

Federal Democratic Republic of Ethiopia

Education Sector
Development
Program
Action Plan

Ministry of Education
September 1998

Education Sector Development Program

Action Plan

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The Education Sector Development Program

Education has a vital role to play in Ethiopia's development. As a nation, we are working to achieve pivotal improvements in our education system, but are confronted with many challenges. In 1994, we adopted a new Education and Training Policy and have since translated the statement into a general education strategy and an action plan that we have named the Education Sector Development Program (EDSP).

Ethiopia has the second largest population in Sub-Saharan Africa. It has a Gross Domestic Product per capita of US\$110, which is only a quarter of the average for the region. Poverty is widespread, so is malnutrition, and we have the lowest primary school enrollment ratio in the world, with 30 percent of school-age children enrolled, less than half the average for Sub-Saharan Africa.

Nearly two decades of civil war and economic mismanagement ended in 1991 with per capita income below that of 1960. The Transition Government of 1991-1995 made economic development its priority. Good economic management and a shift of our public expenditure from defense to the social sectors and infrastructure has led to important gains. The rural poor have benefited significantly and the percentage of primary school-age children enrolled in school has begun to increase, having fallen as low as 19 percent.

Only one in three primary school-age children attends school.

Why Change is Necessary

Although more children are now enrolled, and there are more new schools and teachers, the educational system still has enormous problems, particularly in primary schools:

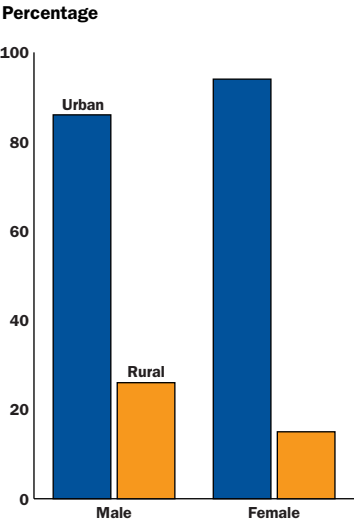
- enrollment ratios remain low;
- rural areas and girls are not well served;
- the quality of education is low;
- the system is inefficient;
- funding is inadequate; and
- capacity for planning and management is weak.

Low enrollment is a problem at all levels

While more primary school-age children are attending school, the percentage remains low. At the secondary level, only one in ten school-age youth is enrolled and higher education is open to a still smaller fraction. The limited number and location of schools is a problem for many children who must travel 5-10 km each day to reach these schools. Security for smaller children and for girls is a concern. Attending school is often impractical for rural families who need their children for work during the agricultural peak seasons and for household tasks. Schooling fees when charged also deter some parents from sending their children to school.

Primary schools are inaccessible to much of the rural population.

Figure 1 Gross enrollment ratios in primary schools



Rural areas and girls are not well served

Urban areas have a higher proportion of children enrolled in primary education than do rural areas and enrollment ratios vary widely by Region. Among the nation's 9 Regions and 2 Administrative Councils, primary enrollment ratios vary from 83 percent in urban Addis Ababa to only 8 percent in the nomadic and seminomadic Afar Region in 1995/96.

Girls are less likely to be enrolled than boys in rural areas. At the outer limit, only 1 percent of nomadic girls are attending school in the Afar Region. The reasons for these patterns include: the previously mentioned distance that must be traveled to reach schools and security concerns, lack of privacy in school sanitation facilities in some cases, the limited number of role models of women in the classroom and school management, and cultural factors that reinforce patterns of work for girls in the home and early marriage.

The quality of education is low

Low quality education leads many children to repeat classes or to drop out of school altogether, especially girls. About a third of the pupils enrolled in Grade 1 drop out and close to a fifth of the remaining pupils repeat. This poor performance is linked to:

- inadequate facilities—long-standing neglect and civil strife have left many schools without adequate equipment and furnishings and in need of major repair;
- shortage of books—an average of five children must share each textbook;
- inadequate teacher training—only about 40 percent of teachers for Grades 9-12 are qualified;
- examinations are used to select pupils for advancement rather than to provide feedback to improve classroom teaching; and
- poor curricula—tend to be theoretical and do not relate to real life, particularly for technical and vocational education and training.

The system is inefficient

While dropout rates are high, so are repetition rates, and only about half of those who enroll complete primary education (Figure 3). It takes almost nine years for the average child to complete six years of primary school. These outcomes are associated with the low quality of education.

Funding is inadequate

Ethiopia's per capita income is one of the lowest in the world. Spending on education though has increased substantially, rising from 2.6 percent of national output in 1992/93 to 3.8 percent in 1995/96. We are now spending 13.7 percent of the government budget on education. However, spending on education still falls short of that required because of the country's low income base and the reliance of education on public financing.

Planning and management capacity are weak

The decentralisation of government, as a result of Federal arrangement, has changed the roles and responsibilities of government at each level —

Primary school enrollment for girls in rural areas is lower than that for boys

Figure 2 Percentage of qualified teachers in different grades

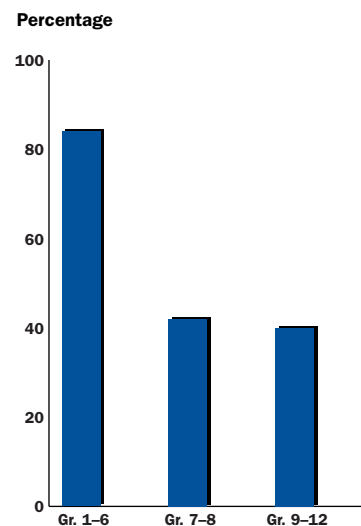
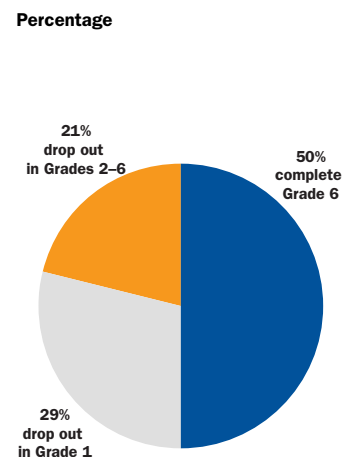


Figure 3 Schooling profile for 100 children entering primary school.



Federal, Regional, Zonal, and Woreda. With this change has come the need to build implementation capacity to assume the new roles and responsibilities. Organisational structures need to be reconfigured and information systems strengthened. At all levels, planning and management capacity need to be developed, but especially at Regional and sub-Regional levels, since much of the responsibility for implementation of the ESDP will rest at these levels.

Addressing the Problems

Our long-term development strategy gives high priority to improvements in education, health, and roads. To address the needs for education, we have embarked on a set of political, economic, and social reforms that include the 1994 statement of Education and Training Policy. Our goal is to restructure and expand the education system to make it more relevant to the present and future needs of the economy. This will result in citizens better able to participate fully in development.

The 1994 statement addresses education from kindergarten to university, and extends to special-needs and non-formal education. The goal is universal primary enrollment by 2015, while supporting a phased development of the full education system. The policy statement focuses on four major areas of reform:

- expanding equitable access to primary and vocational education to meet the demands of the country and the economy;
- restructuring the education system;
- changing the curriculum to increase the relevance of education to communities; and
- improving the quality of education throughout the system.

