergencies programmes*, primarily in Gambella and Somali regions. Several funders, including UNICEF, UNCHR, NMFA.

RIGHT TO PLAY

Right To Play (RTP) has had projects in Ethiopia for several years. These have contributed to creating awareness about quality education and children’s learning outcomes through child friendly and inclusive education. Capacity building of teachers as well as improvements regarding methodology and teaching/learning environment are the main ingredients of their interventions.

Equity and equality through gender parity are basic components. Sports, play and various community activities have contributed to improved school attendance, reduced dropouts and higher completion rates.

RTP operates in the Wuchale woreda in the Oromia district, and two schools with RTP interventions were visited during the field visit. RTP reported that they together with government experts conduct community conversations to emphasize the value of education and underline the girls’ right to education and combatting early marriages. Today 11 000 (45% girls) children and youth participate in sport and play activities supported by 220 teachers (47% females) teachers.

All interventions are organized in close cooperation with the Woreda Education office, which has welcomed the RTP initiatives. The sustainability of the RTP projects is secured through the Education Office’s involvement in planning, mobilization of community members and monitoring of programme activities. The RTP interventions are aligned with the government’s education quality improvement policy.

NORWEGIAN CHURCH AID

Norwegian Church Aid (NCA) has several programs in partnership with the Ethiopian Orthodox Church Development and Inter-Church Commission (DICAC), on education. DICAC works with providing quality education in emergencies. DICAC has programs in Gambella, Somali, Tigray and Addis Abeba where provision of education is a key component. The programs provide education opportunities and skills training to refugee populations and the host communities of refugees.

DICAC has been where government infrastructure has been absent and has built schools and recruited teachers from the host population on primary level. However, where government education infrastructure is present, DICAC assists and supports these structures to tackle the influx of refugees. DICAC has a close dialogue with the government in their programs.

DICAC representatives are concerned that most development assistance goes to the emerging southern regions in Ethiopia. As DICAC operate both in the north and the south, DICAC observes that the refugee and host community situation in Tigray is critical. NCA and DICAC is as of June 2015 working on a proposal to the Norwegian Ministry of Foreign Affairs to expand its program in Tigray. A key component in this proposal is skills development and secondary education opportunities for youth and young adults.

NORWEGIAN PEOPLE'S AID

Norwegian People's Aid (NPA) has several partners contributing to access and quality education and training. One of them is Association for Women's Sanctuary and Development (AWSAD, formerly TTTM), which runs a crisis center for women in Ethiopia. They also provide protection, legal advice, health services and vocational training, as well as organising training services to cope with violence against women and self-defence. The target group is women living at the crisis centre, police, bureaucratic and legal personnel. AWSAD has been a partner with Norwegian People's Aid since 2007.

AWSAD's mission is to create supportive environment for women and girls by providing psycho-social support and creating social and economic independence. AWSAD is currently working on three programs. One of these is the provision of safe house services (safe home, food, medical care, counseling, services, basic literacy education, and skill trainings) for women and girls survivors of physical and psychological harm and their children as well. The other program focuses on the provision of training and capacity building to enhance the capacity of community and government institution in providing quality services for women and girls. The third program is that of the skill development which targets women and girls survivors of physical and psychological harm as well as women with low income. Education and training are offered based on the assessment/needs of the girl/women to enable her to get an education and generate income. The education is provided in the safe house and in schools (primary through secondary), vocational education centers and higher education institutions.

6 Key Thematic Areas - including Recommendations

The Norwegian White Paper sets out several focus areas that Norway should prioritise in its development of education support programmes. For the Ethiopian sector analysis, some of these themes have been chosen for closer analysis, to assess the relevance and feasibility of potential support within each of them.

The objective of the discussion is to provide tentative recommendations regarding support, and through which channels such support could be given. The basic assumption underlying the assessment is that Norway cannot support all of the focus areas, and that priorities have to be made.

Furthermore, it is emphasised that this review is not sufficient to make final recommendations regarding all suggested programmes and projects. While some initiatives are more interesting than others, several need to be appraised and assessed in more detail before they can be fully endorsed for a bilateral programme.

6.1 General Education Quality Improvement Project (GEQIP)

The main donor concentration within the education sector in Ethiopia is the GEQIP. It concerns and covers most of the thematic areas emphasised in the ToR, and is thus considered as an integral part of the analysis of these.

Improving quality and internal efficiency has been a core priority for several years, in particular in ensuring student completion and learning achievements. Thus, in 2007, the MoE developed the General Education Quality Improvement Project (GEQIP) to improve learning outcomes. The first phase of the programme had six pillars -- Teacher Development; Curriculum, Textbooks and Assessment; Management and Administration; School Improvement; Civics and Ethical Education; and Information Communications Technology.

GEQIP has been the main development partner vehicle for supporting GoE to improve the quality of general education. The GEQIP I was a federal program implemented through a decentralized modality, involving 11 regions, over 900 woredas, 21 universities, 36 colleges of teacher education (CTEs), and about 40,000 schools and ABEs. It was financed by IDA (USD 50 million), MDTF (USD 220 million, DFID, Finland, Italy and the Netherlands), Global Partnership for Education (USD 168 million), and the Government of Ethiopia (USD 13 million) under a pooled funding arrangement. (The World Bank, October 2013)

GEQIP II is the planned second phase of GEQIP, as the first four years were not regarded as sufficient for yielding sustainable quality improvements. According to the World Bank and DFID, the outcomes of GEQIP I show that progress is being made towards improvement of quality education. (DFID, 2014) (The World Bank, October 2013).

The GEQIP II started in January 2014, running for four years until July 2018. The program is expected to contribute to improved learning conditions and institutional capacity for enhanced learning outcomes for 21.6 million children (of which 10.54 million will be girls). (DFID, 2014). While not a general education sector plan fund, it is the only donor pooling financing mechanism available for education in Ethiopia.

GEQIP Phase II comprises six integrated components:

Component 1: Curriculum, textbooks and assessment to improve the quality and relevance of the curriculum; maintain and increase availability of textbooks and supplementary reading materials; and develop a robust national assessment and examination system and a school inspectorate. The introduction of braille textbooks is also proposed.

Component 2: Teacher Development to improve the quality of teaching through pre-service teacher education, in-service teacher training, Continuous Professional Development and professional licensing and re-licensing.

Component 3: School improvement grant to strengthen school planning for improved teaching and learning conditions and outcomes, and to fund the improvement plans through per capita

school grant provided on the basis of enrolment to all government primary and secondary schools. There is provision for additional school grants based on the remoteness and size of the school and the number of special needs children enrolled.

Component 4: Capacity building for planning and management including strengthening the Education Management Information System (EMIS). Implementation of school report cards is targeted at improving planning and decision making at school level and making it more evidence based. There will also be additional support for planning in developing regions.

Component 5: Information and Communications Technology (ICT) for learning to provide a foundation for equitable, quality learning and teaching in secondary schools. This is a new area of operations for GEQIP and reflects the GoE's commitment to developing a more strategic approach to the use of ICT in Schools. This Component will tailor interventions for isolated and poorer communities in emerging regions to provide equitable access to quality education.

Component 6: Programme coordination and evaluation to continue the GEQIP 1 emphasis on effective coordination, monitoring and evaluation, and add, as a third subcomponent, emphasis on improved communications. There is a need to strengthen communication between REB and WEBs and school communities and the general public on whose support to a significant extent GEQIP depends.

According to the World Bank PID (The World Bank, 2013), equity is addressed through mainstreaming of a number of cross cutting issues, including: gender, special education needs, and school health and nutrition. Attention has also been paid to focusing more support on the four emerging regions

GEQIP II is expected to contribute to improved learning conditions and institutional capacity for enhanced learning outcomes for 21.6 million children (of which 10.54 million will be girls). Some of the results anticipated are (DFID, 2014):

- All 40,000 plus government primary and secondary schools and Alternative and Basic Education Centres receiving a per capita grant of on average of USD 2 per pupil enrolled to focus on improving learning achievement;
- 1,600 principals and supervisors trained to ensure better managed, more accountable, primary and secondary schools and Alternative and Basic Education Centres;
- approximately 140,000 more qualified teachers and Alternative Basic Education Facilitators trained to use more participatory and inclusive teaching approaches in classrooms;
- 83 million more textbooks and supplementary materials effectively utilised by teachers and students to promote learning for all students, including the provision of braille books for the blind;
- 200 secondary schools use new Information and Communication Technology equipment to enhance learning outcomes of students;
- Skills and capacity of education officials in all 900 plus districts enhanced to monitor and support schools and Alternative and Basic Education Centres performance and help them to improve learning; and
- A national monitoring and evaluation system that builds on the existing infrastructure to provide more comprehensive feedback on progress and helps identify bottlenecks

GEQIP II is fully in line with the ESDP V. The estimated total funding need for the second phase of GEQIP is USD 550 million in the period 2014- 2018. An estimated USD 80 million of that remains unfunded, but the Ethiopian Government has committed its resources to cover any GEQIP funding gap. GEQIP does not cover the whole education sector however, and TVET and higher education are for instance not supported.

