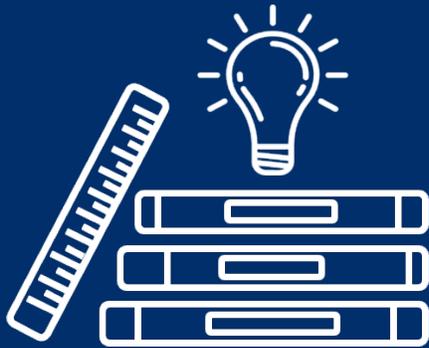




**USAID**  
FROM THE AMERICAN PEOPLE

**OFFICE OF EDUCATION**



# Literacy in Ethiopia

A G2G Case Study

Version: December 2013

# G2G Education Toolkit

## Case Study: Literacy in Ethiopia with G2G

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This case study traces the history of USAID Ethiopia's involvement in the education sector as the backdrop to the current decision to engage in government-to-government assistance. The recent national policy shift from access to quality and learning achievement coincides with the Mission's decision to focus on improved reading and writing for 15 million primary school pupils. This case study follows the evolution of the Mission's involvement in the sector, outlining the factors and challenges that influence the use of partner country systems to achieve Goal 1 of the Education Strategy. Information for the case study was gathered from an extensive review of relevant documents and interviews with USAID, government, donor and third party representatives in the country.

Education Office  
Economic Growth, Education and Environment  
December, 2013

# FOREWORD

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## Government-to-government Education Toolkit

In line with the compelling policy guidance of USAID Forward, Agency Education Officers are currently exploring and developing new government-to-government (G2G) modalities in education projects. An immediate need exists for tools and training materials that will assist Education Teams as they design, implement, and monitor G2G activities to achieve USAID Strategy Goals in Education.

Under the leadership of the Bureau for Economic Growth, Education and Environment's (E3) Education Office, the **G2G Education Toolkit** has been developed to provide this support. The Toolkit includes a literature review; an analysis of lessons learned and best practice; an analytic framework and roadmap; operational tools; and case studies. Additionally, sample G2G operational documents from Missions currently undertaking government-to-government activities are available to guide field staff.

The purpose of the G2G Education country case studies is to capture the lessons learned and effective practices through documentation of Missions' operational steps in assessing, designing, implementing and evaluating education projects with G2G financing.

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## Preface

USAID Ethiopia is some months away from implementing government-to-government (G2G) assistance within the Mission Education Development Objective (2011-2015). The Mission has initiated a Public Financial Management Risk Assessment Framework (PFMRAF) Stage I process but that report has not yet been completed. Thus, no official documentation on the G2G instruments exists since these are now being developed in consultation with the government. None-the-less, Ethiopia presents an interesting and valuable case of the strategic decision-making process a Mission undergoes about project modalities for the use of G2G to achieve Education Goal I.

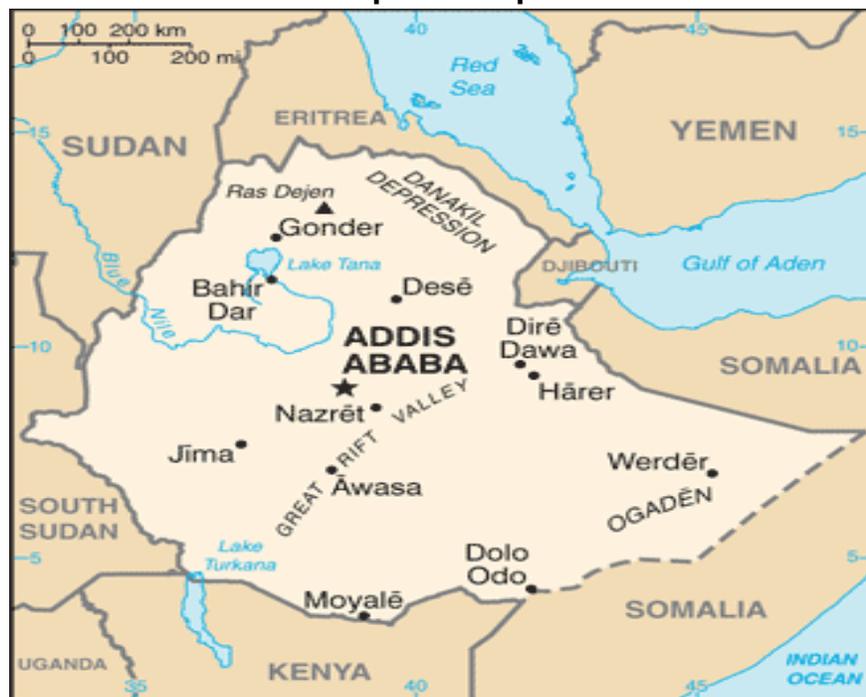
The case profiles Ethiopia's political, economic, and social context, focusing on the remarkable history and developments in the education sector over the past 20 years and USAID's contribution. The case then examines recent developments, in particular the policy shift from access to quality and learning achievement in primary education. The national commitment to a focus on education quality is supported by USAID Ethiopia's current Country Development Cooperation Strategy (CDCS). Education is one of the Mission's three Development Objectives focusing on a target of improved reading and writing for 15 million primary school pupils.

Within the current context, the question arises: **how can the design and implementation of G2G in the Mission's education program strategically support the ambitious target of improved reading for 15 million pupils?** This case study provides the historical and sector context for answering that question and then describes what the Mission and the Education Team are planning. The case study concludes with two overall questions about the G2G strategy.

## I. Country Context

ETHIOPIA DEMOGRAPHIC AND ECONOMIC PROFILE <sup>1</sup>	
Population (2012 est)	93,877,025
Population growth rate	2.9 percent
Distribution:	
Urban	17 percent
Rural	83 percent
GDP per capita (2012 est)	\$1,200.
percent Population below poverty line	31 percent
GDP growth rate (2010-12)	7-8 percent
Inflation	20 percent
Exchange rate 2008	9.57 EBr = \$1US
2012 est	17.9 EBr = \$1US

**Map of Ethiopia**



<sup>1</sup> From: <https://www.cia.gov/library/publications/the-world-factbook/geos/et.html> Downloaded 28 May, 2013

Ethiopia is unique among African countries as a long-standing monarchy that did not experience colonial rule, with the exception of a short-lived Italian occupation from 1936-41. In 1974, a military junta, the *Derg*, deposed Emperor Haile Selassie and established a radical, socialist state. Torn by bloody coups, uprisings, wide-scale drought, and massive refugee problems, the ruthless and centralized regime was finally toppled in 1991 by a coalition of rebel forces, the Ethiopian People's Revolutionary Democratic Front (EPRDF). A constitution was adopted in 1994 which established a federated system of nine regions and two city administrations, largely defined by ethnic identities. Ethiopia's first multiparty elections were held in 1995. The state now goes by the name of the Government of the Federal Republic of Ethiopia (GFDRE).<sup>2</sup>

The EPRDF regime, which has continued in power since Meles' death in 2011, has embraced limited free market and democratic reforms in contrast to its socialist platform. The federal structure allows regions to have considerable autonomy in governance, economic, and development planning. Despite the repressive political climate and socialist rhetoric, the growth of new private businesses and civil society organizations has exploded over the past 20 years, increasing from a few dozen to the current thousands.

Ethiopia is a country of many contrasts. On one hand, it is the birthplace of one of Africa's most ancient civilizations where emperors, queens, and nobility ruled and where the oldest and most traditional orthodox Christian rites and traditions are still practiced today. More recently, Ethiopia has become known as a country of persistent poverty and famine, plagued by wars and continued instability along its borders. Against this background of tradition and history, the Ethiopian government today is aggressively trying to achieve economic prosperity for citizens even as the vast majority of them still live in poverty as rural farmers and pastoralists.<sup>3</sup>

Recent years have witnessed rapid economic growth of over seven percent annually and the accelerated reduction of poverty. The *Economist* has described Ethiopia as one of the fastest growing economies in the world.<sup>4</sup> The Government has launched a number of ambitious new programs including the new five year *Growth and Transformation Plan: 2011-2015*, setting ambitious targets for annual economic growth and the concomitant rapid expansion of services and infrastructure. Achievement of even a portion of these targets would be commendable though dilution of quality of services to meet them remains a major concern. Ethiopia is still overwhelmingly rural (83 percent), exacerbating the difficulty of service provision. The country's continued development requires meaningful progress in economic opportunity, democracy, and

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<sup>2</sup> CIA World Factbook <https://www.cia.gov/library/publications/the-world-factbook/geos/et.html>

<sup>3</sup> USAID Ethiopia, Country Development Cooperation Strategy.