The Education Sector Development Program translates the policy statement into action. It covers the first five years of the 20-year program. The ESDP was launched in 1997/98 with government funding and support from ongoing donor assistance. Its goals for the year 2001/02 are as follows:

The goal is universal primary enrollment by 2015.

Box 1 Reforms outlined in the Government's 1994 Education and Training Sector Policy:

INCREASE PRIMARY EDUCATION FROM 6 YEARS TO 8 years in all schools, to increase the schooling received by the majority who do not go beyond the primary level.

AUTOMATIC PROMOTION OF CHILDREN IN PRIMARY grades up to Grade 3, to reduce repetition and dropouts.

USE OF LOCAL LANGUAGES AS MEDIA OF INSTRUCTION in primary grades to facilitate children's adjustment to school, increase the relevance of school work to their home environment, and facilitate cognitive growth.

DEVELOPMENT OF A NEW TEACHING CAREER STRUCTURE based on professional growth, performance, and experience to motivate teachers.

ELIMINATION OF FEES FOR GRADES 1–10 TO REDUCE the financial burden on parents.

DEVELOPMENT OF COST SHARING FOR GRADES 11–12 and higher education.

- more children will attend school with enrollment expanding from 3.1 million to 7 million, and the primary enrollment ratio increasing from 30 percent to 50 percent;
- more rural children, especially girls, will attend, increasing girls' share of enrollment from 38 percent to 45 percent;
- the quality of education will be improved by providing a textbook for each child in core subjects, improving educational facilities, and improving teacher training;
- schools will become more relevant by reforming the curricula;
- schools, as a consequence, will become more efficient by reducing the number of children who drop out or repeat years; and
- education financing will be improved by increasing public spending to 19 percent of the government budget, 4.6 percent of national output, and encouraging private sector and community financing.

The Regional Education Bureaux have been heavily involved in planning the ESDP. The program will vary among the Regions, according to the needs of each Region. Annual reviews of each Region's detailed work program will permit adaptations to be made. Communities, teachers, parents, and other involved persons will also have the opportunity to take part in numerous decisions concerning the details of the program that will be determined in the future. The physical targets for each Region are given in Appendix A.

Primary education

New schools

Primary schools will be upgraded, and new schools built to accommodate nearly four million more pupils.

About two and a half thousand new primary schools will be built, mostly in rural areas, and three thousand schools upgraded or renovated, to accommodate nearly four million additional students. This will greatly increase access to schools in rural areas, and raise enrollment to 50 percent. All new and renovated schools will have separate pit latrines for boys and girls. Water supplies and grain mills will be provided close to the community, so that children can have more time for education.

Eight years of school for all

Primary schooling will be extended by two years to Grade 8, so that more children complete eight years of schooling. Children will be automatically promoted up to Grade 3, so that slow starters have time to catch up without the discouragement of repeating a year. All the schools that are being upgraded will offer eight years of primary education. Many of the new schools in rural areas may be temporarily under-used, but in the longer term, access to educational opportunity would be improved.

Helping families afford school

Shorter school days will give children more time to help their families.

A flexible school calendar will close schools during agricultural peak periods to let children help in the fields. Shorter school days as a consequence of double-shifting to create more school space, will give children more time to help at home. Longer school days would give more time for teaching, but shorter school days encourage more parents to send their children to school and enable schools to take two shifts of children. School fees of all types up to Grade 10 have been removed to encourage enrollments.

Efficient use of teachers

In the past, most of the budget for schooling was spent on teacher salaries, leaving only a small fraction for other classroom needs. Class size will be allowed to rise in ESDP from an average of 33 to 50, so that more funds can be allocated to books, desks and other needs that are severely under-funded. Teachers will be employed more efficiently.

Throughout the education system the increase in enrollment is being complemented by improvements in quality—from better-trained teachers, more relevant curricula, more books, improved school environments, and improved internal efficiency, to examinations which will provide feedback to schools to help improve classroom teaching. Quality will be monitored throughout.

The emphasis throughout ESDP is on quality.

Local languages in schools

Some 80 local languages are spoken in Ethiopia. Nineteen are now used in classrooms. Many of these have only recently been introduced in schools, and some are still being developed. Using local languages in primary schools is important to help children adjust to school and learn more easily. It also makes school more relevant to their homes and communities. However, teaching in many local languages is expensive and will have to be continuously weighed against the educational benefits of this policy.

Feedback on pupil performance

Feedback on examination results will be used to help teachers assess the effectiveness of their teaching. In addition, a national learning assessment survey will be introduced in later years of the ESDP.

Examination results will be used to help teachers improve their teaching.

Books and materials

The textbook and instructional materials sector will be liberalised, and private competition encouraged, to provide a less expensive and more reliable supply of instructional materials. Many more books will be provided, and will be printed in local languages. The Ministry of Education will introduce a new textbook policy and the Education Materials Production and Distribution Agency (EMPDA), the public enterprise responsible for production of books and educational materials and furnishings, will be commercialised.

Reaching nomadic populations

Sixteen new boarding schools and one hostel have been proposed for nomadic children in the Regions of Afar, Somali, Benshangul-Gumuz and SNNP. The Oromia Region, on the other hand, has had good results

with 11 pilot nomadic schools and plans to introduce more, as they are considered less expensive than boarding schools. This strategy will also be piloted in the Afar Region.

Encouraging communities to educate their girls

Communities will be taught about the benefits of educating their girls.

Girls' education will be strongly promoted by sensitising communities to the benefits of educating girls and delaying their marriage. Other factors, many mentioned above, contribute to the low percentage of girls in rural schools and these are being addressed in both this and other sectoral programs such as roads, water, and health.

Secondary education

While the ESDP gives priority to expanding primary education, secondary education will also benefit under the ESDP. Secondary schools will be expanded to make them less crowded. More books and equipment will help children to learn and improve standards. Teachers will be better trained and curricula improved. Cost sharing for Grades 11 and above will help pay for the necessary improvements.

Technical and vocational education and training activities (TVET)

The economy will benefit from more trained and skilled labour.

TVET programs have not served well the needs of employers in the past. Steps are being taken to improve the relevance of these programs so that more TVET graduates can get jobs. The private sector will be more involved in designing TVET programs and providing training. The economy will benefit from more trained and skilled labour.

Teacher training

Greater emphasis will be placed on teaching skills...teacher training through distance education will be introduced.

In accordance with the national standard (certificate for grades 1-4 and diploma for grades 5-8), teacher training will be updated, and existing primary school teachers will be upgraded, qualifying them to teach in their respective levels. This will lead to better teachers who are more effective in the classroom. Teacher training through distance education will be introduced as a cost-effective strategy, and to give teachers in remote schools, especially women who have difficulty leaving their families, opportunities for professional growth. A new career structure, along with

inservice training will boost teacher morale. Head teachers will be trained in school management, leading to better managed schools with greater community involvement.

Higher education

The expansion of higher education during ESDP will be limited to meeting the immediate needs of the country for educators, engineers, health workers, and public administrators. Universities will be required to become fully efficient before they expand their facilities. Investments in higher education by the private sector from home and abroad will be encouraged. This will result in more trained personnel for the education program. The introduction of student fees is planned to help pay for expansion and improvements in quality. Students loans are being considered as a means to reduce the impact of this policy on the access of the poor to higher education. In addition universities will be encouraged to earn money from consultancies and the private sector will be involved in financing education.

