



2005/ED/EFA/MRT/PI/12

Background paper prepared for the
Education for All Global Monitoring Report 2005
The Quality Imperative

Ethiopia Study

K. Checkole
2004

This paper was commissioned by the *Education for All Global Monitoring Report* as background information to assist in drafting the 2005 report. It has not been edited by the team. The views and opinions expressed in this paper are those of the author(s) and should not be attributed to the *EFA Global Monitoring Report* or to UNESCO. The papers can be cited with the following reference: "Paper commissioned for the *EFA Global Monitoring Report 2005, The Quality Imperative*". For further information, please contact efareport@unesco.org

A. NATURE and SCALE OF THE CHALLENGES TO ACHIEVE THE SIX EFA GOALS

A cursory look at the progress made in attaining the six EFA goals in Ethiopia gives the following picture:

- Apparent intake rate in grade 1 has increased from 56.3 in 1994/5 to 99.5% in 2000/1. Net intake rate at grade 1 has also moved from 12.6% in 1996/7 to 31.9% in 2000/1.
- GER at primary level has increased from 26.2% in 1994/5 to 61.6% in 2001/2. NER has also increased from 17.8% in 1994/5 to 52.2% in 2001/2.
- GER at primary level in 1994/5 had been 31.3% for boys and 20.4% for girls. But this figure in 2000/1 was 71.1% for boys and 51.2% for girls. NER at primary in 1994/5 was 20.7% for boys and 14.7% for girls. In 2001/2 NER for boys was 59% and 45.2% for girls. This shows gender gap for GER has increased from 9.9% in 1994/5 to 20.5% in 2001/2; and for NER has increased from 6% in 1994/5 to 13.8% in 2001/2.
- Number of primary school has increased from 10394 in 1996/7 to 11780 in 2000/1.
- In 1999/2000 there were only 15 special schools at primary and the enrollment in special schools was only 3800 out of the 2.73 million children with special need.

The above data shows that apparent and net intake rate at grade 1 as well as GER and NER at primary have been showing improvement. According to the reports provided by the government the achievement has been partly due to the general policy of the government that states 'providing greater access to primary education with enhanced equity, quality and relevance' and the subsequent implementation of specific policies like decentralizing the educational management; reforming the curriculum, especially the use of mother tongue at primary level; increasing the number of schools, enhancing the qualification of teachers and other measures taken under ESDP I. Other reports indicate factors like increased awareness among parents and communities to enroll their children in grade 1; the relative peace in the country (in comparison with the previous regime); donors active involvement in the process; the enrollment of under and over aged children at grade 1; and the inclusion of evening students in the enrollment statistics have been responsible.

On the other hand, however, the above data shows the number of out-of-school children is significant. Taking GER and NER, the percentages of out of school children in 2001/2 have been 38.4% and 47.8% respectively, i.e., in 2001/2 GER at primary has been about 8.1 million, but the number of out of school children, between age of 7-14, is reported to be around 5.05 million, of which 3.2 million are girls (63%). Regional disparity is also a critical concern. Government documents show that GER has been increasing in all regions except Somali during ESDP I. However, the gap between the lowest and highest performing regions in GER has increased from 71.9% in 1996/7 to 107.7% in 2000/1. Moreover, special education and gender parity at primary level are not showing encouraging results and adult literacy rate is very low. Different documents also indicate that the progress made for achieving the non-quantified EFA goals is not notable. Hence,

attaining the six EFA goals in Ethiopia is full of challenges. In the following paragraphs the scale and the nature of the challenges will be assessed.

I. Mismatch between the rate of enrollment and financing of the education system

Government budget allocation for education sector has been showing a growing trend as it has been increasing by 12.7% per annum for the last five years. From 1997/8 – 2000/1 education has been a second priority sector followed by ‘national defense and public order and security’ and first priority when taking the four poverty-targeted sectors. From 1996/7 to 2000/1, average share of allocation for the four poverty targeted sectors out of total government budget less of debt repayment was: Agriculture and Natural resources - 8%; Road-12%; Health-7%; Education-15%. The share of Defense and Public Order and Security and other sectors was 21% and 37% respectively. In the same period, primary education had highest allocation, which was 52.7% out of the total education budget. On the other hand, however, the share of special need education and non-formal education was only 0.4% and 0.1%, revealing that the attention given for improving the status of adult literacy rate is not impressive.