<sup>4</sup> Cited in the USAID Ethiopia *Country Development Cooperation Strategy*, p10.

social accountability. These latter two areas have generally been lacking throughout Ethiopia's history.

The Government of Ethiopia (GOE), while demonstrating significant commitment and progress towards the Millennium Development Goals (MDGs), continues with an autocratic and repressive political regime. The Human Rights Watch report of 2012 asserts that Ethiopian authorities continue to severely restrict basic rights of freedom of expression, association, and assembly. Hundreds of Ethiopians in 2011 were arbitrarily arrested and detained, remaining at risk of torture and ill-treatment. Journalists working for the few remaining 'independent' domestic newspapers have faced regular harassment, threats, arrests, and detention. Nonetheless, international donor assistance continues to pour into Ethiopia, one of the world's largest recipients of aid.<sup>5</sup> The Human Rights Watch Report critically notes that this significant level of aid has not resulted in greater international influence to ensure government compliance with national human rights obligations.

The government works well with donors and uses a variety of sources of funding in a coordinated and planned approach. It is highly committed to reaching the Millennium Development Goals. Donors actively collaborate through 11 working groups of the Development Assistance Group (DAG).<sup>6</sup> Consultations in the health, education, social safety, humanitarian issues, governance, and agriculture sectors are particularly strong.<sup>7</sup>

The Ministry of Education (MOE) has excellent working relationships with donors who have participated fully in the thorough planning of the five year Education Sector Development Plan IV, 2010/11–2015/16 (ESDP IV). However, a very rapid growth in enrollment, especially in primary education, has led to the predictable challenges of poor facilities, limited materials, and inadequately trained teachers. National learning tests and a recent early grade reading assessment revealed declining quality and learning outcomes. Significant gender and regional gaps in enrollment remain. Millions of young people, especially in the rural areas, have dropped out of school, leaving them unable to take advantage of the economy's growth opportunities.

In summary, the main overall opportunity in Ethiopia is the commitment of the government to eliminate poverty and dedication to economic progress. While significant progress has been made in these areas, the central obstacle to development is the undemocratic and highly

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<sup>5</sup> Donors provide between 30 and 40 percent of government expenditures.

<sup>6</sup> The DAG includes the World Bank, UNDP, DFID, CIDA, UNICEF, EU, SIDA, USAID, Ireland and Germany among others.

<sup>7</sup> Ibid USAID Ethiopia

centralized system of control that limits space and progress for private business and civil society.

## II. The Education Sector Development

After more than fifteen years of neglect under the *Derg* Regime, by 1992 the national primary education system was weak and unsupported by government or communities. Fewer than three million pupils were enrolled in primary schools, a gross enrollment rate of about 20 percent, with early grade drop-out rates of over 25 percent. Schools had inadequate facilities, undertrained and demoralized teachers, and few curriculum guides or pupil books.

Following the overthrow of the *Derg*, the Ministry of Education developed a combination of policy and grass-roots oriented initiatives to restructure and rebuild the education system. The newly-formed government, with considerable donor financial and technical assistance, supported a remarkable trajectory of growth in access to basic education. The education system grew at a phenomenal rate, from under three million pupils in primary schools in 1992 (grades one to six), to 8.1 million students (grades one to eight) by 2001, to 17 million by 2011. Since 2011, Ethiopia has achieved a total net enrolment rate of over 85 percent in primary education, with school-age girls attaining over 83 percent. This radical expansion in enrolments presents enormous challenges to the management and quality of basic education particularly in the financing of inputs: infrastructure, sufficient numbers of well-trained teachers, and appropriate instructional materials.

The decentralized system of the Ethiopian government has made development planning and management more challenging and complex. Regions have the responsibility for planning, decision-making, and management of basic education. The nine Regional State Education Bureaus (RSEB) reflect a political structure generally divided along dominant ethnic lines.<sup>8</sup> Each of the regions and city administrative areas has its own education structure although all are based on the *woreda* (district) system. Individual regional differences are seen in the educational calendar, language, and implementation procedures. In addition, each region teaches the first cycle of primary school in a dominant mother tongue (generally in grades one to four). Amharic and English taught as subjects, with English becoming the language of instruction at some point between grades five and nine depending on the Region. Each RSEB has adopted the national curriculum but is allowed flexibility to accommodate topics of local interest. Administratively, each RSEB receives funding from both the MOE and individual Regional Councils. At both the regional and *woreda* levels, decentralization has resulted in severe limitations of institutional, human, and financial resources to address the multiple language issues, poor communication

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<sup>8</sup> The regions are: Amhara, Oromia, SNNPR, Tigray, Afar, Benishangul Gumuz, Somali, Harari and Gambella.

and transportation infrastructure, and limited planning and management capacity to collect and analyze data needed to inform policy decisions.

The government strongly embraced the MDGs and the MOE committed to meeting the target of universal access to primary education. Consequently, under the Second Education Sector Development Plan 2000/01 – 2005/06 (ESDP II), the MOE pursued five goals for primary education:

1. Increased access to educational opportunities at the primary level to achieve universal primary education by the year 2015.
2. Improved quality of education.
3. Enhanced efficiency in the use of resources.
4. Increased equity between males and females among regions and between rural and urban areas.
5. Increased relevance of education to achieve behavioral changes in students that promote development.

The successful implementation of these goals required close cooperation between the education sector and a range of stakeholders, including donors, implementing partners, parents, local communities, and religious organizations. All stakeholders were called upon to assume significant roles in the finance and management of schools.

Donors provided a high level of technical and financial assistance to support the Second Education Sector Development Plan (ESDP). This support included the development of institutional capacity for planning, management, and monitoring and evaluation of educational programs. Additionally, objectives of the plan included: development and conduction of a national school leaving exam and periodic learning assessments; strengthened teacher training institutions; promotion of community support to local schools; and adoption of books in all local languages by the Regional Education Bureaus. Nonetheless, with the exponential growth of enrolments, these improvements could barely keep pace.

In the Third EDSP, the MOE noted the most significant challenges to achievement of the previous sector plans (*EDSP I, 1995 – 2000* and *EDSP II, 2000 – 2005*):

- increase in girls' enrollment and retention;
- decrease in drop-out rates (at over 20 percent for the grades one and two) and make education more relevant to children and their families;
- improvement of educational quality broadly with special attention to effective teacher preparation, particularly for the existing primary teacher corps;

- improvement in the planning and management systems in the Regional State Education Bureaus and *woredas*;
- improvement in the management of schools through strengthened Parent Teacher Associations (PTA) and school leadership teams;
- attend to the learning needs of hard-to-reach populations such as pastoralists and those in remote locations not served by government schools.

In response to these growing demands and based on evidence of very low learning achievement from the National Education Assessment in 2007, the MOE and the donors developed the *General Education Quality Improvement Program (GEQIP)*. GEQIP I (2007-2013) is a pooled fund with major contributions from the World Bank, DFID, and the European Community (of initial commitments worth more than \$350 million). The funds are released in tranches to the Ministry of Finance and the Regions against detailed benchmarks and a well-developed program of financial controls, accounting, reporting and annual external audits. The program also requires a mid-term Public Expenditure Tracking (PET) analysis. GEQIP provides financing for the planned implementation of six components, with the donors' pooled funds financing the first four of those components:

- 1) Teacher Improvement/Teacher Development Program (TDP)
- 2) Curriculum, Textbooks, and Assessment
- 3) Management Administration Program (MAP)
- 4) School Improvement Program, including school grants and community engagement
- 5) Civic and Ethical Education, and
- 6) Information and Communication Technology (ICT).

The Fourth *Education Sector Development Plan 2010 – 2015*, was developed mid-way through the first phase of GEQIP and built on the initiatives and progress of the GEQIP and ESDP III. ESDP IV lays out an ambitious program for the improvement of student achievement through:

- Enhancement of the teaching/learning process and the transformation of the school into a motivational and child-friendly learning environment;
- Development of programs which attract unreached and disadvantaged children into school and ensure that they complete primary education;
- Renewal of adult education with a specific focus on Functional Adult Literacy;<sup>9</sup>
- Strengthening the capacity for knowledge creation particularly in the domain of science and technology through an expansion of access to quality TVET and higher education programs;

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<sup>9</sup> Adult illiteracy has remained high and for reasons of justice as well as economic and social development, efforts need to be strengthened to build partnerships

- Further improvement of the effectiveness of the educational administration at all levels through capacity development and the creation of motivational work environments.