Distance education

The Education system in Ethiopia has an extensive transmission network and one of the most experienced educational broadcast systems in Africa; this can be used more intensively. Non-formal education will give a second chance to school dropouts and those youths and adults who never had the opportunity to attend school. Educational radio programs will also supplement classroom teaching. To bring this about, the Regions will need to collaborate closely with non-governmental organisations who have experience in this area. We also plan to expand the use of distance education to more "formalised" courses for basic education, functional literacy, continuing education and teacher in-service training. Female teachers and those who work in remote areas, and are unable to benefit from centralised training, will be especially targeted.

Institutional development

We realise that for ESDP to work well, greater institutional capacity is needed at all levels. This is the first priority of the program, both for the Regions and the centre. The Regions with the weakest institutional capacity are also those which will be the most heavily involved in implementing

ESDP. As a safeguard, the Regions considered especially ill-prepared will concentrate on capacity building in the initial period of ESDP, especially in the areas of educational administration, procurement, finance management, and monitoring and evaluation. Head teachers and officials at all levels will be given training in education management, and a reporting and monitoring system will be put in place to facilitate their accountability. In the Ministry of Education, planning, finance management, implementation, and monitoring and evaluation capacities will be improved.

Measuring the success of the ESDP will require attention to how much children are learning. The National Organisation for Examinations will be staffed and equipped so that it can better design and administer national examinations and surveys of learning assessment. An efficient analysis of pupil performance will be given to schools so that examinations become an integral part of the teaching and learning process. National surveys for pupil achievement will enable ESDP to see if it is attaining the quality goals for education.

The activities of the Education Media Agency will be expanded so that it can provide secondary school programs and distance learning programs for teacher upgrading, non-formal, and adult education. The Agency will also assist Regional Education Media Units with developing the capacity to design and transmit educational programs. This is particularly important for local-language programs in primary schools. Non-formal education is a cost-effective way to reach those who have not benefited from the formal education system.

Curriculum reforms are important to improvements in quality, enhancing the relevance of education, increasing gender sensitivity, and improvement of curriculum implementation in the classroom. The Institute of Curriculum Development and Research has led the development and testing of a new curriculum for primary education. The Regions have played an increasingly larger role in adapting the curriculum to suit regional conditions. Building capacity at the centre and in the Regions for curriculum development and reforms will be pursued.

Non-formal education is a cost-effective way to reach those who have not benefited from formal education.

Sources of Funding and Program Costs

The projected cost of ESDP is US\$1,799 million (about 12.2 billion Ethiopian Birr), which will be financed by a combination of domestic

and external funding. We are committed to financing 73 percent of the program, because we consider education a high priority. Many donors are already involved. The current funding gap is about 11 percent (Table 1), but the financing picture is likely to change rapidly as more donors join the program and existing donors increase their support for the ESDP. Major related programs financed by development agencies are shown in Appendix B.

Table 1. Indicative Financing Plan (as of April 1998)

	<i>Amount (US\$ mill.)</i>	<i>Share (%)</i>
Total Financing Required	1,799.2	100
Available Financing		
Domestic Funding	1,315.1	73
External Funding	278.6	16
Total available funding	1,593.7	89
Funding gap	205.5	11

Public spending on new school construction will increase every year. It will be a challenge to implement the program in five years, requiring vigorous efforts on the part of all involved, especially at the Regional and sub-Regional levels. Meeting this goal will require additional support from donors.

The increase in recurrent expenditure poses a smaller challenge, because at 8.5 percent it is less than the annual increase in recurrent spending over the past five years. However, we must carefully monitor actual spending to make sure that enough is being spent to achieve the quality of education that we want.

The ESDP will lead to higher enrollments and a higher quality of schooling, if fully implemented and financed. The allocation of ESDP funds by component is shown below in Figure 4, where percentages have been rounded to the nearest whole number. Detailed figures are given in Appendix C. Primary education is the highest priority in this program, taking about 60 percent of the total budget.

The share of the budget spent on primary education rises from 56 to 66 percent over the five-year program. The share of the budget spent on higher education drops from 15 to 8 percent over the same period.

Public spending on new school construction will increase every year.

Figure 4 Total program cost by component.

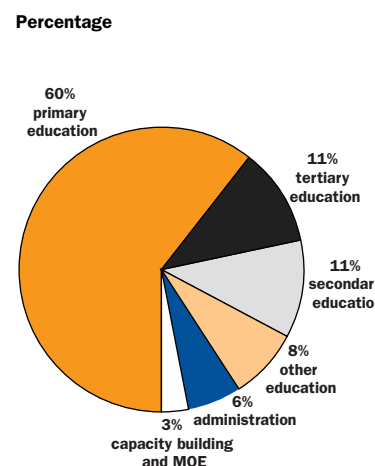
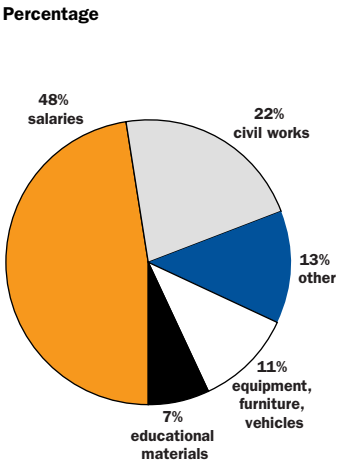


Figure 5 Total program cost by type of expenditure.



Historically, the Regions have spent most of their recurrent budgets on salaries. Under ESDP, spending by the Regions on salaries falls from 78 percent of their annual recurrent budget in the first year of the program to 70 percent in the fifth year of the program. Over the same period spending on educational materials more than doubles, from 10 percent to 15 percent of the Regions' annual recurrent budget. The allocation of ESDP funds by expenditure category is shown in Figure 5, where percentages have been rounded to the nearest whole number. Detailed figures are given in Appendix E.

More private sector involvement is needed to expand the resources available and to make the education system more efficient. Cost sharing for Grades 11 and above will make an important contribution to funding education.

Implementation Arrangements for the Program

More private sector involvement is needed.

ESDP is a sector-wide program and not a project, and so requires a new approach from both Government and donors. The key for successful program support is agreement on program objectives and targets and the process by which these will be reached. The Regions have been heavily involved in planning from the early stages of ESDP, and each Region has produced a development plan. Continuing this emphasis on decentralisation, 87 percent of the program will be implemented by the Regions; and only 13 percent at the centre by the Ministry of Education.

ESDP is intended to operate, as much as possible, within the regular framework of Government and donor structures and procedures. This requires more coordination and harmonisation of procedures on the part of both donors and government. Naturally, all these features will make the new approach rather complex, but it is hoped that it will be an effective mechanism for developing a sector, and a better framework for aid management.

ESDP is intended to operate within the regular framework of Government and donor structures and procedures.

Through a greater degree of flexibility by all parties, a harmonised procedure acceptable to most stakeholders can be worked out and used to the advantage of all. The end result of such an endeavor is expected to be an efficient, effective, and satisfying partnership in development. Based on the existing problems of aid management and effectiveness, the Government is committed to the principles of the new approach and

resolves to adapt to its practices. We would also very much like to encourage and invite our partners in development to accept and widely participate in the process.

General guidelines are provided here on Governance, Financial Management, Procurement Management, Construction Implementation, Textbook Provision, Community Participation, and Monitoring, Review and Evaluation Procedures during implementation of the program. It is hoped to create a common understanding of the implementation arrangements by all stakeholders, including donors and those directly responsible for implementing the programs. Different stakeholders will clearly need different levels of detail and focus, and only general descriptions are given here. Procedures will have to evolve and adapt during implementation, requiring continuous consultation and the utmost flexibility from all parties.