RECOMMENDATION

It is recommended that Norway joins GEQIP through the specific Multi Donor Trust Fund MDTF in the World Bank. The main reasons are:

- Pooled donor fund closely integrated with government and government plans,
- mainstreamed modalities working with every school,
- a clear focus on improvement of education quality,
- established implementation and administration arrangements, and
- inside strategic position in the education sector.

It is no coincidence that all major donors to basic education in Ethiopia - with the exception of UNICEF - participate in GEQIP. This is the main forum for discussions with MoE, and with the government on policy, plans and implementation. Being part of the group is considered strategically important for a donor like Norway that has a long term outlook for its engagement in education. GEQIP fits well with Norway's expressed development principles of harmonisation with other donors, and alignment with government plans. In sum, GEQIP is found to correspond to a number of the focus areas of the Norwegian Education for Development policy.

6.2 Girls' Education

This is one of the highest priority areas in the Norwegian White Paper on Education, and is also of great importance in Norway's general development aid objectives. Ethiopia shares this objective. A number of action programmes were established under the ESDP IV to achieve gender parity in education, and the new ESDP V re-emphasises this priority. It is a cross-sector priority that shall be mainstreamed in all other 6 priority programmes.

Some progress has been made. Enrolment figures show significant improvements in gender parity in particular in primary, but also in secondary schools. The GPI in the first cycle primary is now 0.91, with the GPI in the second cycle of primary education improving nationally to 0.97. The average survival rate for girls to grade 5 (the years 2007/08 - 2011/12) is better than for boys, at 49.6% compared to 47.1%.

The GER for girls in secondary education has likewise increased considerably over the past four years, improving the GPI for the first cycle of secondary education (grades 9-10) from 0.80 in 2009/10 to 0.94 in 2013/14, and the GPI for the second cycle of secondary education (grades 11-12) from 0.56 in 2009/10 to 0.85 in 2013/14. In higher education, however, disparities widen, and females remain underrepresented at all levels, with 32% in undergraduate, 19% in postgraduate, and 12% of teaching staff.

There are also significant disparities in learning outcomes. The share of girls that sat and scored 2.00 or above in the grade ten national examination was 45% for girls, compared to 61% for boys. In the grade twelve national examination 36% of males scored 350 or above (the official pass mark), while only 19% of females managed the same.

While progress has been made, critical gaps thus remain in reducing gender disparity. In fact, gender issues continue to be problematic at all levels of the education system. As perhaps expected, girls' enrolment and learning performance are consistently worse in emerging regions and in isolated geographic communities.

The reasons for the gender disparities are familiar and these Ethiopia shares with a number of

other countries. Key reasons include parental attitudes to girls education, household responsibilities, fear of gender based violence, early marriage, inadequate sanitation and other schools facilities, low self-esteem and predominance of male teachers. Schools must be safe, with adequate amenities for girls, and with gender friendly teaching methods for girls to consistently come to school, remain there, and learn. Reasons for leaving school differ between boys and girls and by whether they live in urban or rural areas. Boys identify poverty and girls identify early marriage as reasons that forced them to leave school (Ethiopian Federal Ministry of Education, 2013).

There are particular challenges in some pastoralist households as formal education is seen generally as a threat to the contribution of children to the household and to the pastoralist way of life. Pastoralist girls access to education is constrained by perceptions of parents that schooling compromises girls' reputation. This makes them less compliant which reduces their worth as marriage partners (Ethiopian Federal Ministry of Education, 2013).

In addition to the government, a number of NGOs have particular programmes targeted at girls and at supporting their participation and performance at school. Some of these, like the Right to Play initiative, is not specifically aimed at girls, but uses a methodology that involves girls in a highly inclusive way. Other donors with girls education projects include UNICEF, UNESCO, USAID and DFID. Judged by the titles of these projects, most would be of interest to a Norwegian programme, but they need to be subject to further assessment before conclusions can be drawn.

RECOMMENDATION

In this situation, a two-pronged "gender strategy" is recommended. The core element is to increase overall the quality of the teaching and learning environments, through GEQIP. This will help all, but in particular girls as they are believed to depend more on having decent, safe and well organised school environments. Parents that today do not allow their daughters to attend school are not likely to change attitude unless schools are safe and attractive places to go. If girls are seen as not learning anything at school, there is little for a poor family to lose by keeping them at home. The ESDP V is strong on changing attitudes and on designing, for instance, curricula, that are not only gender neutral, but also gender supportive.

There is, however, a long way to go. Thus, in addition to this "quality core", it is recommended that Norway keeps an eye open for innovative projects that can demonstrate in practice how girls can be brought to school, and how to assist their learning performance. This may involve other components than schooling – as for instance reproductive health counselling, food programmes, life skill courses, etc. Such projects should have a conscious strategy for mainstreaming, however, to ensure wider impact than the project itself. It should also be noted that Norway through multilateral and NGO funding already supports gender oriented education initiatives, among them UNICEF and the thematic allocation for education can be mentioned. Efforts should be made to assess more clearly the possibilities for creating synergies between major channels and initiatives.

6.3 Teacher Education and Management

Since 1994 there has been a marked improvement in the deployment of primary and secondary teachers in regional states, but disparities still persist. A closer look at teacher deployment across federal states suggests that the distribution was indeed disproportionate, disfavours remote and predominately pastoralist regions. Two factors seem to emphasise these inconsistencies. One factor contributing to regional disparities is related to the poor human resource planning of the concerned states. The other factor affecting the uneven geographical distribution of qualified teachers is attributed to the low level of development of the regions. These regions have no basic infrastructure and facilities and are physically removed from the centre. Harsh living conditions

in the remote regions constitute the most important factor for teachers' failure to report to duty. They can also mean that teachers give up their jobs earlier. According to the new education sector development plan (ESDP V), the government will apply incentive mechanisms to improve teacher distribution to hardship posts.

Female participation at all levels of the education system has been among the lowest in sub-Saharan Africa. However, in recent years the female share of the teaching force has increased due to the implementation of affirmative action policies which exclusively assigns/earmarks a 30 % quota for TTC admission to female students (MOE, 2005; UNESCO, 2008). The proportion of female teachers has increased from 32.2 and 8.1% in 2003/4 to 37.1 and 11.4% in 2007/8 at primary and secondary levels, respectively. However, from 2007/8 to 2010/11 the proportion of female teachers remained more or less the same at primary level, while it rose from 9.8 to 18.4% at secondary level during the same time period.

The substantial growth at secondary level in 2010/11 may be partly attributable to the fact that the number of universities which train secondary teachers almost doubled since 2007 and, furthermore, that the female higher education enrolment rose from about 15% to 30% in a decade (MoE, 2009; Semela, 2011). Despite the increase of the share of female teachers compared to two decades earlier, the trend between 2003/4 and 2010/11 portrays one of stagnation at primary level. However, contrary to ESDP III (2005-2010) that failed to set a clear target for the share of female teachers, subsequent ESDPs (IV and V) (MoE, 2010 and 2015) clearly indicate that the share of women in the teaching force should constitute half of the teaching staff at pre-primary, primary as well as secondary school level.

Multilateral and other donor organisations including UNICEF, UNESCO, FINNIDA and USAID have substantial interventions in the area of teacher education through collaboration with GoE. Particular focus may be directed towards areas such as capacity building of Colleges of Teacher Education (UNESCO), teaching methods (UNICEF), special needs education (FINNIDA) and the mother tongue as the language of instruction (USAID). Quite a few NGOs have particular projects targeting professional development of the teachers. Generally speaking these efforts are meant to strengthen and/or complement government interventions. Save the Children, in collaboration with regional education authorities, can be cited as an example, focussing as it does on new teaching methods and pedagogy of more inclusive character. These will again benefit girls and marginalised groups of pupils and ADRA concentrating on employable skills in secondary education.