### **III. USAID's Contribution to Education Development, 1994 - 2011**

USAID assistance has been a key to education progress in Ethiopia over the past 20 years. The Agency's technical and financial support has made major contributions to improvements in the human and institutional capacity for management of such critical functions as: needs assessments; policy development and strategic planning; management of statistical, personnel and financial systems; project supervision; and monitoring and evaluation as well as donor coordination. This increased capacity has led to a decreased reliance on external technical assistance for these core functions.

USAID has been a strategic partner throughout this period of extraordinary enrolment growth and institutional development. The Agency is respected and appreciated at all levels of the education system and has earned unique credibility as a reliable partner willing to support a variety of specific short-term project tasks and innovations to address current needs. At the same time, US government aid has provided longer-term support for systems improvement and institutional strengthening which takes considerable time to have a full impact on education outcomes. Long-term capacity support has been a unique strength of the Agency's approach and a comparative advantage compared to other external support available to Ethiopia's education sector (**Annex I: Summary of USAID Assistance in Education**).

#### **Program Assistance: A Forerunner of G2G<sup>10</sup>**

During the early years of USAID assistance (1995 –2001), \$50 million was committed through non-project budget support (NPA) to the Ministry of Education. These funds were crucial to institutional capacity development at national, regional, and school levels. Technical assistance, through the *Basic Education Sector Overhaul (BESO I)* project, built capacity at headquarters and in selected regions, ensuring that funds were well-managed and used. That technical assistance funded at \$75 million for the 1995 to 2001 period, developed management systems for education information (EMIS), personnel/teacher, financial control, and monitoring and evaluation. Program funds for sector budgetary support were released in scheduled tranches of approximately \$8 million each, conditional on verifiable benchmarks negotiated and agreed with the Ministry of Finance and the Ministry of Education. For example, the set of illustrative conditionalities associated with Tranche Three (1998) included:

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<sup>10</sup> The term Program Assistance in 2002 replaced the earlier use of the term Non-Project Assistance (NPA) to designate USAID budgetary assistance directly to government.

- Total education budget allocation maintained at 16 percent of total government budget (excluding debt).
- Government budget for primary education increased toward 60 percent.
- Unit, non-salary expenditure on school-level quality-enhancing inputs increased for primary schools in focus regions.
- Commitment of the MOE to build policy analysis capacity demonstrated through increased resources to policy and planning function.
- Measures taken to encourage private sector procurement.<sup>11</sup>

The onset of the conflict between Ethiopia and Eritrea in 2000 distorted the national budget with military expenditures. This meant that the budget allocation conditionality was not met (although the absolute budgeted amount from government to the education sector actually continued to rise). With that barrier, USAID shifted the balance of sector budgetary support (of \$19 million) to regional incentive grants, focusing on those regions receiving technical assistance through the BESO Project. This approach enhanced the impact of increased regional education budgets and strengthened regional institutional capacity building efforts.

USAID Ethiopia's education sector financing through non-project assistance was discontinued after 2001 as a part of USAID policy to move away from provision of development assistance through budgetary support. Yet this case provides an early, significant example of the G2G approach in which institution building and budget support to government worked together. That USAID was the first external donor in the education sector to provide budgetary support for policy reforms and institutional capacity building is noteworthy. This assistance modality laid the foundation for the design of the GEQIP (2007).

### **Selected USAID Achievements in Education**

Quantifying the impact of USAID non-project assistance and project activities over the past 20 years on Ethiopia's education management capacity and systems is difficult. Planning at national, regional, *woreda*, and school levels based on actual data and systems of teacher personnel management, education information management, and financial control are now in place. These capacities are, for the most part, effective at the national level and in most of the regions as documented by the Education Public Expenditure Review (2010). The challenges of capacity continue to exist, however particularly at the *woreda* and school level. The increased involvement of communities and the initiation of a well-managed GEQIP school grant program have however made a major contribution at the ground level of the system.

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<sup>11</sup> USAID, AFR/SD, 2001

USAID has collaborated with UNICEF and other development partners to develop cluster models along with the supervisory, training, and pedagogic support systems for this education organization mechanism. This initiative has created more effective structures to support school management, pedagogy, and exchanges among schools and teachers in the groups. The school grants programs and related training for school and community leaders have led to greatly increased parent and community engagement with the schools, resulting in substantial mobilization of additional resources. Active PTAs and other school-community committees are taking responsibility to ensure all children are in school, particularly the poor and other vulnerable children (OVCs). These participatory and mobilization activities appear likely to endure and are now integrated in the GEQIP.

USAID activities have contributed both directly and indirectly to the improvement of learning outcomes through the following activities:

- Support to the National Learning Assessments (2000, 2004, 2008 and 2012), providing important insights to student achievement and issues of low achievement. Student learning data now supply the objective basis for development of quality improvement plans by the MOE and Regional Education Bureaus.
- Support to significant development of pre-and in-service teacher training institutions, emphasizing active learning, continuous assessment, and more child-centered approaches.
- Provision of English language texts, supplementary materials for mathematics and science, and training for teachers and supervisors on their effective use.
- Provision of policy and programmatic support to increase access for girls and the development of the innovative Alternative Basic Education Centers for pastoralists and hard-to-reach regions.<sup>12</sup>

#### **IV. Current USAID Education sector involvement**

These program and project support activities have laid the foundation for USAID's current Education Development Objective and re-engagement with sector budgetary support through government-to-government assistance, albeit initially at a modest level of financing.

#### ***Improving the Quality of Primary Education Project (IQPEP), 2009-2014, \$33 million.***

The *Improving Quality of Primary Education Project (IQPEP)* focuses on building institutional capacity. The project aims to transform the teaching-learning processes and improve educational planning and management in Ethiopia. Although national in focus, IQPEP gives

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<sup>12</sup> This last initiative is added as an informational note. Policy support and development to increase access is not the focus of this case study.

priority to disadvantaged areas of the country, mostly pastoralist and predominantly Muslim. The project is expected to reach about 40,000 primary school teachers in 2,600 primary schools. Additionally, the project expects to see significant improvements made in primary student performance as a result of a focus on increased reading proficiency and better managed education delivery.

This project was designed and initiated prior to the Agency's Education Strategy (2011) and the Mission's current Country Development Cooperation Strategy (CDCS, 2011). Nonetheless, IQPEP's activities are consistent with the Mission's Development Objective. One of IQPEP's core activities relates directly to the analysis of options on the use of G2G. The Project works to enhance the efficiency of education management at central, regional, *woreda*, and schools by assessing individual and organizational capacity. Training programs to improve capacity are customized based on results of capacity assessments which gauge participant needs and demands so as to improve the quality and delivery of education services. The assessment and strengthening of institutional management capacity must be a central focus of G2G. An extract from IQPEP's institutional capacity assessment tool, focused on training needs at the Regional Education Bureaus and the Colleges of Teacher Education is provided in **Annex 2**.

### ***Early Grade Reading Assessment, 2010***

At the request of the Ministry of Education, in 2010 USAID organized an Early Grade Reading Assessment (EGRA), conducted by an outside implementer with IQPEP and the MOE. This followed on recommendations from GEQIP of the need for more comprehensive assessment of pupil learning in primary schools. The assessment was developed in six languages for a sample of Grade Two and Grade Three students and calibrated with the MOE's Minimum Learning Competencies. The sampling included 338 schools and 13,079 students.<sup>13</sup>

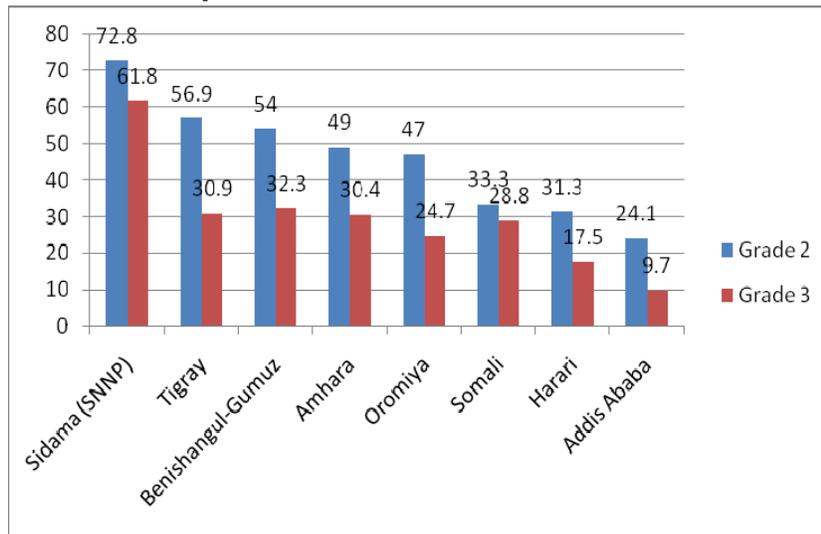
### **EGRA Summary of Findings**

The findings suggest that a significant proportion of children who attend school for two or three years are illiterate. When asked to read a simple passage at a Grade Two level, fewer than five percent of the pupils met the benchmark of 60 wpm. In the category of reading comprehension, scores are extremely low with more than 50 percent of the children in most regions unable to answer a single simple comprehension question.