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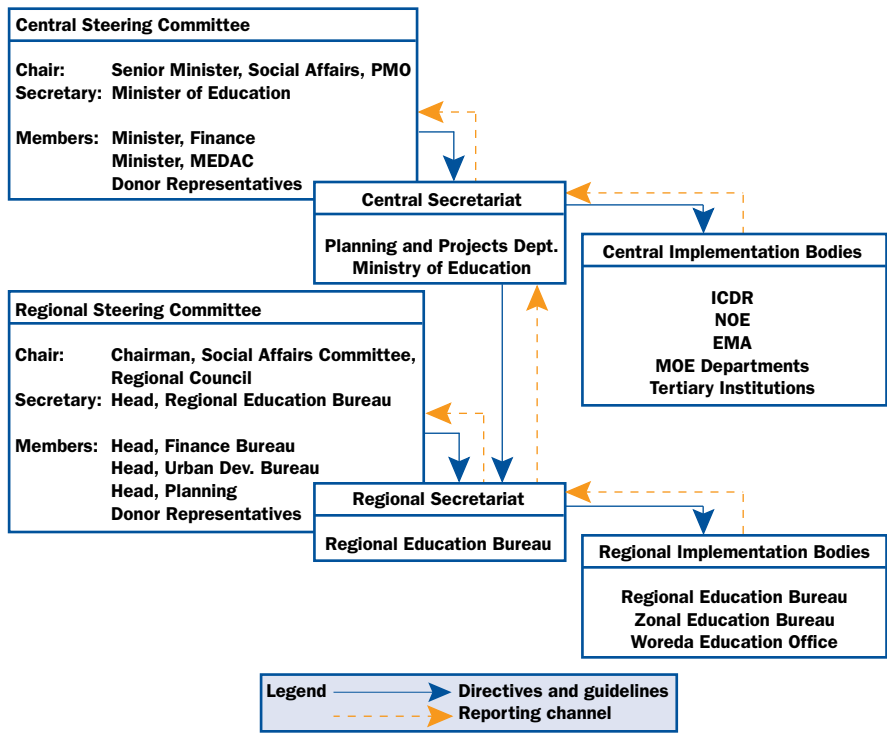
Governance

The framework for the ESDP attempts to take account of all relevant stakeholders, and so is bound to be complex; decisions cannot be taken in one place, or even arranged in a single, simple hierarchy. For this reason simplifying the decision-making process and cutting the administrative burden is vitally important. This can only be achieved by harmonising procedures, rationalising requirements, using regular government channels as much as possible, and pooling resources. Nonetheless, an acceptable, participatory, transparent management of the process is mandatory.

The implementing agencies are the Ministry of Education (MOE) at the Federal level, and the Education Bureaux at the Regional level (REB). Overall finance management will be the responsibility of the Ministry of Finance (MOF) and the respective Finance Bureaux in the Regions (RFB). Federal and Regional joint donor-government steering committees are set up to oversee and coordinate the implementation process and to advise the government on matters related to the program (see Appendix F). The Planning and Program Department (PPD) in the Ministry and the Bureaux shall act as Secretariats to the Central and Regional Joint Steering Committees (CJSC and RJSC). The Secretariat to the CJSC will have a pivotal role in ensuring overall coordination and monitoring. Other technical committees, consultative groups and discussion forums shall be established as required. An organisational chart summarising the implementing and reporting channels for ESDP is given in Figure 6.

An acceptable, participatory, transparent management is mandatory.

Figure 6 Organisational Chart for ESDP Implementation and Reporting



Community Participation

Community participation is a development strategy in which the beneficiaries are active participants at all stages of the development and execution of a project from identification of a project, selection of a site, supervision of work and provision of labour to appropriate utilisation, management, and maintenance of the final product. It requires willful involvement of the community in matters that affect their economic and social well-being. Community participation results in wider sensitisation, increased awareness, inclusiveness in development efforts, efficiency in implementation, local capacity building, and assurance of sustainability.

Community participation can be in many forms: a parents’ committee, members of a management board, members of a steering committee, friends to an institution, or members of an ad hoc committee for a specific activity. Guidelines for community participation shall be developed and disseminated.

Financial Management

The government has set itself uncompromising standards of financial management. We believe, and independent studies have confirmed, that the basic systems are already in place to ensure adequate control of public funds. What is required now is the strengthening of the system and the modernisation of its operations. An updated financial legislation has already been promulgated and is being put into practice. This makes it obligatory to bring all public funds, including aid in kind as well as financial grants, within the scope of the consolidated fund and budgetary process. Important challenges remain in the areas of:

The government has set itself uncompromising standards of financial management.

- adapting the financial management systems to the federal structure;
- introducing active resource management;
- establishing accountability for performance as well as fiduciary control;
- timeliness and accuracy of financial reports; and
- ensuring adequate capacity in all regions and at all levels of administration.

The Regions have a substantial degree of autonomy, but are required to report their expenditure in the formats and at the times specified by the Ministry of Finance. The Federal Government also takes the lead in setting financial management standards. The MOF has overall responsibility for the management of public funds, including federal subsidies to the regions. The Federal Office of the Auditor General (FOAG) is the supreme audit institution of Ethiopia, with responsibility for auditing all Federal funds, including subventions to regions. It is responsible directly to the Council of Peoples Representatives.

All aid agreements continue to be negotiated at the Federal level, as in the past. Historically, different donors have followed different disbursement and aid management procedures, but in the future the Government wishes all disbursement to be through Finance bodies. This will:

- avoid fragmentation of financial management;
- ensure that MOF has the full picture;
- avoid wastage and unnecessary duplication of effort; and
- allow Government to concentrate its scarce financial management manpower in the financial bodies instead of trying to build up a variety of accounting capabilities in sector agencies.

It will be of interests of both donors and the government to review their disbursement channels.

The Ethiopian budget system separates recurrent from capital expenditures, so that the continuing running costs of government services are kept separate from the discrete investment expenditures that add to government assets. This is a very important distinction from the standpoint of ensuring sustainability of any program or project. The Government naturally prefers aid that is in the form of budget support to the sector, and which does not have to be tracked to a specific project or activity. However, it is prepared to come to an amicable arrangement with donors until general agreements are reached and a harmonised system is adopted. Likewise existing agreements will be honored and accommodation made within the law for ongoing cooperation, but it will be in the interests of both donors and the Government to review their disbursement channels.

All Federal and Regional offices are required to submit monthly reports on expenditure, and further disbursement is conditional on these. Quarterly and annual financial reports are also collated by different bodies as part of a progress report in the implementation of projects. As far as possible, these regular financial reports will be used as the basis for financial monitoring of ESDP. However, the standard system will be supplemented, if necessary, with special reporting arrangements to ensure adequate tracking.

Auditing of Regional expenditure is constitutionally the responsibility of Regional Auditors-General, although Regions are able to delegate responsibilities to the Federal Government. The Federal Government also has the right to instigate audits of all federally-derived funds, which include all international aid. Since the ESDP has been prepared as an integral program covering all Regions and the Center, it has been agreed that an overall, annual audit will be undertaken to cover all elements of the program: central and regional, recurrent and capital, donor and locally funded. Internal audit mechanisms will also be set to continuously monitor financial management and proper adherence to financial and procedural regulations. It has been agreed to appoint the FOAG as the independent auditor for the program.