Through the NORHED program Norway supports cooperation between Norwegian universities and higher education institutions in developing countries. Sub program 1 "Education and Training" provides opportunities to strengthen teacher education including teacher training for vocational teachers, systems by focusing on leadership and governance, and strengthening the higher education policy. The program is project-based and currently includes projects aimed at improving specific areas within teacher education, making teacher training more accessible for people in rural areas and strengthening the special teacher. The program focuses on institution-building and also includes education of the institutions' own scientists so that they can contribute to sustainable university environments with relevant research expertise.

RECOMMENDATION

Teachers represent a priority thematic area for the Norwegian government as well as being a key determinant factor for the quality of education in Ethiopia. This has to be addressed in the future development cooperation between the two countries. Again a two-pronged "strategy" for the bilateral funds is recommended. The main bilateral intervention for contributing to teacher development and the increase of the quality of the teaching and learning environment, will be through GEQIP. This will benefit all students and teachers, but the programme also includes special efforts to reduce the unfavourable situation of remote or emerging regions. As the emerging regions also cater for large refugee populations the Norwegian humanitarian

assistance through NGOs and regular civil society development interventions (global funds) should also be adapted to the general education efforts of these regions. To avoid sharp divisions between refugee and host populations, it is necessary that education and teacher interventions are flexible and inclusive with regard to both teachers and students of both populations.

As a second bilateral intervention in the area of teaching and learning, collaboration with USAID on the READ project is recommended. READ promotes teaching and learning in the mother tongue. Currently teaching materials and textbooks are available in seven languages. The government wants more languages to be included, some of which are in the emerging regions. The intervention is key to improving school outcomes and quality of education. USAID has an operational framework in place to expand the READ project, but has limited funds. Expanding the READ project to languages in emerging regions can, depending on resources and administrative capacity, also start within a more limited time frame.

6.4 Education Statistics

The availability and quality of Ethiopian educational statistics have improved in the last 10 years. The MoE has prioritised introducing and establishing EMIS at all levels of the education bureaucracy. The Government has fully bought into the idea that it needs to measure the success of its education policies, and the idea that MoE and the Regional Education Bureaus (REBs), the TVET Agencies and the Higher Education Institutions achieve their objectives. The value of education statistics for planning, decision-making, policy formulation, and monitoring and evaluation is appreciated at most levels of the education bureaucracy.

The latest publication containing general education statistics is the Education Annual Abstract for 2005 ET – or 2012/13. It reports on all levels of the education system, namely general education including ABE, TVET, College of Teachers' Education, and higher education and education expenditure in the country. The annual census is now conducted in all institutions. There is an EMIS office in each woreda and data are aggregated to produce nationwide statistics on a large range of education indicators. The ESDP V uses data as recent as 2013/14, even though these are yet to be published officially. Basic educational statistics are thus relatively well developed. This is not a small feat given the extent of the country and its many diversity issues.

There are still problems with quality of data, in particular from the more distant regions, and statistical analysis can from time to time give unexpected results – such as there being more children in school than have been recorded as born. This may just as well be due to flaws in the birth statistics as it may be due to wrong education data. However, the draft Expenditure Review from 2015 indicate significant problems with woreda data. Flow analysis of the woredas uncovered inconsistency in enrolment figures from one year to the next, with possibly as much as 50% of woredas reporting promotion rates above 110% in each of the years 2009-12 (we would expect below 100% since there is usually a considerable dropout.)

Some aspects are not sufficiently covered in current data collection, as for instance children with special needs. For TVET and higher education, the range and quality of data collected does not link well to ESDP plan objectives and does not reach the level of reliability for EMIS' general education data. (Ethiopian Federal Ministry of Education, 12 June 2015)

According to ESDP V, EMIS will expand during ESDP V to integrate a School Management Information System (SMIS) and a Teacher Management Information System (TMIS) for general education. Furthermore, EMIS questionnaires will be harmonized to minimize the burden on enumerators and to ensure that data relevant to the monitoring of ESDP V strategic objectives are collected and recorded.

Donors to EMIS include UNESCO, that provides technical assistance through the IIEP. DFID gives additional assistance through its QESSP programme. GEQIP II also has a sizable component for

supporting EMIS. The general aim of the GEQIP II module is to improve the quality of, and accelerate the completion of data collection, processing, analysis and dissemination for the above mentioned Education Statistics Annual Abstract. GEQIP will also support new products to meet a range of users' needs. Thematic areas of EMIS and planning will be identified and thematic reports will be prepared at federal MoE and REBs level. Emerging regions will receive additional support and the software systems will be integrated and improved. The subcomponent will support capacity building, school report cards, and IT infrastructure.

RECOMMENDATION

The fact that reliable education statistics are vitally important for a quality education system is recognised by the Government and donors alike. EMIS is already well supported, and while more support would certainly be welcome, additional Norwegian support should be fully harmonised with ongoing assistance. At the moment, that implies harmonising with the GEQIP programme.

6.5 Special Needs: Inclusion of marginalized and excluded children

Ethiopia has a high number of children with special needs that today are well outside the reach of the education system. The exact number is not known, but the ESDP V uses WHO estimates for people with disabilities in a population, ending up with an estimated 5 million children with special education needs. In 2013/2014 only about 78,000 children (42% girls and 58% boys) with identified special educational needs were enrolled in grades one to twelve. The ESP estimate that only 4% of children with special needs are enrolled in primary school. They are mostly enrolled in special schools or special classes in regular schools. This is clearly a barrier to achieving universal primary education.

Even though government has a clear policy for inclusive education, children with special needs remain amongst the most marginalized. The ESDP V lists several causes for the lack of progress:

- General lack of awareness
- shared unwillingness to accept responsibility (including where responsibility was shared across ministries)
- lack of knowledge, skills and commitment to implement activities to support Special Needs Education (SNE), which is true from the federal to the school level
- lack of reliable data to help understand the status of children with special needs and target suitable interventions
- absence of a financing mechanism to support SNE and inclusive education
- poor school infrastructure, facilities and adapted teaching and learning materials for SNE – along with the absence of standards and guidelines
- weak training for and pedagogical skill of teachers for SNE

Activities and interventions tend to be left to NGOs and church groups. Social acceptance of disability varies, and there are significant differences in approaches to these children across the regions. According to a Social Assessment of the Education Sector, on the demand side, there is need for greater awareness and incentives for parents to bring special needs children to school, while on the supply side, schools need to make arrangements and prepare the school, teachers and students to accept these children (DFID, 2011 (?)).

In the new ESDP V, special needs and inclusive education are considered relevant and should be included in all priority programs. Strategies identified in the plan include (p.80) *“provision of curriculum content and materials, equipping schools with facilities for improved access,*

establishing clusters/resource centres with teaching aids, providing teacher training to improve instruction and support, and improving access rates at all levels from general education to higher education.

With regard to donors, in the School Grant Programme under GEQIP, schools are given extra resources per child with special needs. Curriculum development is also supported under the same programme with due attention to inclusive pedagogy. Of the bilateral donors, Finland is the only with a programme of any significance within inclusive education. They have granted EUR 2 million to:

- Support to Teacher Education
- Strengthening the Inclusive Education Support Centre/Resource Centre network
- Technical support to national planning of inclusive education implementation

A recent evaluation of Finland's general support to inclusive education around the world has a specific chapter devoted to Ethiopia (Ministry for Foreign Affairs of Finland, 2015). It concludes that the Finnish support had a significant impact in changing attitudes and systematizing teacher training to make it more inclusive. However, it also found that*"these efforts had not led to wide-scale implementation of programs for school-aged children with disabilities. The structures put in place do not appear scalable mainly because of the lack government support and commitment and because multilateral donors have not made inclusive education a programmatic focus. The evaluation recommended a shift from the current small-scale operational support and service delivery through nongovernmental organizations and bilateral programs to an approach that channels expertise and resources far more strategically in support of systemic change."*

RECOMMENDATION

In spite of long-term Finnish engagement, the education of children with disability continues to be neglected, with approximately 97 percent of children with disabilities estimated not to be in school. This conclusion implies that this particular Finnish programme is perhaps not the best one suited for joint collaboration with Norway.