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<sup>13</sup> The Ethiopian EGRA was the largest, most comprehensive of fifty EGRAs conducted in sub-Saharan Africa.

### Percentage of Children with Reading Comprehension Scores of Zero Percent



These findings show that even though the intent of Regions’ mother tongue instruction is to ensure that children understand the language of instruction, the children’s inability to decode the words and read with fluency means they are unable to understand how to read in that language. The problems identified by this EGRA are specific to the methodology of reading instruction and are not due to pupils’ inability to understand and speak the language of instruction.<sup>14</sup>

### USAID’s New Education Development Objective: Early Grade Literacy

These devastating results prompted USAID, in consultation with the Ministry of Education and the GEQIP partners, to prioritize early grade literacy as a country development objective. In conjunction with the MOE and GEQIP, USAID will implement a comprehensive, country-wide approach to improve early grade literacy rates. The ambitious target for the *Reading for Ethiopia’s Achievement Development (READ)* program is improved reading and writing skills in mother tongue and English for 15 million children (from a total of 20 million students) in grades one to eight. The planned USAID budget for the five-year READ program is \$87 million with approximately 20 percent of that allocated to G2G modalities.

The new education strategy presents a significant shift from current education programming in Ethiopia. For the past fifteen years, USAID Ethiopia education programs have sought to provide

<sup>14</sup> Details of the design and findings of the EGRA survey can be found at <http://info.moe.gov.et/pdf/egra.pdf> . Note that results of the survey were reported separately for each language group while in this report they described as summary findings.

equitable access to primary education. During the rapid expansion of enrolments, many of the system capacity developments initiated by USAID were adopted and scaled up and are reflected in national policy, currently supported by the pooled donor fund under GEQIP. That attention now leaves USAID Ethiopia free to focus sector support on the elements of the teaching and learning process that directly yield improved learning outcomes for students. Another notable difference is how the education program will measure and determine success. The program will no longer describe the rising quality of education in terms of USAID inputs to the education system; rather, indicators will be directly related to achievement and reading outcomes at the student level.

### **The READ Initiative**

The READ program has four sub-projects, one of which will utilize G2G assistance:

- The Technical Assistance Project,
- The Institutional Improvement Project (through G2G),
- Monitoring and Evaluation (an external mid-term and final impact evaluation),
- Community Outreach.

The major activity of READ, the Technical Assistance Project, will provide management and technical support to MOE and regional teacher educational institutions to:

- Review and revise the reading and writing curriculum for the seven Ethiopian languages and English,
- Develop teacher training manuals,
- Assess and develop small ICT interventions, and
- Facilitate Colleges of Teacher Education (CTEs) to prepare teachers for the new curriculum.

The MOE currently has in place excellent policies related to mother-tongue instruction and language instruction in Ethiopia. However the Ministry does not have a specific policy on reading instruction in the early grades. Provision of evidence and research is critical to the MOE as the basis for development of an appropriate early grade reading policy for the nation. A goal of USAID on the policy side, therefore, will be the development and implementation of appropriate reading guidelines and policies initiated at the national and regional levels (in **Annex 3: READ technical assistance project framework**). A reading curriculum and supporting materials including textbooks, teacher's guides and supplemental materials also do not exist. USAID will provide technical assistance to the MOE for the development of this curriculum and materials.

In the second activity of READ, USAID Ethiopia is planning to work with Regional Education Bureaus to institutionalize a pre-service teacher training system focused on literacy skills. The

plan includes establishment of a faculty of reading at each of the Teacher Education Colleges (existing pre-service teacher training institutions). This assistance will be supplemented by activities to assess curricular gaps, develop local language-specific reading curricula, and build the technical capacity of regional- and district-level education offices to ensure sustainability of the interventions. GEQIP has committed to the printing and distribution of all curricula texts developed through READ to ensure that all students and teachers have the necessary materials to improve reading learning outcomes. Through this focused, comprehensive and cooperative approach, the Mission is confident that institutional changes will result in long-lasting reading achievements for the future.

English is considered one of the national languages of Ethiopia and as such, is the language of instruction for all subjects starting in grade seven of secondary school. USAID has and will continue to support the development of English language in Ethiopia. With an emphasis now on mother-tongue language learning in primary education, USAID efforts with the Ministry will re-focus to strengthen policies to support transition from mother-tongue to English language.

#### **V. The Role of G2G within the READ program**

Ethiopia presents a classic case of a country that has expanded primary school enrollments very rapidly without a proportionate growth in the primary education recurrent budget. In 2007/08 the national average primary school per-pupil expenditure was estimated at 186 Birr, equivalent to less than \$20.<sup>15</sup> Although the recurrent budget for primary education has seen an annual growth of 20 percent over the past five years, impacted by inflation and rapid growth in enrolments, per pupil unit costs remain far below the minimum needed.

With this in mind, what are the strategic and operational considerations that shape the approach of the USAID Ethiopia Education Team to design a government-to-government component within the READ program? An important consideration of that question arises from a prior question, **how much does provision of the essential conditions of an effective classroom cost to support learning to read and write in the early grades of primary school?**

Although a comprehensive and definitive answer to this question is lacking, a body of research and analysis provides a useful framework. Research grows out of a World Bank study carried out after the EFA Dakar summit in 2000, analyzing the per pupil annual recurrent unit expenditures in those countries that had made significant progress towards achievement of EFA

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<sup>15</sup> Calculated from the *Ethiopia Education Public Sector Expenditure Review (2010)*, Table 7, using the exchange rate of 9.57 Ethiopian Birr = \$1US.

goals. Specific countries researched were those that had increased access and achieved a high level of primary school completion.<sup>16</sup> The findings relate a country's per capita Gross Domestic Product and the following financial indicators: average teacher salary; average pupil/teacher ratio; and the percentage of the recurrent budget going to non-wage expenditures (e.g. instructional materials, training, supervision, administration).

A national education program that is to move beyond the goals of access and completion and provide adequate financing to achieve system-wide early grade reading improvement would additionally have to consider a startup cost for materials development and training. However, after these startup costs, over the longer term this financing model provides an indication of the desirable level of financing needed to sustain access, completion, and the conditions for early grade reading. Given Ethiopia's estimated GDP per capita in 2012 of \$1200, that minimum calculates to be \$150 per pupil (**Annex 4: Model for estimation of per pupil costs**).

Ethiopia, just as in many countries which have rapidly expanded access to primary education, has struggled to keep pace with a proportional increase in the recurrent budget. The first casualty of a budget squeeze is the non-wage recurrent budget: books, materials, professional development, supervision and management. And yet, along with a trained and well-paid teaching workforce, these elements are indispensable to improving the conditions necessary for pupils learning to read and write. A second casualty of an inadequate recurrent budget for primary education is that funds expended on teacher wages are reduced by 1) increasing class sizes (in some countries, including Ethiopia, of class sizes exceeding 60:1 in lower primary grades), 2) retaining a large proportion of poorly-trained teachers with low remuneration, and 3) delaying salary increases so that wages decline in real terms relative to inflation. All of these measures lead to a demoralized, underpaid, and under-trained teaching force. These factors tend to be compounded when countries move to decentralize the budget to regional and district levels, as is the case with Ethiopia, since decisions about recurrent expenditures at that level often undervalue early grades and non-wage expenditures.