Procurement procedures are designed to enable required goods and services to be acquired in the most economic, efficient and transparent way possible.

Procurement Management

Procurement procedures are designed to enable required goods and services to be acquired in the most economic, efficient and transparent way possible. They are also very important in ensuring the timely implementation of programs. Procurement can be either individual or packaged.

The advantage of packaging, especially in an integrated program, is the minimising of cost in both unit price and processing time. However, possible delays in implementation are an important consideration in the choice of procurement arrangement.

The various stages in the procurement process are as follows:

1. Preparation of a bid document which specifies the goods or services required. This should be clear, comprehensive, and sufficiently detailed to form the basis for competitive bidding.
2. Notices given in the media specifying the availability of bid documents. The documents must be ready for sale at this point, and the fee should not exceed the cost of producing and delivering the bid document.
3. A tender committee must be formed and bids opened in the presence of the bidders. A staged and detailed evaluation of the bids is then made, and the three most successful bids determined. Bid opening and evaluation procedures must comply with internationally accepted standards and bids shall be processed in a transparent manner, with provision for scrutiny, protest, and redress.
4. The most successful bidder is promptly notified in writing, and sent the contract form. After the signed contract is returned, the unsuccessful bidders can be notified.
5. Equally essential is the administration of the contract, detailed procedures for which are given elsewhere.

Construction implementation

The construction of schools and other educational institutions needs to comply with preset criteria for selection of a site, environmental considerations, gender sensitivity, and good practice in the construction process such as supervision of work, payment procedures and reporting of progress.

The program has an integrated country-wide approach and there are minimum standards to control the quality of the buildings. These have made possible an agreement to provide the Regions with drawings, technical specifications, typical details, alternatives, and guidelines related to climatic zones, ground conditions, building materials, sample conditions of contract, bills of quantities, and mechanism for site supervision. These documents are available to interested parties on request. A plan for preventative maintenance of each school and

There will be a gradual move towards private publishing and provision of textbooks.

the involvement of the community during implementation and thereafter is in place and is expected to ensure cost effectiveness and sustainability.

Textbook provision

Ethiopia today has a textbook provision mainly run by the public sector. There will be a gradual move from the present situation towards private publishing and provision of textbooks in line with the principles of market economy. Major actions under the ESDP which will facilitate this process include:

- adoption of a textbook policy and strategy;
- development of a textbook market;
- replacement of producer subsidy by consumer subsidy; and
- development of a private publishing and printing capacity.

Since the vital components of privatisation are not yet in place, it is intended to move gradually and in a phased manner. In particular, the envisaged capacity expansion and gaining of experience of the Ethiopian publishing and printing industry can be foreseen to take time. The speed at which individual regions move through the transitions will also depend on the availability of the appropriate capacity and private sector interest.

During the transition, title development, publishing, production, and distribution of books will continue to be handled through the existing system. With the commercialisation of EMPDA, it is expected that progressively more printing and distribution activities will move to the private sector and Regions. There will be a conscious effort to strengthen this move and to initiate and assist other elements of privatisation.

Measuring Success

Progress must be measured continually.

The ESDP is a huge program, and it is vital to measure progress continually. Only in this way can the appropriate adjustments be made so that the experience of each year is a building block for the next.

Monitoring, Review and Evaluation

The assessment activities to be carried out during ESDP implementation include monitoring, reviews and evaluations. The overall purpose of these activities is to assess whether implementation is proceeding according to the plan. This means comparing actual achievements to the targets that were set during the planning phase. Another aim is to learn from past implementation to improve performance in the future. Monitoring reviews and evaluations provide vital support to the further planning and decision making that takes place during programme implementation.

The information needs of different stakeholders in the programs would vary according to their roles and responsibilities in management and implementation. A quality review should not only be able to produce information according to the specific needs of the stakeholders, but must be adequate, relevant, accurate, timely, and useful. Moreover, for the system to be clear and as useful as possible, terms such as goals, objectives, inputs, outputs, reporting, monitoring, review, and evaluation as well as concepts related to assessing performance, namely: efficiency, effectiveness, and impact, must be fully understood by all the stakeholders. The key elements for successful program management and implementation are:

- a hierarchy of objectives;
- a set of concrete and measurable indicators;
- quantifiable outputs; and
- an acceptable level of performance.

The agreed indicators are the most important management tool for monitoring, review, and evaluation purposes. Indicators are always directly linked to the objective setting of a program. A complex and diverse program such as in the education or health sector requires a comprehensive set of indicators for assessing the system level performance to support long-term policy development, strategic management and fund allocations within the sector. For every indicator, base-line data as well as annual targets need to be established. Moreover, more detailed information is needed for day-to-day management on utilisation of resources, implementation of planned activities according to schedules and production of planned outputs.

Monitoring and evaluation is vital to support the further planning and decision-making that takes place during program implementation.

Monitoring of the ESDP will be based on quarterly and semi-annual monitoring and reporting cycles.

Monitoring of the ESDP will be based on quarterly and semi-annual monitoring and reporting cycles. To facilitate the use of information in decision-making, all reports will present cumulative information for a full year. The annual plans to which achievements are compared will also be presented in the reports in a summarised form to facilitate the assessment of performance.

Quarterly reports

Quarterly reports and monitoring need to focus on efficiency of implementation, and are the responsibility of the implementing and supervising institutions. These reports will concentrate on:

- progress in production of planned outputs;
- implementation of activities;
- utilisation of inputs; and
- information on actual capital and recurrent expenditure.

Semi-annual reports

These need to provide information on the effects and impacts of implementation to all stakeholders, including external funding agencies. They should focus on outputs and indicators at component and program levels, with the first semi-annual report describing the progress by each component. While the second, in addition, gives information on program performance and the progress in relation to goals and core indicators. The responsibility of the semi-annual report is that of the Regional and Central Secretariats. The consolidated semi-annual report on sector performance at the national level and comparison between the Regions is the responsibility of the Central Secretariat.

The review process provides an important opportunity for stakeholders to take stock, reflect on the whole program, exchange views, and learn from experience, with a view to problem-solving and possible reorientation of the program. The CJSC is responsible for arranging an annual joint review mission and a meeting of all stakeholders immediately following the mission. The preparation must include writing a terms of reference, recruiting a review team, making available background documents for the review mission, and arranging the joint meeting for stakeholders. The most important assessment activity of the mission ought to be the functioning of the monitoring system, sustainability of the program, and the identification of needs such as technical assistance or an in-depth study of a problem.

Occasional impartial and independent evaluations are an important supporting element to monitoring and reviews. The preparation for the mission could be similar to that of the review process, but must be carried out jointly with donors. The results of reviews and evaluations will be disseminated to stakeholders in an annual workshop.

Occasional impartial and independent evaluations are an important supporting element to monitoring and reviews.

Performance Indicators

Several indicators were measured before the start of ESDP (1995/96) and targets have been set for the year 2001/02 (Appendix G). From these data, annual milestones for each Region and for the country as a whole will be derived.