In Ethiopia primary education is taking a good share from the meager resource that is available in the country. But the rate of growth in enrolment is exceeding the budget allocation showing that financing the education system is a critical challenge. Calculating the unit recurrent budget (recurrent budget per pupil) can indicate this situation. Taking the data from 1997/8 – 2000/1, the unit recurrent budget at primary level indicates a decreasing trend, i.e., Birr 150.2 (1997/8); Birr 147.7 (1998/9); Birr 135.8 (1999/2000) and Birr 128.7 (2000/1). As teachers’ salary took the major share of the recurrent budget, the decreasing trend in the unit recurrent budget shows that expenditure on teachers’ salary is decreasing leading, among other things, to low pupil/teachers ratio.

Similar trend can also be observed by looking the non-salary recurrent budget for primary school (non-salary recurrent budget per pupil) during the above-indicated period. Accordingly, the unit-non-salary recurrent budget for primary education shows that Birr 11.3 (1997/8); Birr 14 (1998/9); 5.7 Birr (1999/2000) and 7.3 Birr (2000/1). The low unit non-salary recurrent budget for primary education indicates that the expenditure on education materials (chalks, pencils, papers, textbooks, references etc) is not inspiring.

Moreover, lack of resource has been responsible for deterring the expansion of primary education infrastructure (schools with adequate classrooms and facilities). This could be reflected, among other things, by the pupil/section ratio, which has increased from 57 in 1996/7 to 73 in 2001/2, indicating that the number of schools and classrooms available are not in a position to accommodate the increasing rate of enrollment. Moreover, reports point out that school buildings in many primary schools are in poor condition and only one half of schools have access to water and less than half of them have latrines. In many of the schools there are no enough desks and chairs.

II. Inefficiency of the system of education

One of the major factors that challenge the attainment of EFA goals in Ethiopia is inefficiency of the system of education. The scale of the challenge can be provided using

the following four interrelated indicators: dropout rate, repetition rate, survival rate and completion rate.

a) Taking the data from 1992/3 – 2000/1, the average dropout rate for grade one, five, and eight has been 29.4%; 8.6%, and 11.7% respectively. The trend in the drop out rate, by taking selected years and grades at primary level indicate the following. Although there are some improvements, the problem is still serious.

Grade	1993/4			1997/8			2000/1		
	Male	Female	Total	Male	Female	Total	Male	Female	T
One	35.7	42.6	38.2	27.2	26.5	26.85	27.5	27.4	27.45
Five	3	8.5	5.3	9.76	7.5	5.85	13.58	11.25	12.43
Eight	8	8.6	8.3	14.4	18.5	16.45	5.39	9.32	7.45

b) Grade repetition is a critical concern in the system of education. The following table indicates the trend in the repetition rate at primary level, which is an acute challenge.

Grade	1993/4			1997/8			2000/1		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
One	12.4	16.2	14.2	16.3	19.0	17.65	10.4	12.0	11.2
Five	5.2	6.6	5.9	7.1	11.4	9.25	7.2	12.2	9.6
Eight	19.4	28.3	23.85	20.0	26.3	23.15	13.7	21.4	18.55

c) The survival rate for primary at grade 5 has been 46% in 1995/6; 43% in 1997/8 and 38% in 2000/1. This rate at grade 8 also shows a similar trend, which is 32% in 1995/6; 25% in 1997/8 and 25 % in 2001/2. From the data one can gather that survival rate at primary level is not improving.

d) Primary school completion rate can also indicate the number of children that are completing their primary education. The rate is not encouraging as the percentage of children that successfully complete the final grade of primary school (grade 8) is found to be 25% in 2000/1.

III. Lack of qualified and sufficient number of teachers

In Ethiopian primary schools there is limited number of qualified teachers, except at the first-cycle primary level. Using the present Ethiopian teachers' qualification standard, in 2001/2 the proportion of qualified teachers in the first cycle at national level has been 96.5% (96.1% for male and 97.1% for female), which is an encouraging result.

Nonetheless, the shortage of qualified teachers is severe at second cycle primary level. In 2001/2 the percentage of qualified teachers at the second cycle primary (5-8) was only 23.8%.

Similarly using the pupil-teacher ratio can indicate the mismatch between the number of teachers and students enrollment. Although there are no clear-cut standards, the yearly trend in pupil-teachers ratio can indicate the shortage of sufficient number of teachers at primary level. Primary school pupil /teachers' ratio in the last five years has been increasing from 42:1 in 1996/7 to 63:1 in 2001/2.