With the introduction in 2008 of pooled funds managed through GEQIP, the rapid growth of the Ethiopian economy, and an increasing percentage of government expenditure on education, (specifically to grades one to eight), by 2010 the basic education financing situation had improved. The budget however still remained far below the minimum amount of financing needed to achieve efficient and effective primary education. The GEQIP recommended two priorities for improvement of learning conditions in primary schools: 1) reduction of the

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<sup>16</sup> Bruns, B., Mingat, A. and Rakatomalala, R. (2003). *Achieving Universal Primary Education by 2015: A Chance for Every Child*. The World Bank. The parameters have been slightly adjusted for ease of understanding.

pupil/teacher ratio (54:1 in 2008 in grades one to eight and far higher for lower primary grades); and 2) increased non-wage expenditures (on books, supervision, professional development) from 5 percent to at least 20 percent.

The gap that needs to be bridged if the conditions in primary schools are to promote improvements in reading and writing on a large scale are addressed in the ESDP IV (2010 – 2015) and are under discussion for GEQIP 2. The present projection of ESDP IV would provide a primary per pupil unit cost of \$54, assuming a stabilization of enrolments at 20 million pupils. While this is still far from the minimum that the EFA model posits is necessary for attainment of high rates of completion and learning,<sup>17</sup> a significant improvement will have been achieved over the \$20 per pupil expenditure in 2007/08.

A critical issue for USAID/Ethiopia therefore in consideration of options for program design and the use of G2G is that total financing for READ over the 2011 to 2015 period is \$87 million, an average of \$17.4 million per year. Of this, the amount set aside for G2G is estimated at a total of \$18 mill, or \$4 million per year. That amount represents about one percent of the \$333 million annual ESDP IV financing gap for primary education. G2G therefore must be conceived strategically as catalytic rather than substantive and should provide the means for USAID to:

1. Play a significant role in development of the technical program and financing strategies for improvement of reading and writing in primary schools; and
2. Establish a relationship that supports the capacity of specific institutional entities critical to scaling up and sustaining improved reading.

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### **A Case Study Exercise:**

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#### **How can the USAID's G2G project achieve these strategic purposes?**

Reflect on Ethiopia's context and the overall description of the education sector: the challenges, the basic education financial picture, the strengths and experience of USAID in the education sector, and the goal of improving reading for 15 million pupils. Based on this information, propose a G2G strategy for USAID Ethiopia engagement in the country.\*

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\* USAID Ethiopia's decision on the actual design of the G2G activity begins on the next page.

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<sup>17</sup> With Ethiopia's 2012 GDP per capita estimated at \$1,200, the EFA model estimates an average primary per pupil recurrent unit cost of \$150.

## VI. Mission Strategy: G2G Education Plans

The USAID Ethiopia Mission's decision to move ahead with the G2G modality is based on:

1. A favorable policy and institutional environment within the education sector, including a specific program (General Education Quality Improvement Program (GEQIP)) to improve the quality of general education managed by the Government with World Bank oversight and supported by donor-pooled funds within Ethiopia's education sector plan (ESDP IV),
2. Almost 20 years of support to education access, quality, reform, and institutional capacity building;
3. The strategic placement of the G2G within a strong capacity building program;
4. Recent successful experiences in building capacity for management of primary education access and quality through the use of local grants (managed by the PEPFAR/OVC project).

The Mission has conducted a PFMRAF (Stage I) but the report has been held up internally. Nonetheless, USAID Ethiopia has decided to proceed with a modest G2G activity to support READ using a FARA modality.<sup>18</sup> Agreements will be made with Teacher Education Colleges (CTEs) through the Regional State Education Bureaus (RSEB) and a contribution will be made to the pooled funds of the GEQIP.<sup>19</sup> The modest intention of a \$2 million contribution to the GEQIP pooled fund provides USAID with a 'seat at the table' so that financing for instructional materials and in-service training is targeted to early grade reading, based on a technical framework guided by USAID's READ project.

The FARAs will provide a total of \$18 million in annual tranches over four years in the form of fixed amount reimbursements to approved milestones. Agreements will be made with four Regional Bureaus of Education, selected Colleges of Teacher Education (TCE), and the Federal Ministry of Education. The objective of this activity is to provide adequate funds to establish Reading Departments within selected CTE. The Colleges would receive technical assistance through the project and through G2G FARA will be reimbursed for expenditures for establishing Departments to guide the development of effective methodologies and strategies for reading instruction. Specifically the Departments will have to provide:

- Curricular materials for pre-service instruction;

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<sup>18</sup> A Fixed Amount Reimbursement Agreement (FARA) is a form of assistance under which the amount of reimbursement is fixed in advance based upon cost estimates reviewed and approved by USAID. Reimbursement is based on outputs, made upon the physical completion of an activity, a sub-activity or a quantifiable element within an activity.

<sup>19</sup> The Mission has had success using FARA in the Agriculture sector. FARA is a low-risk modality which also meets the G2G criteria of 1) being on-budget and 2) using government financial management systems.

- School-based in-service training in instruction of reading and writing at school cluster resource centers for primary school language teachers;
- Training for school directors and supervisors to monitor and provide instructional support to teachers in use of reading and writing assessment tools;
- Support for the use of language teaching technology and aids at resource centers;
- Training for teachers and support personnel on the development of low-cost locally available resources and supplemental instructional language materials.

Currently, the USAID Ethiopia Education Team is negotiating with four RSEBs and selected CTEs and the Ministry of Education to: 1) assure that advance funding for the establishment of the Departments will be provided; 2) assure 'buy-in' of TCEs and RSEBs to the initiative for establishment of new Departments for Reading Instruction, and 3) work out details for establishment and assessment of progressive benchmarks for the release of tranches.

## VII. Case Study Discussion Questions

1. Although USAID's G2G/Education financing is very small in relation to the total budget needed for realization of the minimum conditions for access, completion, and early grade reading improvement, can it be 'catalytic' in:
  - Assurance that USAID has a 'seat at the table' on MoE and GEQIP financing and budgetary decisions related to key inputs needed for improved reading in lower primary schools?
  - Establishment of new Departments of Reading in selected Teacher Colleges of Education?
  
2. How can USAID assist the MOE to identify and leverage alternative sources for a higher level of financing for basic education and particularly for lower primary grades needed to support reading improvements on a national scale? Achievements in the following factors will be needed for success:
  - Lower pupil/teacher ratios with a long term target of an average of 40:1 and low variation across regions, *woredas*, and schools;
  - Replenishment of instructional materials for pupils and teachers on reading;
  - Assurance of ongoing professional development and supervision of lower grade teachers for teaching and assessing reading;
  - Assurance of classroom, school, *woreda*, and regional continuous assessments of reading skills in mother-tongue and English language.

## **ANNEXES**

**Annex 1: Summary of USAID Assistance to Education 1994 – 2009**

**Annex 2: Selections from IQPEP Training Needs Assessment, 2011**

**Annex 3: READ Technical Assistance Project Framework**

**Annex 4: Model for Estimating Annual Recurrent Per Pupil Costs**

## ANNEX I. Summary of USAID Assistance to Education, 1994 -2009<sup>20</sup>

### Assistance Parameters:

1. Total Program Assistance (NPA): \$50mill
2. Total Project Assistance: \$75 Million (BESO I)
3. Illustrative Program conditionalities:
  - Increase in total education allocations in annual budget equal to at least 16 per cent of total national budget, excluding debt;
  - Increase in primary education allocation as a proportion of total education allocation towards goal of 60 per cent by end of program;
  - Increases in non-salary expenditures at school level and quality-enhancing inputs for primary education;
  - Implementation of action plan for a primary teacher certification policy;
  - Development of minimum quality standard for primary education.

Years	Project Title	Components/Goals
1994-2001	Basic Education System Overhaul (BESO I)	<ul style="list-style-type: none"> <li>• Community/School Activities Program (CSAP)</li> <li>• Pre-service Teacher Training</li> <li>• Community-government partnership</li> <li>• Strengthened decentralized management and administration, increasing the efficiency of educational financing</li> <li>• Strengthened systems for personnel management, monitoring and evaluation</li> <li>• Curriculum development and instructional materials</li> <li>• Improved school environment and teacher-learner support systems.</li> </ul>
2002-2003	Complementary Drought Assistance (CDA)	<ul style="list-style-type: none"> <li>• School Feeding</li> <li>• School Supplies dissemination</li> <li>• School stability</li> </ul>
2002-2007	Basic Education Strategic Objective/Community-Government Partnership Program (BESO II/CGPP)	<p><b>BESO II</b></p> <ul style="list-style-type: none"> <li>• Pre- and In-Service Teacher Training</li> <li>• School Leadership Training</li> <li>• Materials development Media Development and Training,</li> </ul>

<sup>20</sup> This table has been modified from the original found in Method et.al (2010).