- budgetary success is measured by education's share of the total budget, and primary education's share of the education budget.
- access is measured by enrollment and the number of schools.
- quality is measured by the total number of teachers, and the proportion who are qualified, and by sample assessment of learning achievements at Grade 4, and examination results at Grade 8.
- efficiency is measured by class size, dropout and repetition rates, and coefficients of efficiency.
- equity is measured by the relative primary GER's in different areas and the percentage share of girls in primary schools.

Woredas and zones are already actively involved in gathering education data, which is forwarded to the Ministry of Education for processing. The entire process, from data collection to publication, takes about two years, which is too long for the data to be useful in monitoring ESDP progress. Instead, regions will be encouraged and helped to process and analyse data at zonal and woreda levels, so that the findings will be immediately useful.

Risks

There are a number of risks associated with this ambitious program, and we have considered what measures would be appropriate to minimise their effects.

What if the economy does not grow?

We have assumed an average growth rate of 6 percent per year in real terms, to enable us to finance 73 percent of the ESDP budget. If this growth does not occur, there will be insufficient funds to complete the program as planned. Each region has made contingency plans so that if the budget has to be reduced, then the most important parts of the program will be able to continue.

What if the capacity is not there to implement the program?

Building up capacity, especially in the least developed regions, is a priority. Special assistance is being given where appropriate, and the budget has been designed to increase capital spending sequentially in the second year, when the capacity has been increased. The program is extremely flexible, so that lessons can be learnt from problems with implementation, and appropriate action taken.

What if the administration is too cumbersome?

The bureaucracy necessitated by different donor requirements could put a great strain on the administration of the program. For this reason the existing systems are being improved and we hope that in time all donors will feel able to use the same procedures.

This program will change the face of our country. The implications of ESDP are so great that they will affect people in all walks of life, from the nomadic girl who learns to read and write, to the business owner who can hire the skilled labour he needs. Primary education has many indirect benefits: it directly affects family size, both by lowering the desired family size and by increasing the use of contraception. Female education is directly linked to a drop in child stunting, wasting, and mortality through better nutrition and practice of health care in the home. ESDP does not have a distinct gender component, but gender issues are an integral part of much of the program. The goals of this program are great, and it will take hard work from participants at all levels to realise them. This is the first stage of a 20-year journey to arrive at primary education for all.

Appendix A

Physical Targets as of April 1998

Physical Targets as of April 1998
(1997/98-2001/02)

COMPONENTS		Tigray	Afar	Amhara	Oromiya	Somali	B/Gumuz	SNNPR	Gambella	Harari	A/Ababa	Dire Dawa	Total
4. Teacher Training													
4.1 Civil Works													
New institutes	institute	1	0	0	1	1	1	2	0	0	0	0	6
Additional facilities	center	0	0	3	0	1	1	1	1	0	0	0	7
Rehabilitation/renovation	center	0	0	0	0	1	0	0	0	0	1	0	2
4.2 Equipment	center	2	0	3	1	1	1	3	1	1	1	0	14
4.3 Furniture	center	2	0	3	1	1	1	3	1	0	1	0	13
5. Adult and Non-formal Education													
5.1 Civil Works													
New skill training centers	classroom	0	18	5	0	7	6	0	4	0	7	0	47
Rehabilitation/renovation	classroom	0	0	0	8	2	8	0	17	0	7	0	42
5.2 Equipment	classroom	0	18	5	0	9	14	0	21	0	14	0	81
5.3 Furniture	classroom	0	18	5	0	9	14	0	21	0	0	0	67
6. Special Education													
6.1 Civil Works													
Additional classrooms	classroom	0	0	24	0	12	0	0	0	0	0	0	36
6.2 Equipment	classroom	0	0	24	0	12	0	0	0	10	0	0	46
6.3 Furniture	classroom	0	0	24	0	12	0	0	0	0	0	0	36

Appendix B

Donor Activities by Region

Regions	Donors	Activities
Tigray	Germany	Nonformal education (NFE), basic education for adults and skills training, training of NFE trainers, primary school rehabilitation, primary teacher training and curriculum development, training of education managers.
	Ireland	Functional adult literacy, NFE basic education centers, special needs schools, school libraries, primary school construction/rehabilitation and furnishing, primary teacher training and head teacher training.
	SIDA	Curriculum development, in-service teacher training, textbooks & technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum.
	UNESCO	Training of NFE teachers on environmental education and development of teacher's guide.
	UNICEF	Education media and teacher training.
	USA/USAID	Budget support, educational materials, school supervision, Regional Education Bureau (REB) capacity building (planners, curriculum developers, teacher educators, education managers, finance managers), head teacher training, community involvement, training of school committees.
	WFP	Primary school feeding in chronically food deficit woredas.

Regions	Donors	Activities
Afar	SIDA	Curriculum development, in-service teacher training, textbooks and technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum. Constructing, furnishing and equipping 4 primary schools.
	UNICEF	Curriculum and instructional material development, girls education, teacher training.
	WFP	Primary school feeding in chronically food deficit woredas.
Amhara	Finland	Nonformal education curriculum and assessment, training of head teachers and education managers at all levels, REB capacity building, primary education curriculum development and dissemination, teacher in-service training, pedagogic center development, capacity building in rehabilitation management, monitoring/evaluation and research capacity building.
	Germany	Technical and Vocational Education and Training (TVET)
	SIDA	Curriculum development, in-service teacher training, textbooks and technical assistance on textbook production. Constructing, furnishing and equipping 30 primary schools.
	UNDP	Monitoring and evaluation of the new primary school curriculum. Constructing, furnishing and equipping 4 primary schools.
	UNESCO	Training of NFE teachers on environmental education and development of teacher's guide.
	UNFPA	Teacher education reference books and materials.
	UNICEF	Curriculum and instructional material development, girls education, teacher training.
	WFP	Primary school feeding in chronically food deficit woredas.

Regions	Donors	Activities
Oromia	DfID	General support to primary education.
	Germany	Nonformal Education (NFE), basic education for adults and skills training, training of NFE trainers, primary school rehabilitation, primary teacher training and curriculum development, training of education managers.
	SIDA	Curriculum development, in-service teacher training, textbooks and technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum.
	UNESCO	Training and development of teacher guides for NFE teachers in environmental education.
	UNFPA	Teacher education reference books and materials.
	UNICEF	Curriculum and instructional material development, girls education, teacher training.
	WFP	Primary school feeding in chronically food deficit woredas.
Somali	SIDA	Curriculum development, in-service teacher training, textbooks & technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum. Furnishing and equipping 4 primary schools. Constructing, furnishing and equipping 4 primary schools.
	UNICEF	Education media, curriculum and instructional materials development.