IV. Absence of pre-primary education

Coverage and access to pre-school program for children of age between 4-6 is very limited, as only 2% of the total number of children in the appropriate age (4-6) has access to pre-school facilities. This limited access is only available in the major towns and it hardly exists for the rural population. This is evident from the fact that in 2001/2, one third or 32% of the country's total pre-primary enrollment is only in Addis Ababa, the capital of the country.

V. Lack of textbooks and education materials

In 1996/7 pupil-textbook ratio at primary level was estimated at 5:1. According to the government report in 2001/2, the average pupil/textbook ratio is given to be 1.5:1 ranging from 1:1 and 3:1. But other independent studies report that the ratio goes up to 3:1 to 6:1 in the center (Addis Ababa) and from 3:1 up to 10:1 in the regions. Both reports, however, assert that there is a serious lack of sufficient textbooks and educational materials to attract and retain students.

VI. Governments inadequate attention for adult and non-formal education

The amount of budget allocated to ANFE has been very low, which has been an average of 0.4% of the total education budget from 1996/7 - 2000/1. The planned allocation for this sub-sector is only 1.1% of the education budget during the period between 2002-2005. Some reports also indicate that although many NGOs are involved in providing non-formal education, the government did not formally endorse some of the programs.

In the above paragraphs the scale and nature of the major challenges for achieving the EFA goals in Ethiopian have been discussed under six major points by giving some quantitative indicators. Other widely mentioned challenges in attaining EFA goals include: lack of involvement of civil society organization in resource mobilization, policy formulation and planning, monitoring and evaluation; early marriage, abduction and sexually harassment; school distance; lack of incentive for teachers and rigid school calendar. The absence of health facilities, especially in the rural areas, to prevent and cure malaria and other water borne and communicable diseases; recurrent draught and famine; lack of awareness on the value and benefits of education by the majority of the population and generally the state of poverty in the country has been challenges in the country's effort to achieve EFA goals.

Moreover, although no data is available to indicate the impact of conflict on education, the Ethio- Eritrean war, the ethnic conflicts in southern regions, the conflict between government and rebel forces in Oromia and other skirmishes in the country during the last decade have impact on the primary enrolment and adult education. HIV/AIDS pandemic is also a critical concern as it is currently estimated that there are more than 1.2 million AIDS orphans and 3 million adults infected with HIV/AIDS. Although it is difficult to show the direct impact of the pandemic on primary and adult education, it could be safely argued that the situation challenges the education system by increasing the dropout rate and especially gender disparity as girls are expected to care for the victims (orphans and adults).

B. PLANNED AND EXISTING NATIONAL POLICIES AND STRATEGIES TO HELP REALIZE THE MDG AND EFA GOALS

Ethiopia's constitution and national development policies and strategies, especially, Poverty Reduction Strategy, emphasize the important role of education in the development of the country. Government is the major provider and financer of education. In government schools education is free of charge for primary and secondary education. Currently tertiary level education is free but there is a plan to introduce cost sharing arrangement.

During the last one decade Ethiopia has been formulating and implementing education policies and programs that have direct relevance to the realization EFA. The Education and Training policy, which was formulated in 1994, was the initial policy document that set the year 2015 as the target for achieving the goal of good quality universal primary education. This policy has introduced major changes and reforms to address the country's educational problems. The other relevant national policy of the country, which is under implementation, is the five-year education program (2000/1-2004/5) of the present government. One of the four stated objectives of the program is "to realize the goal of achieving universal primary education through expanding access and coverage of primary education with equity and improved quality".

Most of the above and other policies and strategies commonly emphasize the importance of EFA goals. The actualization of the intents of the policies and strategies has been carried out through education sector development programs. In order to describe the existing and planned activities in the realization of EFA goals, the discussion will focus on the second education sector development program.

The education sector programs are sector-wide and covers all levels and areas of education, all tiers of governments and all forms of expenditures. The duration of the programs is designed to be 20 years (1997-2016) with four consecutive phases. The basic aims of the programs is stated to be "increasing access, improving quality, increasing effectiveness, achieving equity and expanding finance at all levels of education within Ethiopia".

Education Sector Development Program I (ESDP 1) was the first five-year program (July 1997 –June 2002) developed to attain different sector wide goals. The program has also given a priority attention for achieving UPE by the year 2015. Many specific targets related to EFA goals were also set. According to government reports it is said that many of the targets have been reached. (Please refer for details: The Federal Democratic Republic of Ethiopia – Education Sector Development Program II (ESDP-II); 2002/2003-2004/5; Program Action Plan (PAP). Ministry of Education, Addis Ababa, June 2002.)