Years	Project Title	Components/Goals
		<ul style="list-style-type: none"> <li>• Development of the Personnel Management, Planning and Monitoring, Evaluation and Information Systems and capacity training of MOE and RSEBs</li> <li>• Monitoring, Evaluating, Reporting, Analysis (MERA)</li> </ul> <p><b>CGPP</b></p> <ul style="list-style-type: none"> <li>• School Improvement Awards (SIA)</li> <li>• Community Mobilization and PTA training</li> <li>• Establishment of GEACs and increased girls' education enrollment and retention</li> <li>• Strengthening KETBs</li> <li>• School Development Agents (SDA) to mentor community leaders</li> </ul>
2003-2010	Capacity Building in Teacher Education (CBTEP) (a volunteer program)	<ul style="list-style-type: none"> <li>• Improve English language teaching and provide English language and reference materials.</li> <li>• Technical assistance to TTCs and the MOE to improve the quality of primary education</li> <li>• Improve HIV/AIDS education at TTCs and in surrounding communities</li> </ul>
2004-2009	Transforming Education for Children and Adults in the Hinterlands (TEACH I)	<ul style="list-style-type: none"> <li>• ABE (Alternative Basic Education): condensing Cycle I curriculum to prepare entry to grade 5</li> <li>• AFL (Adult Functional Literacy)</li> <li>• Woreda Capacity Building to manage ABE and AFL</li> </ul>
(2006-2008)	WORTH (Pilot Project under TEACH I) for adult women learners	<ul style="list-style-type: none"> <li>• Development of functional literacy and income generating skills through the use of materials focusing on income generation</li> <li>• Development of self-help groups to generate savings and group lending</li> </ul>
2005-2006	Kokeb Kebele Project/ Model Kebele Initiatives	<p>Development of kebele-based education/health care provider partnerships in schools to:</p> <ul style="list-style-type: none"> <li>• Improve access and linkages between schools and community health centers</li> <li>• Provide immunizations, water supplies, and family planning education in selected kebeles</li> <li>• Reduce girls drop-outs from primary school</li> <li>• Increase the number of household pit latrines and hand washing facilities in all households and schools</li> </ul>

Years	Project Title	Components/Goals
		<ul style="list-style-type: none"> <li>• Introduce environmental and personal hygiene</li> <li>• Raise awareness of HIV/AIDS</li> </ul>
2005-2009	President's African Education Initiative (AEI)	<ul style="list-style-type: none"> <li>• <b>TT (teacher training)</b> Same goals as BESO II</li> <li>• <b>AGSP (girls' scholarships)</b> Provide scholarships, material support, and housing/feeding to 1000 girls to continue education</li> <li>• <b>TLMP (materials development)</b> Develop English language textbooks for grades 6, 7, 8 with the MOE Curriculum Department,</li> </ul>
2006-2008	Communities and Schools for Children Affected by HIV/AIDS (CASCAID)	<ul style="list-style-type: none"> <li>• Increase access to primary education for OVC</li> <li>• Provide essential educational and support services to enhance success</li> <li>• Strengthen school/community groups to identify and support OVC</li> </ul>
2008-2009	Building the Capacity of Primary Education Managers and Educators (EQUIP II)	<ul style="list-style-type: none"> <li>• Capacity building in planning, management and financial management</li> <li>• Development of and training on several types of MIS packages</li> <li>• Capacity building for curriculum developers, especially in physics and math</li> <li>• Training on monitoring, evaluation, and continuous assessment</li> </ul>
2008-2011	Community-School Partnership Program (CSPP)	<ul style="list-style-type: none"> <li>• Capacity building of PTAs, GEACs, KETBs, and <i>woredas</i> in support of health, sanitation, and school-based water development</li> <li>• Support school gardens for income generation</li> <li>• Provide de-worming, HIV/AIDS awareness raising, and sanitation practices</li> <li>• Construct separate latrines</li> </ul>
2008; 2009-2011	Teaching English for Lifelong Learning (TELL)	<ul style="list-style-type: none"> <li>• Provide workshops on the use of TLMP-produced English language books and Teachers' Guides</li> </ul>
2009-2012	School –Community partnership serving HIV/AIDS affected OVCs (SCOPSO)	<ul style="list-style-type: none"> <li>• Provision of = comprehensive service increase enrollment, retention and academic performance</li> <li>• Strengthen school – community partnership in primary schools plan and manage OVC support programs.</li> </ul>

Years	Project Title	Components/Goals
2009-2013	Transforming Education for Children and Adults in the Hinterlands (TEACH 2)	<ul style="list-style-type: none"> <li>• ABE (Alternative Basic Education): condensing Cycle I curriculum to prepare entry to grade 5</li> <li>• AFL (Adult Functional Literacy)</li> <li>• Woreda Capacity Building to manage ABE and AFL</li> <li>• Strengthen facilitator training</li> </ul>
2009-2014	Improving the Quality of Primary Education Program (IQPEP)	<ul style="list-style-type: none"> <li>• Curriculum and textbook assessment</li> <li>• Pre- and In-service teacher development</li> <li>• School improvement</li> <li>• Management and Administration (MAP) at the RSEB, woreda, KETB and principal levels</li> <li>• Expand computer capability</li> <li>• Program coordination and monitoring and evaluation</li> <li>• Teacher training in Early Grade reading and EGRA</li> <li>• Conduct research</li> <li>• Support National Learning Assessments</li> </ul>

## **ANNEX II. Selections from IQPEP Training Needs Assessment for Education Officials at Federal and Regional Levels 2011<sup>21</sup>**

### **I. Background**

The education reforms that Ethiopia has introduced in the last several years have shown positive trends and encouraging results. While the reforms are being used to address previous problems; they have also opened new challenges. Important accomplishments have been made in developing strategies, producing sectors development programs and quality improvement package, restructuring of management systems and practices, issuing implementation guidelines, etc. However, there are gaps that require systematic interventions for effective implementation of the diverse educational reform initiatives of the government. One such gap is noticed in the area of educational planning and management where qualified and experienced specialists are not available at the required level of competence. This has been indicated in the ESDP reviews, GEQIP documents, annual reviews, and the recent MAP Design Study.

The education management system of Ethiopia has experienced relatively frequent institutional adjustments and human resource reshuffling and replacements at MOE, RSEB and WEO levels during the last decade. Reshaping and reconstructing the management system at senior and middle levels have occurred several times with implications for human resources competence issues in terms of skills, knowledge, experiences and attitude.

The pace of reforms in education and the timeframe for achieving the goals of education especially EFA are pressing. The implication here is that there is a dire need for having competent planners and managers to implement the reforms at all levels. Therefore, attention is being given to use needs-based, skills upgrading training and re-training of existing managerial and technical staff for immediate and very specific tasks and with very flexible schedules to ensure a continued and effective functioning of the education system in a way that contributes towards that achievement of ESDP IV targets.

It is also important to note that educational reforms are taking place in Ethiopia within diverse regional contexts. The economic, social, educational etc. levels in the different regional states of the country are also at different stages of development. These differences have also their own implications on the capacity of the regions in terms of their structural, operational and human resources capabilities. While such differences have to be noted for their effect on the type and levels of capacity needs, there are also areas where similarities could be manifested in planning and management interventions.

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<sup>21</sup> From Berke, B. and W. Yiman (2011) *A Report on Assessment of the Need for Training of Education Officials and Technical Staff at Federal and Regional Levels in the Fields of Planning and Management*. USAID IQPEP (draft internal document). The selections from the Training Needs Assessment represent only a small part of the full report and are provided to illustrate one framework for carrying out an institutional capacity assessment.