Regions	Donors	Activities
B/Gumuz	DfID	General support to primary education.
	Finland	Nonformal Education (NFE) curriculum and assessment, training of head teachers and education managers at all levels, REB capacity building, primary education curriculum development and dissemination, teacher in-service training, pedagogic center development, Technical and Vocational Education Training (TVET) curriculum development, capacity building in rehabilitation management, monitoring/evaluation and research capacity building.
	Germany	Nonformal Education (NFE), basic education for adults and skills training, training of NFE trainers.
	SIDA	Monitoring and evaluation of the new primary school curriculum. Construction, furnishing and equipping 4 primary schools.
	UNDP	Constructing, furnishing and equipping 4 primary schools.
	UNICEF	Curriculum and instructional material development, girls education, teacher training.
SNNP	Germany	Technical and Vocational Education Training (TVET), teacher training, Nonformal Education (NFE), basic education for adults and skills training, training of NFE trainers, primary school rehabilitation, primary teacher training and curriculum development, training of education managers, teacher education capacity building,
	Ireland	Adult literacy and post-literacy materials development, NFE basic education centers, radio scripts for NFE, community skills training centers, primary education capacity building and training of school administrators, primary school construction/upgrading and rehabilitation, school furnishing, primary teacher training, school afforestation, textbooks.
	USAID	Budget support, educational materials, school supervision, REB capacity building (planners, curriculum developers, teacher educators, education managers, finance managers), head teacher training, community involvement, training of school committees.
	UNDP	Monitoring and evaluation of the new primary school curriculum. Furnishing and equipping 4 primary schools.
	UNFPA UNICEF	Teacher education reference books and materials. Basic and non-formal education

Regions	Donors	Activities
Gambella	DfID	General support to primary education.
	Germany	Teacher education, NFE basic education for adults and skills training, training of NFE trainers, primary school rehabilitation, primary teacher training and curriculum development, training of education managers.
	SIDA	Curriculum development, in-service teacher training, textbooks and technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum.
	UNICEF	Education media, curriculum and instructional materials development, teacher training.
Harari	SIDA	Curriculum development, in-service teacher training, textbooks & technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum.
	UNICEF	Education media, curriculum and instructional materials development, teacher training.
Addis Ababa	Germany	TVET teacher training, NFE basic education for adults and skills training, training of NFE trainers, primary school rehabilitation.
	SIDA	Curriculum development, in-service teacher training, textbooks, and technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum.
	UNESCO	Deaf school construction and instructional materials, special needs education.
	UNFPA	Assessment of POP/FLE integration.
	UNICEF	Education media, curriculum and instructional materials development, teacher training.

Regions	Donors	Activities
Dire Dawa	SIDA	Curriculum development, in-service teacher training, textbooks & technical assistance on textbook production.
	UNDP	Monitoring and evaluation of the new primary school curriculum.
	UNICEF	Education media, curriculum and instructional materials development, teacher training.
MOE	Germany	Nonformal Education (NFE), basic education for adults and skills training, training of NFE trainers.
	Japan	Education Media Agency (EMA), capacity building, technical and vocational education and training (TVET).
	NORAD	Tertiary Education (Awassa Agricultural College, Mekelle University College).
	SIDA	Primary curriculum development capacity building, EMPDA management training, in-service primary teacher training, forestry education.
	UNDP	Strengthening Institute for Curriculum Research and Development (ICRD), training in India and recruitment of Indian teachers, production of science kits, upgrading TVET and secondary school teachers. Distance education for first cycle primary teachers and support to Regions through EMA.
	UNFPA	Integrating population issues into the curriculum (Alemaya, WondoGenet, Kotebe, ICDR, EMA, Higher Education Academic and Research Department.
National	AfDB	Construction, upgrading, rehabilitating furnishings and equipment of primary schools.
	EU	Instructional materials for educational institutions.
	Finland	Special needs teacher training and materials development.
	Germany	Nonformal education (NFE), basic education for adults and skills training, training of NFE trainers.
	IDA	Primary school construction, tertiary education facilities expansion, educational materials, furnishing, community involvement (any area in the ESDP)-.
	USAID	Budget support, support to education policy reforms to improve basic education system; capacity

Appendix C

Total ESDP Cost by Program Component by Year

Total ESDP Cost by Program Component by Year

('000 Birr)

Component	Projected Expenditure				ESDP Total	Share (%)
	1997/98	1998/99	1999/2000	2000/01		
CAPITAL COST BY COMPONENT						
Regional Capital Cost						
Primary Education	208,439	489,042	483,523	517,060	2,168,550	19.5%
Secondary Education	39,484	89,928	85,634	85,587	377,069	3.4%
TVET	2,017	24,962	18,664	21,852	76,547	0.7%
Teacher Training	42,551	82,944	44,971	18,863	191,727	1.7%
Adult & Non-formal Education	1,785	6,839	5,795	5,962	25,878	0.2%
Special Education	396	683	542	542	2,764	0.0%
Distance Education	9,703	34,658	21,446	7,540	80,193	0.7%
Capacity Building	7,036	22,324	37,989	31,408	114,914	1.0%
Administration	3,000	7,310	16,042	6,167	33,899	0.3%
Total Regional capital cost	314,410	758,691	714,606	694,980	3,071,541	27.6%
Central Capital Cost						
Tertiary education	116,276	321,751	28,571	7,776	474,374	4.3%
Ministry of Education	44,297	21,133	1,495	2,889	71,586	0.6%
Total Central capital cost	160,573	342,884	30,065	10,665	545,960	4.9%
TOTAL CAPITAL COST	474,984	1,101,574	744,671	705,645	3,617,501	32.5%
RECURRENT COST BY COMPONENT						
Regional Recurrent Cost						
Primary	746,097	848,155	896,172	909,594	4,483,528	40.3%
Secondary	142,641	155,446	184,674	195,033	880,683	7.9%
TVET	19,576	22,328	23,840	29,296	125,323	1.1%
Teacher Training	27,290	45,193	48,595	54,793	236,146	2.1%
Adult & Non-formal Education	15,373	19,408	27,354	27,597	118,720	1.1%
Special Education	2,347	4,829	5,207	5,717	23,895	0.2%
Distance Education	4,492	13,226	13,153	13,174	57,669	0.5%
Capacity Building	268	1,970	2,064	1,572	7,049	0.1%
Administration	104,601	116,748	119,971	128,234	601,573	5.4%
Total Regional recurrent cost	1,062,685	1,227,301	1,321,030	1,365,009	6,534,586	58.8%
Central Recurrent Cost						
Higher Education	146,008	157,214	166,683	176,389	832,122	7.5%
Ministry of Education	20,518	24,404	29,770	30,232	138,262	1.2%
Total Central recurrent cost	166,526	181,619	196,453	206,620	970,383	8.7%
TOTAL RECURRENT COST	1,229,211	1,408,920	1,517,483	1,571,630	7,504,970	67.5%
TOTAL (CAPITAL + RECURRENT) BASE COST	1,704,194	2,510,494	2,262,155	2,277,275	11,122,471	100.0%
CONTINGENCY	170,419	251,049	226,215	227,727	1,112,247	10.0%
GRAND TOTAL ESDP COST	1,874,614	2,761,544	2,488,370	2,505,002	12,234,718	110.0%