The Evaluation points out that more engagement through the multilateral support channels – meaning GEQIP – is necessary to achieve the level of scale that is required. This indicates that a Norwegian strategy for inclusive education could be to work together with Finland within GEQIP to make it clearer as a focus area. Support to Norwegian or international NGOs working in this area is also relevant, but it is important to bear in mind the Finnish findings that there are systemic challenges that hinder "good pilots" from being scaled up. With this background Norway should use its influence in different fora including steering committees and board meetings of multilateral organizations and initiatives to argue for more focus on and action for marginalized and excluded children.

6.6 Vocational training/education

Despite significant improvements in the TVET sector since a major reform in 2006, the TVET sector has many challenges. GIZ is a main donor and works with the government on policy and national structures as well as interventions on TVET college level. A possible approach for Norway on TVET would be to partner with GIZ.

RECOMMENDATION

There seems to be a gap in a systematic TVET approach on the agriculture sector. Thus, a possible

approach for Norwegian support would be on basic skills development and basic TVET for the agriculture sector. A vast majority of the Ethiopian population depends on agriculture. Such a focus could strengthen and be aligned with food security programs already existing with Norwegian funding. Further studies are necessary to identify potential partners and approaches.

The Team visited the office of the Norwegian company Yara, in Addis. Yara is currently planning a large mining operation in Afar. A partnership with Yara on TVET and/or basic skills development is interesting for Norway, perhaps in particular with regard to the “Platform for TVET”. However, Yara’s operation in Ethiopia is at an early stage, and Yara’s own plans are not yet settled. Yara stressed that in the Afar region there seems to be an acute demand for foundational skills and basic education, rather than pure TVET courses. Furthermore mapping and cooperation would be necessary to identify potential partners and appropriate approaches.

6.7 Information Technology

Ethiopia has a rapidly expanding telecom sector, but with a state monopoly. In 2012 there were 797,500 fixed telephone lines and 20.5 million mobile phones. About 26% of the population has a GSM connection. The government has stated that the telecom sector shall remain government-owned, and plans to expand coverage to 60 million mobile subscribers by the end of 2015. 4G services are currently available, initially servicing 400,000 subscribers in Addis Ababa. Yet, large parts of the Ethiopia included Addis Ababa still experience unreliable telecom coverage. Internet penetration is very, very low, at between 2-3% of population. (Nordic Consulting Group, 2015).

The Ministry of Communication and Information Technology (MCIT) has created 200 Community Information Centres and 11 community radio stations in remote areas of Ethiopia to provide information and updates on ICT, and as a conduit for support in healthcare, education, and agriculture.

The Government keeps tight control of the ICT sector in general, thus reducing the possibilities for independent initiatives. Government imposed internet filtering through a 2012 law which stipulates 15-year jail sentences to those attempting to circumvent government internet surveillance controls. Use of certain foreign internet telecom and program services has been legally prohibited to varying degrees. Possessing telecommunication equipment not approved by the national government is also prohibited. (Nordic Consulting Group, 2015).

The Government brought ICT onto the education agenda in full during the ESDP IV. In 2012, a taskforce under the Ministry of Education conducted a brief feasibility study to understand the current challenges and opportunities in leveraging ICTs for the delivery of quality education. This resulted in an eight year roadmap, which was taken up by the GEQIP II, that included ICT as one of five main components of the programme.

As of 2015, there are still a number of challenges (Ethiopia Ministry of Education Taskforce, October 2014):

- Institutional management and leadership for ICT and coordination between CEICT, Ministry of Communication & Information Technology (MCIT), Ethio Telecom, REBs and schools is weak;
- Teachers and students have limited access to e-learning resources and there are low levels of teacher skill and confidence to use ICT in classrooms;
- A greater focus on the educational programs production techniques and broadcast quality is needed;
- Schools use e-mail for basic level of correspondence and communication but they do

not fully utilize ICT for school management, monitoring, and communication;

- Learning materials that are locally and culturally contextualized are not sufficient;
- ICT is currently considered as a distribution channel for educational programs not as a source to support access to knowledge and skills more broadly;
- There are still too few computers and peripherals in the schools. The overall resilience of the infrastructure is weak. Some schools are still without electricity and do not benefit from the broadcast program.

The ESDP V gives continued emphasis to ICT, and it is included as one of five main components under the Priority Programme “General Education Quality”. The overall priority is integration of pedagogy, content and technology. The two subcomponents reveal how the Government plans to approach ICT:

- **Sub-component 1: ICT infrastructure for teaching and learning.** An ICT policy for the education sector will first be agreed and approved, which will then be concretised in a strategy. Central to the strategy will be the ‘SchoolNET Cloud-Computing’ infrastructure, which will be the portal through which students and teachers have access to centrally stored, digital content. For this, a fully functional and well-equipped data centre and network operation centre, supported by a learning content management system, will be established.

In addition, more schools will gain access to free or low-cost Internet connectivity and networked, inclusive computer laboratories (with e-Braille readers). Pastoralist and rural area secondary schools will be equipped with solar powered tablets/mobiles. To overcome challenges of a reliable maintenance and repair scheme, ICT equipment maintenance workshops/centres will be established in all regions.

- **Sub-component 2: content development for ICT.** The above strategy will also cover the development of digital content, to be shared across the various platforms. ICT will be mainstreamed across core subjects at all levels. Rather than a standalone ICT course, activities will exist for all core subjects that demand the use of ICT, including radio, television and digital technologies. Digital content will be developed and disseminated across all curricula and cross-cutting issues including: gender, environmental protection, water, sanitation and hygiene, HIV/AIDS, and drug and substance abuse prevention so as to boost an e-learning culture among students and teachers.

Successful implementation of such an ambitious programme would put Ethiopia at the front of the use of ICT in education in Africa. However, impressions from field visits to schools and to Woredas indicate that there perhaps are more obstacles than the ESDP V allows for. For students particularly at the primary level, there are also serious cost-benefits issues. For schools that can hardly afford paper and pencils, equipping them with digital tools may not be the best use of resources in relation to basic education needs. Thus, the focus on secondary education is sound, but the resource question remains for a number of secondary schools that today are short of everything, including qualified teachers.

GEQIP II has as mentioned a substantial ICT component, budgeted at almost USD 35 mill. It broadly supports the ESDP V plans, starting with supporting the finalisation of the policy and a detailed education ICT strategy. At the same time, GEQIP funds pilots at a number of secondary schools, and intends to test several of the suggestions in the ESDP V.

There are however, both strategic and operational issues with the current ICT component in GEQIP that ought to be discussed further. Implementing the large ICT infrastructure project is resource demanding. There is thus a concern that at the current stage, practical infrastructure planning and implementation seems to take most resources. This may happen at the expense of resources for development and implementation of the pedagogical content. Thus, Norway could

play a role in assisting GEQIP implementation to ensure a balanced development between the two.

There is also the obvious danger of widening an already existing learning gap between rich and poor regions of Ethiopia, as the less developed regions are less able to utilise digital tools and services. The current ICT project is implemented in relatively well funded schools in the more prosperous regions in Ethiopia. MoE has certain criteria for schools to be considered for installation of ICT equipment, like waterproof roofing, proper school building and access to stable electricity. Whereas such criteria are understandable for practical reasons, this runs the risk of increasing inequalities between schools in the country.

Without disputing the need to work with the most ICT-ready schools, it would enhance the programme if it also worked with less developed areas, for instance in the emerging regions. This would probably require very different infrastructural methodologies, but would be more in line with the Norwegian White Paper 25 that focuses on ICT solutions for marginalised people.

RECOMMENDATION

For ICT, due to government's tight control of the area, there seem to be few other options for a donor than align with the plans outlined in the ESDP V. A donor may suggest its own ICT project ideas, but there is little chance for mainstreaming of such pilots unless it is supported by the MoE – if one is even allowed to do such a pilot.