## **2. Assessment objectives and focus**

### **2.1. Objective of the assessment**

The overall objective of the TNA as provided in the TOR, is to determine the training needs of MOE and RSEB/CAEB staff in decision-making and technical positions and base the contents and delivery of the short courses on the identified needs. The specific objectives of the assessment are to:

- Gather sufficient information on the training needs of officials and professionals of MOE and RSEB/CAEB;
- Propose training courses/contents based on the training needs information;
- Recommend on how best training sessions could be designed and delivered;
- Identify and recommend competent and appropriate firms/consultants with requisite qualifications and experiences that could provide the trainings from which USAID/IQPEP could select;
- Suggest on how the quality of the training materials and the trainings could be ensured

### **2.2. The focus of the assessment**

As clearly stated in the TOR and signed contracts as well understanding reached during subsequent meetings with IQPEP DCOP for planning and management, the assignment mainly focused on the following:

- Identifying training needs of MOE/RSEBs/CAEBs high level professional and technical staff with a focus on planning and management
- List relevant priority topics for training
- Identify potential target groups by category
- Identify competent training institutions/trainers to develop training modules and conduct the actual training
- Propose training strategies/approaches
- Suggest the length and time of training
- Suggest a training plan

## **3. Assessment framework, instruments, the assessment team and coverage**

Training Needs Analysis is a pre- training tool which helps to strategically identify specific areas needing attention with regard to skills, knowledge and attitudes, a person is required to possess for a particular job positions. The assessment is focused on making recommendations for bridging identified gaps. Based on the objectives of the assignment, the study team used assessment framework and instruments that it believed will help in identifying the specific areas of needs and topics for short term training of MOE/RSEBs/CAEBs Officials and technical staff in the field of educational planning and management.

### **3.1. The assessment framework**

TNA could be undertaken using different analysis frameworks/methods depending on the scope of the assessment. For this particular assessment, the study team employed context analysis; user analysis; work analysis and content analysis as study framework. The use of this framework has helped to conceptualize the training need, its focus and what is expected to be achieved at the end of the intervention.

**The Context analysis approach** was used to establish the rationale for the training vis-à-vis the context within which the potential participants work such as policy frameworks, ESDPs (national Regional), GEQIP, new strategies and guidelines (i.e. adult education) as well as region specific circumstance. The analysis was also used to identify the challenges incumbents encountered in their work due to gaps in their capacity.

**The User analysis approach** contributed towards knowing the background of the target groups; their specific training needs and the providers of the training. The assessment team reviewed the educational and experiences background of potential participants as well as their training needs in relation to their current positions. This analysis also gave the team clues about the type and competency requirements of the potential trainers.

**The Work analysis** method helped the assessment team to review the major tasks that the potential trainees are required to perform and the skills they require to effectively deliver what they are required to. Such reviews helped to ensure that there are linkages between the training topics identified and the incumbents duties and responsibilities.

**The content analysis** provided the opportunity to understand the operational systems and procedures within MOE/RSEBs/CAEBs where trainees apply the skills they learn from the training. In this connection, the BPR based work organization and operational systems and procedures based on it were taken as the working environment to which the focuses of the training program should fit.

The framework was used for focusing the outcomes of the TNA and the recommended topics and training procedures to ensure that the identified topics of training are grounded on the realities and specific needs of the target organizations and groups.

### **3.2. Assessment instruments and data collection procedures**

In order to get relevant and quality information that makes the TNA report realistic and productive in terms of contributing to the effectiveness of the envisaged training interventions, a variety of methods and instruments were employed by the assessment team. Both primary and secondary data were collected to identify capacity gaps and determine training topics. The main methods and instruments used for data gathering from organizations and individuals involved in the study are the following:

**Desk review:** the desk review at the MOE and regional education office level involved going through such documents as annual and strategic plans, BPR documents, revised duties responsibilities of potential participants, strategies, guidelines, ESDP IV, GEQIP documents, USAID/IQPEP project documents as well as others that lead and contribute towards indentifying

capacity gaps and training needs. The responsibilities, functions and roles of potential program participants, Previous studies and evaluations on capacity gaps at MOE and regional levels have also been reviewed.

**Interview protocol:** information and opinions from high level officials in the MOE and RSEBs/CAEBs have been solicited using interview questions. The interview protocol probed into the competencies and skills needed from them and their staff in view of existing policies, programs, procedures, decentralized educational management systems, GEQIP and future directions. The results of the interview shade light on where the focus of the envisaged USAID/IQPEP training should be for them and for their staff.

**Focused Group Discussions:** Various FGDs were held with MOE/RSEBs/CAEBs officials and experts at process and sub-process levels. The FGD guide was used as a starting point for discussions at MOE and Regional levels. A good mix of respondents from different work units/processes was included in each of the groups.

**Questionnaire:** the questionnaire mainly targeted individual views of incumbents at different professional/technical levels in order to get work specific training/skills needs for each of the main positions at MOE and regional levels. The questionnaire had wider coverage involving as many diverse respondents. The questionnaire helped to get broad perspectives and information on the training needs in a way that contributes to determining priorities.

#### **4. Findings of the TNA**

The findings of the assessment are based on the instruments used as well as the documents reviewed at federal and regional levels. It has to be noted that most of the questions posed to the three groups of respondents were similar particularly such questions as identification of priority training topics, the choice of training approaches, number of training days and preference to training institutions/trainers.

##### **4.2. Gaps/challenges in knowledge, skills and attitudes (KSA), identified by respondents**

In both the interview and FGD instruments as well as the questionnaire, respondents were asked to identify gaps/challenges they face in knowledge, skills and attitudes as related to their jobs. The respondents identified a number of gaps as presented here in priority order.

- Problem of skills and experiences in planning and projection techniques
- Skill gaps in leadership and decision-making
- Capacity challenges in monitoring and evaluation
- Challenges in HRD and HRM especially motivation and appraisal of staff
- Weakness in communication skills
- Lack of positive attitude
- Gaps in basic computer skills
- Lack of skills in resource mobilization
- Challenges in how to use indicators for quality improvement

- Challenges in project development and proposal writing
- Lack of skills in conflict resolution
- Lack of capacity in financial management
- Skill gaps in EMIS
- Limitations in supervision techniques/skills
- Lack of skills in costing for plans and programs

A closer look at the KSA related gaps identified by the three groups of respondents shows that there are lots of similarities in challenges that incumbents face in skills, knowledge and attitude that are necessary for their jobs. The differences between the three groups is mostly in the hierarchy of the gaps and additional details (which are not so significant in terms of identifying the major gaps that have implication for training needs).

### **Document review findings in capacity gaps**

Relevant documents were also reviewed to identify indication for training related capacity gaps among MOE and RSEB/CAEB officials and staff. Such documents as the national ESDP IV, MAP Design Study Report, regional ESDPs IV, strategic plans, annual plans, annual review reports, training related assessments and reports were reviewed where available. In the document review process, training related gaps were identified and picked. In most of the documents only the capacity gaps were stated while in some, possible solutions were stated without specific plans and resources to mitigate them. The major capacity gaps that were stated in the national and regional documents are the following:

- Inadequate planning skills
- Inadequate use of information for planning
- Limited leadership capacity for implementing decentralized education system
- Lack of technical leadership in building the capacity of woredas and schools in implementing GEQIP
- Lack of competent professionals to provide strategic support to Woredas
- Weak linkage among schools, woredas and RSEB in planning, management and information exchange
- Weak supervisory support (lack of supervision skills)
- Challenges in teacher development, management and motivation
- Inadequacy of collective capacity to design sectoral plans at all levels.
- Lack of collective capacity constraining the ability of federal level planners to support the regions.
- Limited skills in making reliable projections and formulation of strategic choices
- Insufficient capacity in understanding, planning and implementing integrated FAL
- Inadequate capacity in gender mainstreaming during planning, implementing, monitoring and evaluation

An examination of the training related gaps stated by interviewees and FGD participants as well as the findings from document reviews on the subject shows a great deal of consistency with limited variation where some of the gaps identified in the reviewed documents go down to the levels of supporting *woredas* and schools with a focus on GEQIP which again makes the identified training gaps even more relevant to improving the quality of education.