Education Sector Development Program II (ESDP II) is a three years duration (2002/03 – 2004/5) program, which is presently being implemented in the country. The duration of

the program is limited to three years in order to fit into the life-term of the present government in power. The program covers all levels of education and specifies the goals and targets for each level. The six major goals of EFA are also given attention. This could be seen by the possible measures included in the program. In the following paragraphs some of the policies, strategies and actions that will be taken for attaining MDG and EFA goals will be briefly discussed:

- The government has put its commitment to promote pre-primary education through appropriate policies that enhance investment in pre-primary programs by the private sector, NGOs and the communities
- To increase apparent and net intake rate at grade 1, measures are being considered to introduce learning readiness programs and child-centered learning approaches, to limit the number of pupils in grade 1 to maximum of 60 students; to deploy qualified and competent teachers and to launch school feeding programs.
- GER at primary level by 2004/5 is targeted to be 65% (boys 72.8% and girls 57%). To reach the target it is planned to construct 1045 first cycle and 76 complete primary schools, to upgrade 795 first cycle primary schools and to rehabilitate 887 primary schools. The effort will lead to have a total number 13201 primary schools by 2004/5.
- Improving primary school facilities is underway and in the three years program period it is planned to provide 1437 primary schools with necessary equipments and 2247 primary schools with furniture.
- To assure access to primary education in remote and sparsely populated areas and to improve access out-of-school and working children the program specifies plans to provide alternative modes of delivery system. These include low cost schools, single room schools, multi-grade classroom schools; feeder schools, mobile schools for the first cycle primary. Especial attention is also given for the pastoral communities and there is a plan to build ten boarding schools and six hostels. For the working children it is decided to introduce flexibly school calendar and daily schedules. The measures are also intended to address the problem of gender and regional disparities.
- To alleviate the problem lack of sufficient and qualified teachers, it is planned to give summer and on the job training for about 6304 untrained teachers in the first cycle primary schools. 19807 primary school teachers will also be enrolled in the distance education and summer diploma program. More over two new teacher-training institutions will be built.
- Mechanisms for improved provision and distribution of textbooks are planned and during the program period 37.4 million textbooks will be printed and distributed to attain a student-text book ratio of one to one.

- Adult and non-formal education is given attention and it is indicated that 46 new skill-training centers, and 710 new literacy (basic education) centers and 88 mobile centers will be established. Overall 3.5 million youth and adults (age 15 and above) and 500000 out of school children will participate in the non-formal basic education and adult literacy program. In addition over 65000 adults will be trained in various skills in the community skill training centers.
- To expand the special need education programs, the integrated approaches will be designed for students with special needs. A total of 34 new schools and additional classrooms will be constructed to accommodate the children with special education needs.
- The program cost of the three-year ESDP II program is expected to be Birr 15.1 Billion. The share of recurrent and capital budget is 52.1% and 47.9% respectively. Compared to ESDP I, the program allocates more resources to capital expenditure. However, unlike ESDP I, the share of primary education is lower in ESDP II. In the document it is indicated that primary education, tertiary education and technical and vocational training are given high priority in the resource allocation and account for 46.4 %, 22.9% and 15.9% of the overall program cost respectively. The lower share of primary education is because there is a plan to have more capital expenditure allocation in higher education and technical and vocational training programs.
- Decentralization of the educational management to woreda (district) and school level and participation of NGOs, the private sector, the community and other civil society organization is emphasized in the implementation and follow-up as well as financing the program.

Generally, Ethiopia is currently implementing ESDP II to realize the EFA goals in the coming three years (please refer to ESDP II document).

C. PAST AND FUTURE ROLE OF INTERNATIONAL ASSISTANCE TO ACHIEVE THE EFA GOALS

International assistance in the realization of the EFA goals has been playing a considerable role in financing and delivery of service. Donors have been involved in co-financing the education sector development programs of the country for the last one decade. One form of intervention has been through budget support. The following table indicates international assistance especially from the World Bank and African Development Bank to implement ESDP I.