It is thus recommended that a Norwegian ICT effort in education be kept within the existing framework of the ESDP V, and thus implicitly, also the GEQIP II. Indeed, being inside GEQIP is likely to be strategically interesting, both from the perspective of learning about the implementation of the ambitious ESDP V, and to be able to discuss what Norway considers relevant issues within the ICT area. Norwegian participation in the GEQIP could for instance be used to raise the question of using ICT to even out existing regional differences.

6.8 Emerging Regions

Four regions of Ethiopia are termed “emerging”, namely Afar, Somali, Gambella and Benishangul-Gumuz. They have low levels of development relative to the national average, and generally share five characteristics (UNCDF/UNDP, 2007):

1. They have poor levels of infrastructure and services;
2. They are prone to border conflicts with Sudan and South-Sudan, Somalia and Eritrea and internal (clan) conflicts;
3. They are strongly traditional in social practices, predominantly rural, with a mobile population, dominated by pastoral and agriculture as the basic means of livelihood;
4. Women suffer extensively from marriage practices and a major lack of education;
5. The local and regional government system lacks capacity to deliver basic infrastructure and services.

The four emerging regions are situated at two extreme ends of the country: The east (Somali and Afar) and the west (Benishangul-Gumuz and Gambella) with pastoral communities in the former and agro-pastoral communities in the latter. Literacy levels are low particularly in the pastoral regions. These regions are characterised by small, scattered and nomadic populations making it challenging to provide public services. Most of the areas are inaccessible with poor or no roads and few social services. The regions also have different ethnic compositions. Lastly, regions like Gambella have large refugee populations with children moving in and out of the Ethiopian school system, depending on capacity and resources.

While all regions of Ethiopia face problems in terms of access and quality of education, the situation in emerging regions remains particularly challenging. Enrolment is generally well under national averages – even though both Afar and Somali have seen good progress in recent years, primarily due to the ABE school system that allows for more flexible learning environments. The Somali region now shows GERs that are on par with more developed areas. On the other hand, net enrolment in Afar is only 41.5%, and many students progress only slowly through the system. Whilst the overall rural dropout rates are declining, dropout rates in pastoralist areas remain high particularly in Grade 1. In Afar, the grade 1 dropout rate was 36% - far above the national average of 22%.

Table 7 Primary Enrolment in Afar and Somali regions

| | Status in 2009/10 | Target by 2014/15 | Achievement in 2012/13 |
|-------------------------|-------------------|-------------------|------------------------|
| GER (1-8) Afar | 39% | 98% | 51% |
| GER (1-8) Somali | 66% | 100% | 97% |

Source: ESDP V Draft Situation Analysis, MoE

The federal government is well aware of the development challenges in the emerging regions, and has for several years targeted the areas with public investments and other types of incentives and programmes. Education sector development has been helped by rapid expansion of infrastructure, water services for humans and animals, and a generally integrated development approach. The MoE has established a directorate with responsibility for support to the emerging regions, including technical assistance and financial support.

The ESDP V has one particular component under the priority programme for access, devoted to special support for the four emerging regions (Component 4). The ESDP points out that regional inequalities are often closely linked to social and economic inequalities, rural-urban differences, ethnicity and language. The ESDP Component has the following objective, and related indicators:

Table 8 ESDP V Objectives for Emerging Regions

| Objective: the four emerging regional states will have the skills, resources and capacity required to improve educational performance to reach national standards | ESDP IV T (F/M) | Target T (F/M) |
|--|------------------------|-----------------------|
| GER for pre-primary in emerging regions (age 4-6 years on entry) | 8% (7/8) | 80% (80/80) |
| GER in Afar for primary grades one to eight | 74% (72/76) | 98% (98/98) |
| Number of technical assistants deployed to emerging regional states | 24 | 30 |
| % of woredas in emerging regional states that benefit from special support programme | N.A. | 100% |

One interesting intention signaled in the ESDP V is that MoE will investigate a reward and incentive scheme, along with improvements to the working environment, to encourage capable staff to take on posts in emerging regional state education offices. One of the key problems has been the difficulty in recruiting and retaining good staff at alle levels.

PASTORALISM

Inequalities associated with specific livelihoods often contribute to national disparities. Engaging - and adapting education services to - pastoralists has proven particularly challenging. This is not a small group in restricted areas. In Ethiopia, pastoralists comprise approximately 15 million people, belonging to 29 different groups. They inhabit 61% of the country's landmass (DFID, 2011). Education indicators for pastoralist areas are among the lowest in the country, even within the emerging regions: Lowest literacy rates, highest dropout rates and furthest distance from schools. The social assessment for the education sector carried out by DFID in 2011, identified the following socioeconomic and cultural factors that contribute to low levels of education and inequitable distribution of services in the emerging regions. These include:

- A scattered and low population, and a mobile population which makes it difficult to provide infrastructure and social services;
- low level of awareness on the importance of education, and reluctance to send girls to school, and the practice of early marriage;
- occasional conflicts among different clans and subsequent displacement of families and children dropping out of schools;
- vulnerability to repeated drought and food shortage resulting in drop outs;
- demand for child labour for economic activities and household chores.

Most pastoralists are today served by the ABE school system in primary school, but its effectiveness is hampered by weak technical capacity of officials and ABE facilitators and teachers; shortage of qualified manpower; shortage of teaching learning materials and teaching aids; weak supervision, planning, monitoring and evaluation at various levels. Language also plays an important role, as a number of pastoralist children are not taught in their mother tongue, as books or teaching material in the indigenous languages are not available.

The mobility attached to 'slash and burn' agricultural practices, makes service provision very difficult, meaning indigenous households can be 3-7 kilometres from the closest ABE centre (DFID, 2011). The importance of education, and especially that of girls, is not generally recognized among indigenous communities. Women and girls tend to have a low status, and their income earning potential is not acknowledged. Furthermore, communities fear that formal education would undermine cultural and social cohesion within pastoralist communities (Ethiopian Federal Ministry of Education, 2013).

RECOMMENDATION

Providing education to "those we have not reached" is a key objective of the Norwegian education policy as stated in the White Paper (Norwegian Ministry of Foreign Affairs, June 2014). *"We will support efforts to identify marginalised groups. We will look into the opportunities for recruiting teachers from different minority groups and increase awareness of the importance of the language of instruction for the quality of learning in general and for children from language minorities in particular. We will draw attention to the needs of the large percentage of children and young people who do not yet have access to education because they live in areas affected by crises or conflicts."* (Page 20)

While there are many groups that fall within this category in Ethiopia, the emerging regions contain most. The large refugee populations are examples of this, in addition to those indigenous to the region. It is thus recommended to have "emerging regions" as a general strategic focus area for Norwegian bilateral efforts.

Different NGOs, INGOs, UNICEF, UNESCO and other donors have a range of programmes in the emerging regions. Some of these could be considered for cooperation in the medium term, but require closer assessment.

The one programme that could be assessed for more immediate support is USAID's READ programme (Ref USAID above). This programme has, for 7 languages, successfully funded the development of a new national reading curriculum for grades 1-8, development of textbooks and teacher's guide, trained 64000 teachers, and implemented courses in reading instruction in 30 teacher training colleges. These seven mother tongue languages reach 82% of primary school learners nationally. USAID was requested by the MOE in 2015 to consider supporting an additional 30 mother tongue languages, but it does not have the resources itself to do so. The general methodology for how to do this is by now tested and proved, and the Government attaches high priority to covering more languages. Norway could support such language development of additional mother tongues in the emerging regions.

7 Conclusions

Ethiopia meets the basic conditions for receiving Norwegian bilateral support to education:

- Government has proven commitment to education in its policy and strategy, and in financial allocations.
- Education sector plans prioritise access and equity, as well as quality in education.
- There is a functioning education bureaucracy in place, from the federal down to the village level.

Meanwhile, Ethiopia has considerable challenges in the education sector. About 4 million children are not in school and the quality of education is in general poor. The draft ESPD V reveals a large funding gap, which calls for external resources.

Ethiopia remains one of the world's poorest countries, and lies at the centre of an unstable region that has been subject to conflict and environmental shocks for decades. Retaining Ethiopia as a stable and continuously developing country is imperative for the prosperity of the region. Education is, besides a basic human right, a proven tool for both reducing poverty and instability.

It is thus recommended that Norway and Ethiopia develop a bilateral education programme.