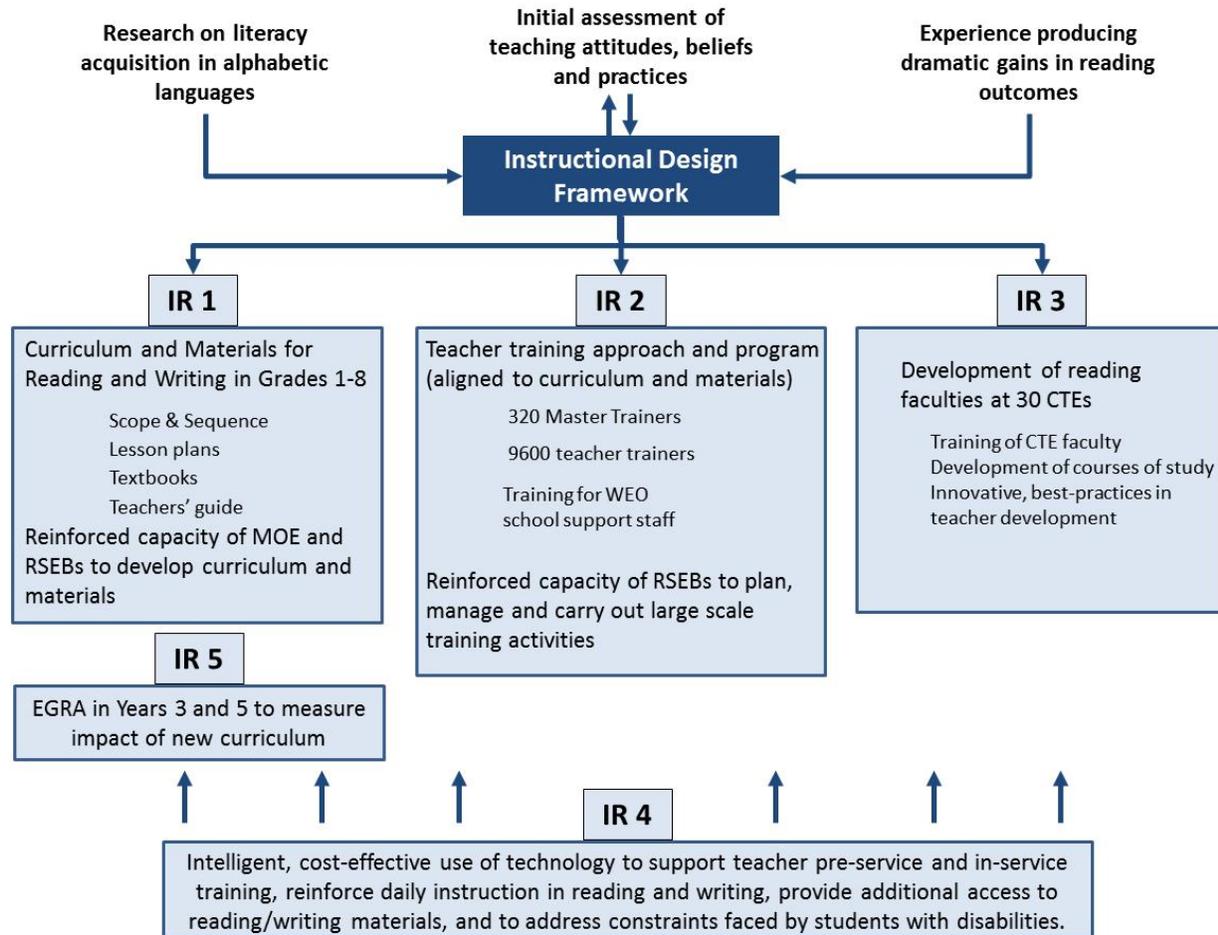
### **4.3. How training will help to improve performance**

This question was included only in the interview instrument. In the course of the interview, bureau heads and their deputies were asked to indicate how training will help to improve the performance of their staff and that of their own. According to them, training will:

- Help in filling the identified gaps in knowledge, skills and attitude
- Increase staff motivation which in turn may lead towards improved performance of staff.
- Help staff to adjust to changing situations
- Refresh existing skills and revitalize staff commitment.
- Improve performance through encouraging the transfer of acquired knowledge and skills in to practice.
- Help as a way of coping with the relatively fast staff turnover prevailing in education bureaus

This responses indicate that the responding officials (bureau heads/deputy bureau heads and directors) did not just observe the presence of knowledge, skills and attitude gaps on their part and on their staff, they were are also of the opinion that training will contribute towards addressing the stated gaps.

## ANNEX III. READ Technical Assistance Project Framework



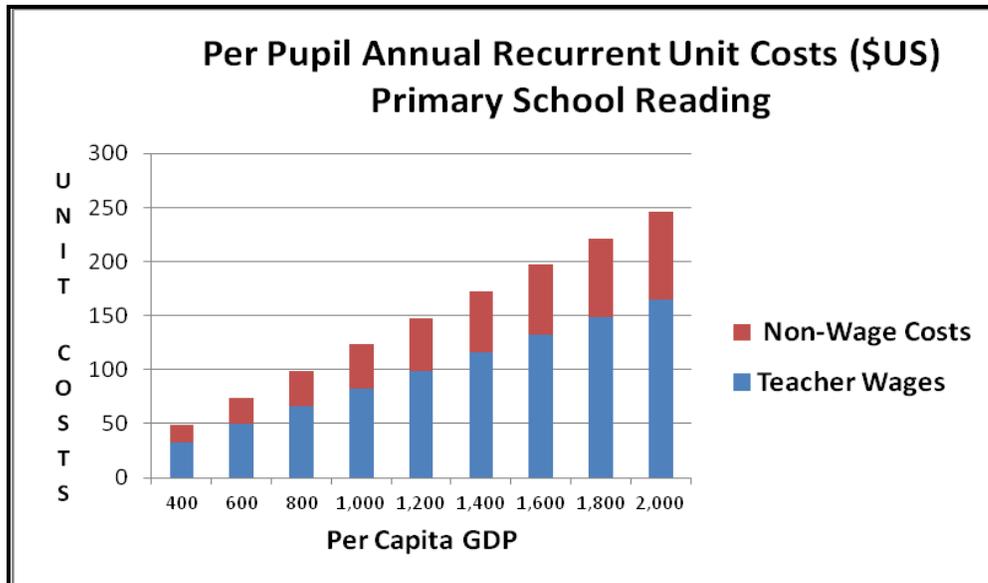
## ANNEX IV: Model for Estimating Annual Per Pupil Costs to Achieve Improved Reading

This analysis is based on a study carried out by the World Bank after the EFA Dakar summit in 2000. The study sought to analyze the per pupil annual recurrent unit expenditures in those countries that had made significant progress towards achieving EFA goals, and specifically for countries that had increased access and achieved a high level of primary school completion.<sup>22</sup>

The findings provide indicative, simple parameters for the level of primary education financing of lower income countries that have achieved increased access and completion rates. These parameters would also indicate the financing necessary (but not sufficient) to provide the inputs needed to achieve system-wide improvements in early grade reading and writing.

### EFA Model: Parameters of Annual Average Recurrent per Pupil Unit Costs:

- Teacher wage average of 3.3 \* GDP per capita
- Pupil/teacher ratio 40:1
- Non-wage expenditure: 1/3 (33percent) of total recurrent expenditure



<sup>22</sup> Bruns, B., Mingat, A. and Rakatomalala, R. (2003). *Achieving Universal Primary Education by 2015: A Chance for Every Child*. The World Bank. The parameters have been slightly adjusted for ease of understanding.

Thus, for a country with a GDP/capita of \$1,000, the average teacher salary would be about \$3,300; per pupil recurrent expenditures should be, at a minimum, roughly \$123, of which \$83 would be wages (with an average of 40:1 pupils per teacher) and \$40 per pupil for non-wage expenditures: books, materials, teacher training and professional development, supervision and management. This level of expenditure will result in a per pupil unit cost of approximately 12percent of GDP per capita.

In Ethiopia, the financing gap that should be bridged if the conditions in primary schools are to promote improvements in reading and writing on a large scale are addressed in the ESDP IV (2010 – 2015). The actual primary education costs are projected to rise from 9,122 mill Birr to 13,950 mill Birr (\$608 mill to \$930mill) by 2015. There is a projected gap in funding these costs which annually fluctuates between 4,000 and 5,000 mill Birr (\$333mill). This is a gap that GEQIP 2 will play a major role in bridging. If these costs are financed through the combination of MOE, Regions, GEQIP and the private sector, this would provide a primary per pupil unit cost of \$54, assuming that enrolments stabilize at approximately 20 million pupils. At Ethiopia's 2012 GDP per capita estimated at \$1,200, the EFA model estimates an average primary per pupil recurrent unit cost of \$150. Thus, while a significant funding gap still exists between the ESDP V projections and the EFA model estimates, it represents a significant improvement over the \$20 per pupil expenditure in 2007/08.

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