Source	1996/7	1997/8	1998/9	1999/0	2000/1	Average
Government	87.5	93.8	90.8	85	78.7	86.4
External loan and assistance	12.5	6.2	9.2	15	21.3	13.6

As the above data shows external assistance and loan had been showing an increasing trend, indicating the increasing importance of international assistance. The role played by

international assistance to promote EFA goals can be indicated by the amount of budget allocated from external assistance and loan to primary education. The following table shows the trend in budget allocation to primary education from total education budget allotted from external loan and assistance (in million Birr)

		1996/7	1997/8	1998/9	1999/00	2000/1
1	Allocation for primary from loan	31.7	12.9	43.8	192.2	290.6
2	Total education budget from loan	132.7	60.5	99.4	257.3	466.4
3	Allocation for primary from assistance	10.8	14.8	32.1	20.4	26.9
4	Total education budget from external assistance	60.9	41.3	84.9	26.6	66.1
5	Total Allocation for primary from external loan and assistance	42.5	27.8	75.9	212.6	317.5
6	Total allocation for education from external loan and assistance	193.6	101.8	184.3	283.8	532.5
7	Share of primary education from loan (1/2)	24%	21%	44%	75%	62%
8	Share of primary education from external assistance (3/4)	17%	36%	38%	77%	41%
9	Total Share of primary education from total loan and assistance on education (5/6)	21%	27%	41%	75%	57%

It should be understood that the loan and assistance are those that are given in a form of budget support from multinational and bilateral sources (world bank, African development bank and others) directly to the central government. The data does not include the financial support that can possibly be channeled directly to NGOs (international and local) or regional governments or other channels to finance different education projects.

The budget support from external loan and assistance is expected to continue in the future. ESDP II document emphasize the role of international assistance in co-financing the program. The 15.1 billion Birr ESDP II program cost is expected to be covered: 63.9% from government, 1.6% from community contribution, 3.6% from HIPC debt relief; 30.8% from external loan and assistance. This shows that international assistance will cover 34.4% of the budget.

The external financing agencies have also been involved in formulating the Education sector programs through donors consultative meetings. The importance of the participation of the external financing agencies in joint reviews and supervision missions in consultation with the government is planned to continue in the future. The purpose of the supervision is also stated to be monitoring progress achieved and resolving implementation constraints.

The role of international assistance in achieving EFA goals is not limited to the budget support that is made directly to government by multi-or bilateral agencies. But there are

different international NGOs and bilateral agencies that provide financial support for different educational projects aimed to achieve EFA goals. As there is dearth of information regarding expenditures by international NGOs, it will be difficult to explain the situation.

The role of international assistance is also reflected by the activities carried out by the different international NGOs towards achieving EFA goals. NGOs have been involved in building formal schools, enhancing the capacity of the formal schools, constructing roads and small bridges to give students easy access to schools, promoting girls education; community orientation and sensitization program to increase enrollment.

At present the majority of the international NGOs working in the areas of education are involved in providing a variety of non-formal education programs. The most popular program is called alternative basic education or alternative basic access. In this program education is provided for out-of-school children and adults. The whole of operation of the program is fully financed by the NGOs. According to reports by NGOs working in the area it is pointed out the effort has increased the enrollment of students. But it is difficult to find a complete data to measure the impact.

References

Federal Democratic Republic of Ethiopia. 2002. Education Sector Development Program II (ESDP II) (2002/2003 – 2004/2005). Program action Plans. Addis Ababa: Ministry of Education

Federal Democratic Republic of Ethiopia. 1999. Education Sector Development Program Action Plans. Addis Ababa: Ministry of Education

Berhanu Berke and Tesfaye Kelemework. 2003. Public budget and expenditure analysis on education in Ethiopia (a research study report sponsored by action aid-education) Addis Ababa

Yelfign Worku 2003 G Research Project on Gender and Education. (a research study report sponsored by Action Aid Ethiopia) Addis Ababa

Mosko, S. J. 2003. Village learning through children's schooling. (Sponsored by Save the Children: Norway – Ethiopian Program) Addis Ababa: united printers

Transitional Government of Ethiopia 1994 education and Training Policy Addis Ababa Ministry of Health. 2002. AIDS in Ethiopia

Statistical Abstracts

Federal Democratic Republic Government of Ethiopia – Ministry of Finance –federal, regional and country wide budgetary revenue and expenditure for fiscal years 1995 , 1996, 1997, 1998, 1999, 2000, 2001 (different documents for every year)

Ministry of Education. Education statistics annual abstract for the years 1997,1998, 1999, 2000 (different documents for every year)

Central statistical Authority (2001) Ethiopian Child Labor Survey Report . Addis Ababa