7.1 What to do? Criteria, Strategy and Programmes

The objectives in the White Paper 25 Education for Development and the approved results framework for the Norwegian development assistance to education lay the foundation for the recommendations. As of July 2015 a results framework specifically for the bilateral Norwegian development assistance to education in Ethiopia is under development. The framework will go into detail on how ongoing and new education initiatives with Norwegian funding in Ethiopia is aligned to the overall objectives in the results framework. Thus, baselines and indicators will be elaborated in the bilateral results framework for Ethiopia.

Other strategic criteria for recommendations include:

- **Harmonization with ongoing support** – Norway is new to education in Ethiopia, and will need to build capacity, knowledge and operational modalities that can ensure quality inputs and resource transfers to the sector. The bilateral programme is thus foreseen as being developed in stages. In the first phase, efficiency considerations indicate that Norwegian support should aim at cooperating with one or more established donors, or/and donor programmes.

- **Quality of learning environment** – the status of Ethiopian education implies that improving quality of education should be a priority. If learning outcomes do not improve, there is a risk that large education expenditure on creating access will be lost. The situation where more than 1 in 5 children quit school in the first year needs immediate attention. This will benefit children at school, but also improve the chances for convincing parents to send children currently out of school, to school. There is little use in encouraging marginalized children to come to a school when they do not learn to read or write in 4 years of schooling.
- **Innovative and catalytic for marginalized groups** – there is a great need for more innovation with regard to how marginalized groups – including girls - can effectively and efficiently be reached with quality education, at all levels. This includes cross-sectoral projects that include other inputs, like health and school feeding services. Emerging regions pose a particular challenge.
- **Mainstreaming** – efforts should be aligned to government general education system and structures. Innovative projects should in the longer run have potential/aim at being included/mainstreamed in government systems. It is important to think scale when interventions are supported, as scarce resources need to be applied to those projects with the best cost/benefit ratios. A key question in any appraisal should thus be whether a smaller project can be leveraged at a bigger scale.

RECOMMENDATIONS

In the first phase of building the bilateral education portfolio, the following is recommended:

1. As discussed in chapter **Error! Reference source not found.**, it is recommended that **Norway joins the multi-donor GEQIP initiative** at the earliest opportunity. The initiative harmonizes donor interventions and its main objective is to increase the quality of education. It is an integral part of the Ethiopian education system. The GEQIP also includes innovative elements like ICT. There is still a large funding gap in GEQIP.

Norway can probably join GEQIP without much delay, with limited transaction costs involved. It is apparently the key forum for discussion between education donors and the government in the sector. Being inside of the group is considered an important strategic element for a long term engagement in education in the country. It will allow promotion of and greater attention to important Norwegian education objectives also outside of the direct bilateral support portfolio.
2. A second recommendation is that Norway should focus geographically **on education in emerging regions** as a strategic priority. These regions score consistently worse on almost every education indicator. At least two of the emerging regions also host large refugee populations, which puts additional strains on the local education system. While the Government provides extra support to these regions, much more adapted support is needed. Most of the emerging regions are home to substantial pastoralist communities with particular traditions and cultures, including their own languages. There is a number of current options and possibilities, including:
 - USAID's READ project; that promotes teaching and learning in mother tongue. Currently teaching materials and textbooks are available in seven languages. The government wants more languages to be included, some of which are in the emerging regions. The intervention is key to improve school outcomes and quality of education. USAID has an operational framework in place to expand the READ project, but has limited funds. Expanding the READ project to languages in emerging regions can start almost immediately, and is fully in line with Government priorities.

- Support to teacher colleges in emerging regions – having good local teachers is essential to improving the quality of schools. UNESCO has provided targeted support at a limited scale to teacher colleges in the emerging regions with the help of IIEP. This can potentially be extended and elaborated.
- UNICEF has a number interventions in emerging regions, some which pilot interesting methodologies and approaches to education for marginalized groups, including pastoralists. As UNICEF works closely with government, the possibilities for mainstreaming successful pilots is clearly there. UNICEF is currently planning a new programme, that can be assessed for possible bilateral support. It should be noted that UNICEF Ethiopia already receive a considerable amount through Norway’s global thematic contribution to the organization.
- Several NGOs/INGOs have interesting efforts and projects in the emerging regions. These include Norwegian Refugee Council (NRC), Save the Children, and Norwegian Church Aid (NCA). All have interventions that target education and skill development of refugee populations in the regions. The three NGOs also have projects in the Tigray region targeting Eritrean refugees. In addition to the three already mentioned NGOs, The Norwegian Peoples Aid (NPA) and Right To Play (RTP) are of particular interest based on this preliminary mapping.

Of the above emerging region programmes, the USAID READ is perhaps the most immediately feasible alternative. The programme has already been tested and tried with seven languages, and the modalities can “easily” be extended to new languages. Assessing and appraising the programme should thus be less time consuming than for some of the other alternatives. USAID has also informally confirmed they are interested in bringing in other donors to fund an extension of READ. Finally, the MoE has not only expressed interest, but actively been pushing USAID to extend the programme. The government considers it vital for marginalised groups that they can be taught in their mother tongues.

Over the coming 3-4 year period, a plausible approach to the Norwegian education portfolio in Ethiopia is to have GEQIP at its core, supplemented over time first by USAID READ and thereafter possibly a limited number of bilateral initiatives primarily to the emerging regions. The new initiatives in the emerging regions should take into consideration existing Norwegian support to NGOs, INGOs and multilateral organizations.

Norwegian support to NGOs in Ethiopia is already extensive and many NGO/INGO initiatives are in line with the priorities of the White Paper Education for Development. Additional funds to INGOS and NGOs through SIVSA funds will be considered if INGO/NGO projects create synergies to bilateral interventions and/or fill gap in the bilateral education portfolio.

There may also be other efforts locally that this study is not aware of. As regions have substantial independence, not all initiatives are known at the federal level. Indeed, the dissemination of knowledge and lessons across regions may in itself be an interesting area for support.

Finally, the timing of the different efforts in the bilateral programme will depend on a) available financial resources, and b) the level of Norwegian administrative capacity. For the immediate future, both factors indicate a limited number of projects besides GEQIP and possibly USAID READ.

7.2 Risks

It is necessary to emphasise that quick results are not likely. This was a consistent message from every stakeholders meet during the field visit. The massive extent of the challenges necessitates a long term view.

For GEQIP, the World Bank rates the overall implementation risk as “substantial”. This was based on the procurement delays in GEQIP I, where significant delays were experienced mainly because of insufficient capacity in the MoE to deal with large procurement packages. A new implementation mechanism has been introduced in phase II to deal with these issues.

The other risk ratings are as follows (The World Bank, October 2013):

Table 9 GEQIP Risk Ratings Summary Table (World Bank)

| Risk | Rating |
|--|---------------|
| Stakeholder Risk | Moderate |
| Implementing Agency Risk | |
| - Capacity | Substantial |
| - Governance | Moderate |
| Project Risk | |
| - Design | Substantial |
| - Social and Environmental | Moderate |
| - Program and Donor | Low |
| - Delivery Monitoring and sustainability | Substantial |
| Overall Implementation Risk | Substantial |

Details of the risk rating can be found in the Project Appraisal Document (PAD) from 2013. The design risk is rated as substantial due to the complexity of the project with multiple components and multiple sub-components. According to the World Bank, it has tried to minimize design risks with detailed explanation of proposed activities. Generally, the PAD outlines mitigation measures and risk handling strategies for each of the factors identified above. A further risk analysis of GEQIP is found in DFIDs *“Improving the Quality of General Education in Ethiopia - Business Case”* from 2011. This mostly agrees with the World Bank analysis, and while there are substantial risks, the likely benefits from the project are found to outweigh the risks.

For Norway, being part of GEQIP clearly reduces the risk of a bilateral programme in the initial years. There are more stakeholders to absorb risk, and the combined pool of resources available improves the possibilities of successfully handling unforeseen events. It also drastically reduces risk administration and monitoring costs for a bilateral donor like Norway.

The second part of the recommendation – emerging regions – is at a very different level of risk, and will require careful consideration once project/programmes are chosen. It has proven challenging to work effectively in these areas, and support must be thoroughly designed and planned.

Annex 1 Terms of Reference

Background

The White Paper Education for development (Meld.St.25 (2013-2014)) which was launched in June 2014 states that Norway shall “launch a special education effort” in a limited group of countries that will be chosen for their strong national efforts in the education field and the priority they give to vulnerable groups. Based on these criteria Ethiopia has been identified for possible development cooperation.

As a result of the multi-year mobilization efforts to enroll school age population across all regions and the concurrent establishment of Alternative Basic Education (ABE) centers for hard to reach children, the national Net Enrollment Rates (NER) for grades one to four have increased from 87 % in 2009/10 to 96% in 2012/13²⁶. However, in spite of achievements, a 2012 UNICEF report suggested that around 3 million children were out of school at the primary level and a further 1.8 million in lower secondary. Nationally, more boys than girls begin school at the correct age (GPI =0.95), but there are clear regional variations, with Afar enrolling far more girls than boys, and Tigray and Somali almost achieving parity. According to the EFA 2013/4 GMR Ethiopia has the sixth highest population of illiterate adults in the world at around 28 million.

Through support to multilateral organizations such as UNICEF, UNESCO and Global Partnership on Education /GPE Norway indirectly provides support for primary and secondary education in Ethiopia today. Bilaterally, the main education support is currently to higher education as part of the support to the areas of natural resource management, climate change, environment and agriculture (Hawassa, Mekelle). Further, there are several projects in Ethiopia as part of Norway's programme for capacity development in higher education and research for development (NORHED) where the individual project agreement is based on close collaboration between a university in Ethiopia and a university in Norway. There are currently eight NORHED-projects where Ethiopian universities are the lead partner, in addition to three projects where Ethiopian universities are included in regional partnerships led by another African country. After Uganda, Ethiopia is the country with most NORHED-projects. The projects range within a number of topics, such as education, health, natural resource management and the humanities, and seven Ethiopian universities are involved. In the education sector there is also substantial service delivery collaboration, which also contains important elements of system improvements and policy development, between Norwegian and Ethiopian civil society organizations.

Hans Brattskar, State Secretary of Foreign Affairs, visited Ethiopia in October 2014 and met with several ministers from the Ethiopian Government, including State Minister Ahmed Shide, Ministry of Finance and Economic Development and State Minister Fuad, Ministry of Education. Brattskar informed about the Norwegian Government's decision to make Ethiopia one of 12 focus countries and as a consequence of this also Norway's interest to engage into further cooperation in the education sector. The Norwegian initiative was very much welcomed by the Ethiopian Government. The Royal Norwegian Embassy in Addis Abeba has continued the dialog with the GoE about the possibility of bilateral cooperation in the education sector and a particular focus on primary and lower secondary education, including vocational training.

²⁶ All data from “Situation analysis to plan preparation of ESDP V” (October 2014)

As a basis for future collaboration between Ethiopia and Norway it has been decided that a sector review/study and analysis will be conducted in order to enable the development of knowledge based education portfolio for the development cooperation between Ethiopia and Norway.

Main purpose of the consultancy

The main purpose of the sector review/study and analysis is to create a solid foundation for the development of a knowledge informed/based education portfolio for the development cooperation between Ethiopia and Norway.

The analysis including its indicative and broad suggestions for interventions to be supported as well as the final report including recommendations for future Ethiopian – Norwegian development cooperation in the field of education, shall be in line with the Ethiopian national education plans and the the Norwegian White Paper

“Education for Development” (Meld.St.25 (2013-2014) Report to the Storting). With reference to the chapter on bilateral cooperation in the white paper the following is stated: *“To the large extent possible it should seek to ensure that all children in the [cooperating] countries are able to complete primary education and that as many as possible, especially girls, complete secondary education, and that the education is of good quality and relevant to the labor market.*

The objectives of the consultancy are:

- To acquire a general overview of the situation within the education sector (main focus on primary level and lower secondary level) the plans and priorities of Ethiopia and of major donor agencies/development partners within the education sector.
- Undertake a preliminary analysis of sector, subsectors (progress, obstacles/challenges and opportunities), *the Ethiopian education sector development* programme and other major education programmes and *relevant implementing agencies/institutions*.
- Based on the overview of the sector and the subsequent analysis to identify/indicate thematic areas and alternative interventions where Norwegian development cooperation and support may have an added value and comparative advantages, including where including where it is most strategic for Norway to fill a financing gap.
- To assess the need for further analysis, for instance with regard to the political/economic aspects of the education sector (or parts of it)

The above thematic areas should not restrict the analysis as additional aspects may prove relevant in the course of the study. The analysis is meant to give a broad based background for Norway’s future engagement in education, and this may imply discussion of subjects also outside of Norway’s immediate priority areas.

Scope of work

The consultancy (study/review/analysis) shall, with reference to the White Paper “Meld.St.25 (2013-2014) Report to the Storting Education for Development”, address all the thematic priority areas for Norway’s development assistance in the education sector in general: *quality*

including learning and teachers, girls' education, marginalized groups' education, education in emergencies ("emerging regions"), ICT and innovation and vocational training and education.

Further, the consultancy shall be based on the general principles for the development cooperation which are stressed in the White Paper on Education for Development, including:

- The bilateral cooperation shall be organized in a way that maximizes synergies between the various efforts, upholds the responsibility of recipient countries and ensures that requirements for aid effectiveness are met
- Promote the development of effective cooperation arrangements at country level and consider assuming responsibility for coordination at country level and consider assuming responsibility for coordination of GPE in selected focus countries

The analysis shall include but not necessarily be limited to the following tasks:

- Describe national plans and policies in the education sector, including administration and services, procedures for management of funds and briefly review technical capacity and performance
- Identify and outline priority areas of GoE within the education sector with a particular focus on the *Ethiopian education sector development programme (ESDP IV)*
- Briefly discuss, on the basis of the education policy and priorities of Ethiopia, possible short and long term areas of cooperation, considering the
 - o Key challenges of the sector
 - o Management capacity of possible implementing entities
 - o Norwegian policy guidelines and principles for cooperation in the areas of education, gender and marginalized groups
 - o Support from other donors including collaboration between donors and authorities
 - o Norwegian resource base
- Describe briefly on-going and planned donor assistance to the education sector and assess possibilities for co-financing with other cooperation agencies
- Perform a brief risk analysis of a Norwegian engagement in the education sector in Ethiopia, including suggestions for mitigation efforts.

Subsectors / thematic areas of particular interest for both the analysis and suggested areas of cooperation

The assessment will in particular, but is not limited to, include a review/assessment of status and possible need for support/collaboration in the following areas:

- Girls' education including education and health synergies/perspectives combined. Combating female genital mutilation and gender violence is already part of a collaborative effort of the Norwegian- Ethiopian governments.
- Teacher education; pre- and in-service training including the existing/potential use of ICTs (for instance distance education for teachers and digital tools to support the teacher in the classroom)

- Management of teacher resources and equitable distribution of teachers, including the use of ICTs for management/administration of teachers, for instance through digital payment of salaries.
- Education statistics /EMIS including TEMIS
- Inclusion of marginalized and excluded children, including curriculum development.
- Vocational training/education, including youth and adult literacy training

For all areas one will explore how Norwegian support can contribute to quality education for girls and marginalized children, such as poor rural girls and disabled children. Given the situation in the education sector in Ethiopia, system related issues need to be addressed.

The assessment will include a review of how innovative use of information technology can be supported to strengthen the education in Ethiopia, either as a strategy to strengthen existing interventions or suggestions for the development of new projects. For this purpose, the review should be based upon publicly available information, include a brief overview on ICT infrastructure and mobile coverage among the population in general, and – if possible - in education institutions and community centres in particular,.

The assessment will also identify possible research areas, in relation to Norwegian support, where technical support or institutional cooperation could be an added value.

Channels for support

The assessment will review the possibility of providing financial sector support to the education sector plan in Ethiopian education sector development programme (ESDP IV), and whether and how such support should be strengthened in particular areas through additional support .

The assessment will also review and suggest other channels for support, including UN and civil society organisations.

Cooperation with donor partners

The assessment will review, particularly in relation to the above mentioned areas, possible donor partners for cooperation. Relevant donor partners to assess, but not limited to, are: the UK, Germany, USA, World Bank, and EU.

Timeframe for the work and Deliverables/reporting

The timeline for the work is as follows:

- 15th March 2015 – Start of analysis
- 30th March 2015 – Draft Inception Report
- 10th April - Final inception report
- 5th May - Draft desk report (document review), basis for field visit
- 15th May – Comments from Norad, the Embassy and MFA received
- 20th May – Second draft desk report
- 1st – 12 th June Field visit (tentative)

- 20th June – Draft Final Report
- 1st July – Comments received
- 1st August – Final Report

Deliverables:

- Inception report
- Desk report (document review)
- Final report including recommendations for future Ethiopian – Norwegian development cooperation in the field of education.
- Presentation of report including recommendations at Norad.

The process and deliverables can be subject to changes, for instance due to developments following the elections in Ethiopia the 24th of May.

Norad requests the final recommendations if possible, to be organized in line with the tentative draft results framework that applies to the Norwegian development assistance to the education sector and the White Paper “Meld.St.25 (2013-2014) Report to the Storting Education for Development”. The report in English is not to exceed 50 pages and shall include an executive summary of no more than 4 pages as well as recommendations for future Ethiopian – Norwegian development cooperation in the field of education.

The total time frame, given a team of one consultant and possibly with the assistance of one local consultant in Ethiopia, is set to 30 days. This is based on an education expert (using up to 25 days in total and a financial management expert using up to 5 days in total. A local consultant will in addition be hired to assist the Team during the field visit in June.

The analysis will be conducted as a desk review based on existing studies, analysis and reports, but possibly supplemented with communication with GoE/MoE/Embassy through the assistance of a local consultant and/or by telephone /e-mail communication. Some reports are already identified, but the consultants are responsible for identifying and collecting documents for assessing the education sector in Ethiopia.

Oslo, 27 March 2015

Head of Education Section

Norad

Annex 2 ESDP V (Draft) Key Performance Indicators

| Key Performance Indicators (All targets stated as female / male where relevant) | Baseline (2013/14 unless stated) | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 |
|---|--|--------------|--------------|--------------|-------------|-------------|
| Finance | | | | | | |
| Government public expenditure on education and training (%) | 23.3 (2012/13) | 24.8 | 24.9 | 24.9 | 24.9 | 25.0 |
| Access | | | | | | |
| Pre-primary Gross Enrolment Rate (%) | 33/35 | 48/50 | 56/58 | 64/65 | 72/73 | 80/80 |
| Grade one net intake rate (%) | 102/109 | 102/107 | 101/105 | 100/103 | 99/100 | 98/98 |
| Grade one to four, including ABE, Gross Enrolment Rate (%) | 131/143 | 122/132 | 120/129 | 118/124 | 116/120 | 115/115 |
| Grade one to four, including ABE, Net Enrolment Rate (%) | 104/112 | 104/110 | 103/107 | 102/105 | 101/103 | 100/100 |
| Grade five to eight, Gross Enrolment Rate (%) | 63/65 | 67/70 | 74/75 | 82/83 | 90/90 | 95/95 |
| Grade five to eight, Net Enrolment Rate (%) | 50/49 | 53/52 | 56/55 | 59/59 | 62/62 | 65/65 |
| Grade nine to ten, Gross Enrolment Rate (%) | 37/40 | 41/44 | 48/50 | 55/55 | 62/62 | 74/74 |
| Grade nine to ten, Net Enrolment Rate (%) | 21/20 | 24/24 | 28/28 | 34/34 | 41/41 | 47/47 |
| Number of students enrolled in TVET formal training | 265,745 | 280,006 | 294,336 | 360,147 | 458,724 | 596,456 |
| Undergraduate Gross Enrolment Rate (%) | 6/13 | 7/13 | 8/14 | 10/15 | 12/16 | 14/17 |
| Efficiency | | | | | | |
| Grade one dropout rate (%) | 20/22 | 16/17 | 12/13 | 10/11 | 7/8 | 5/5 |
| Grade one to eight dropout rate (%) | 14/14 | 12/12 | 9/9 | 7/7 | 4/4 | 2/2 |
| Grade one to eight repetition rate | 8/9 | 7/7 | 6/6 | 4/5 | 3/3 | 2/2 |
| Survival rate to grade five | 57/54 | 59/57 | 62/61 | 64/63 | 68/68 | 70/70 |
| Completion rate to grade eight | 47/47 | 50/50 | 55/55 | 61/61 | 67/67 | 74/74 |
| Total MSEs supported through industry extension services | 428,529 | 429,608 | 430,864 | 437,337 | 448,008 | 464,169 |
| Year one undergraduate completion rate | N.A | 95/95 | 95/95 | 95/95 | 95/95 | 95/95 |
| Quality | | | | | | |
| Share of pre-primary teachers that have completed the 3-year ECCE diploma | 0/0 | 0/0 | 2/2 | 5/5 | 9/9 | 15/15 |
| Share of grade one to four teachers appropriately qualified (%) | 63/48 | 70/58 | 77/68 | 84/79 | 92/89 | 100/100 |
| Share of teachers in grades one to twelve that are licensed (%) | 0/0 | 10/10 | 21/21 | 38/38 | 55/55 | 70/70 |
| Primary schools at level three or above classification (%) | 21 | 29 | 37 | 44 | 52 | 60 |
| Secondary schools at level three or above classification (%) | 30 | 36 | 42 | 48 | 54 | 60 |
| Schools (grade one to twelve) access to broadcast and digital technologies assisted instruction (%) [all varieties] | 46 | 53 | 63 | 73 | 79 | 83 |
| TVET trainers trained on technology adaptation, Kaizen or entrepreneurship (%) | N.A. | 20 | 40 | 60 | 80 | 100 |
| Occupational standards approved in all priority sectors | 650 | 701 | 738 | 775 | 812 | 850 |
| Academic staff mix in universities (Bachelor : Masters' : PhD) | 27 : 58 : 15 | 22 : 60 : 18 | 16 : 63 : 21 | 11 : 65 : 24 | 5 : 68 : 27 | 0 : 70 : 30 |
| Equity | | | | | | |
| Gender Parity Index in pre-primary | 0.95 | 0.96 | 0.97 | 0.98 | 0.99 | 1.00 |
| Gender Parity Index in grades one to eight | 0.93 | 0.94 | 0.95 | 0.96 | 0.98 | 1.00 |

| | | | | | | |
|--|------|------|------|------|------|------|
| Gender Parity Index in grades nine to twelve | 0.91 | 0.92 | 0.94 | 0.96 | 0.98 | 1.00 |
| Females as a share of students in formal TVET system (%) | 51% | 50 | 50 | 50 | 50 | 50 |
| Females as a share of undergraduate enrolment (%) | 32 | 34 | 36 | 39 | 43 | 45 |

| Key Performance Indicators continued (All targets stated as female / male where relevant) | Baseline (2013/14 unless stated) | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 |
|---|---|----------------|----------------|----------------|----------------|----------------|
| Enrolment rate of children with SNE, grades one to eight (%) | 4 | 18 | 32 | 47 | 61 | 75 |
| Enrolment rate of children with SNE, grades nine to twelve (%) | 7 | 15 | 22 | 30 | 37 | 45 |
| Outcomes | | | | | | |
| % of grade two students assessed reaching basic or above proficiency in the Early Grade Reading Assessment (EGRA) | 33 (TBC) (2010) | 45/45 | | | | 70/70 |
| % of students assessed reaching basic or above proficiency in the Early Grade Mathematics Assessment (EGMA) | None | | | | 70/70 | |
| % of grade four students who achieve 50% and above (composite score) in National Learning Assessment (NLA) | 25 (TBC) (2012) | 35/35 | | | | 50/50 |
| % of grade eight students who achieve 50% and above (composite score) in National Learning Assessment (NLA) | 8 (TBC) (2012) | 30/30 | | | | 50/50 |
| % of grade ten students who score 50% or above (average score) in National Learning Assessment (NLA) | 23 (TBC) | | | 50/50 | | |
| % of grade twelve students who score 50% or above (average score) in National Learning Assessment (NLA) | 34 (TBC) | | | 70/70 | | |
| % of grade ten students that score 2.0 or above (pass mark) in Ethiopian General Secondary Education Certificate | 45/61 | 50/63 | 55/65 | 60/66 | 65/68 | 70/70 |
| % of grade twelve students that score 350 or above (pass mark) in Ethiopian Higher Education Entrance Certificate | 19/36 | 25/39 | 31/42 | 37/45 | 44/47 | 50/50 |

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