Appendix D

ESDP Cost by Region by Component

ESDP Cost by Region by Component									
(Birr '000)									
Ababa	Tigray	Afar	Amhara	Oromiya	Somali	BiGumuz	SNNPR	Gambella	Harari
Dire Dawa Total									
Addis									
ESDP COST BY COMPONENT									
Capital Cost									
Primary	244,198	198,357	357,620	233,576	285,137	109,487	481,272	70,499	33,765
140,094	14,547	2,168,550							
Secondary	55,383	24,701	39,600	42,997	56,585	16,450	12,648	14,600	9,110
87,631	17,364	377,069							
TVET	1,707	2,800	7,500	1,700	26,300	9,600	809	4,900	3,590
15,944	1,697	76,547							
Teacher Training	28,674	0	24,394	13,676	12,481	29,900	59,538	19,854	310
2,900	0	191,727							
Adult & Non-formal									
Education	0	4,672	5,000	960	5,700	3,925	0	1,561	0
4,060	0	25,878							
Special Education	0	0	1,716	0	748	0	0	0	300
0	0	2,764							
Distance Education	0	17,157	7,938	2,838	8,394	12,510	4,889	4,011	8,175
14,281	0	80,193							
Capacity Building	1,832	8,703	21,358	16,679	7,056	6,238	18,205	8,679	8,564
17,601	0	114,914							
Administration	0	13,572	5,000	0	4,690	0	0	3,437	4,200
3,000	0	33,899							
Region Capital Cost	331,794	269,963	470,126	312,425	407,091	188,110	577,360	127,540	68,014
285,510	33,608	3,071,541							
Recurrent Cost									
Primary Education	303,497	156,018	906,070	1,597,615	193,364	116,234	689,313	68,926	58,963
Education	39,941	4,483,528							
353,587	34,189	15,198	179,641	226,213	33,961	23,580	114,726	8,430	16,859
Secondary	14,106	880,683							
213,780	5,770	2,826	8,081	23,163	6,485	3,062	39,252	2,006	4,164
TVET	5,399	125,323							
25,116	14,714	7,277	53,009	56,391	23,162	3,097	36,501	10,293	7,668
Teacher Training	1,222	236,146							
22,812									
Adult & Non-formal									
Education	14,543	11,504	37,598	20,134	12,520	3,511	5,768	1,841	2,986
3,999	4,315	118,720							
Special Education	3,898	150	2,704	7,256	5,020	460	4,060	0	116
0	232	23,895							
Distance Education	744	3,532	9,925	12,094	18,854	1,032	7,628	1,248	954
0	1,658	57,669							
Capacity Building	703	0	0	0	2,613	0	714	1,076	75
0	1,868	7,049							
Administration	13,092	18,432	179,399	177,809	25,231	10,115	54,378	48,040	11,444
62,096	1,538	601,573							
Region Recurrent Cost	391,150	214,937	1,376,427	2,120,675	321,209	161,091	952,340	141,860	103,229
681,390	70,277	6,534,586							
Total Cost									
Primary Education	547,696	354,375	1,263,690	1,831,191	478,501	225,721	1,170,585	139,425	92,727
Education	54,488	6,652,078							
493,681	89,572	39,899	219,241	269,210	90,546	40,030	127,374	23,029	25,969
Secondary	31,470	1,257,752							
301,411									

Appendix E

Total ESDP Cost by Expenditure Category by Year

Total ESDP Cost by Expenditure Category by Year
(’000 Birr)

Expenditure Category	Projected Expenditure				ESDP Total	Share (%)
	1997/98	1998/99	1999/2000	2000/01		
CAPITAL costs BY EXPENDITURE CATEGORY						
Regional Capital Cost						
Civil Work	216,720	508,431	505,804	512,221	2,188,607	19.7%
Equipment	34,647	121,312	108,430	80,825	401,070	3.6%
Furniture	57,225	110,234	82,306	82,688	409,166	3.7%
Monitoring & Evaluation	785	3,419	2,219	2,405	10,950	0.1%
Others (curriculum,						
Training Fund, Training)	5,033	15,295	15,846	16,841	61,749	0.6%
Total Regional capital cost	314,410	758,691	714,606	694,980	3,071,541	27.6%
Central Capital Cost						
Civil Works	49,225	92,069	23,079	2,575	166,946	1.5%
Equipment	93,965	240,940	5,040	6,021	346,240	3.1%
Furniture	16,939	7,927	600	0	25,465	0.2%
Vehicle	445	842	0	0	1,287	0.0%
Training	0	1,107	1,347	2,070	6,022	0.1%
Total Central capital cost	160,573	342,884	30,065	10,665	545,960	4.9%
TOTAL CAPITAL COST	474,983	1,101,575	744,671	705,645	3,617,501	32.5%
RECURRENT COST BY EXPENDITURE CATEGORY						
Regional Recurrent Cost						
Salaries	831,180	912,827	995,113	989,179	4,812,130	43.3%
Operating Cost	94,839	121,935	140,067	165,375	707,714	6.4%
Educational Materials	107,562	137,439	126,508	149,865	755,589	6.8%
Curriculum/Program Development	9,878	19,843	16,371	14,013	71,140	0.6%
Building Preventive Maintenance	10,680	16,881	19,207	20,389	86,589	0.8%
Monitoring & Evaluation	3,933	7,410	8,871	10,921	43,259	0.4%
Training	4,612	10,966	14,893	15,267	58,164	0.5%
Total Regional recurrent cost	1,062,685	1,227,301	1,321,030	1,365,009	6,534,586	58.8%
Central Recurrent Cost						
Salary & Allowance	88,156	93,318	98,778	104,567	495,518	4.5%
Non-salary	76,407	83,865	92,435	97,297	455,352	4.1%
Technical Assistance	452	1,130	1,290	870	3,762	0.0%
Teacher Training						
(for Higher Education)	0	2,290	3,000	3,000	10,421	0.1%
In-service Teacher Training for Secondary Schools	1,511	1,015	951	887	5,330	0.0%
Total Central recurrent costs	166,526	181,619	196,453	206,620	970,383	8.7%
TOTAL RECURRENT						
COST BY CATEGORY	1,229,211	1,408,920	1,517,483	1,571,630	7,504,970	67.5%
TOTAL (CAPITAL + RECURRENT)						
BASE COST	1,704,194	2,510,494	2,262,155	2,277,275	11,122,471	100.0%
CONTINGENCY	170,419	251,049	226,215	227,727	1,112,247	0
GRAND TOTAL ESDP COST	1,874,614	2,761,544	2,488,370	2,505,002	12,234,718	

Appendix F

Terms of Reference for Joint Steering Committees to the Health and Education Sector Development Programs

BACKGROUND

The Health and Education Sector Development Programs are rolling five-year plans of a 20-year long framework for strategic development of the sectors with the goal of achieving a comprehensive and integrated health and education services of an acceptable standard, particularly at the primary level. Such a goal would obviously require a balanced and sustained development of the sectors, a high level of commitment by government, an efficient and effective implementing capacity and a close partnership with the community, the private sector, non-government organizations and bilateral and multilateral donors.

A comprehensive and integrated sector-wide approach to the initiative is most appropriate, since it is expected to lead to an efficient utilization of resources, to a greater level of effectiveness and to better impact. However, it would appear that such an approach requires a great deal of coordination of activities, rationalization of efforts, harmonization of procedures, greater awareness and a sustained commitment to the program by all parties.

The Ethiopian government, on its side, is highly committed to the goals set for the two sector programs and to the implementation process envisaged for the initiative and would like to work in harmony with its partners. To this end, it had proposed to set up joint steering committees with donors, both at the central and the regional level to consult on the development of the sector programs, to coordinate technical and financial assistance, to seek mechanisms for harmonization of procedures of different donor agencies and to oversee the implementation process. The idea was widely accepted by its partners and these terms of reference have been developed in consultation with them. The TOR attempts to define the structure, the role and expected activities of the joint steering committees and their respective secretariats as they are envisioned now and as such

there should be room for improvement and development arising from experience in practice.

I. The Central Joint Steering Committee (CJSC)

(A) STRUCTURE OF THE CJSC

1. The CJSC is the highest body set up to oversee, coordinate and facilitate the implementation process of the education and health sector development programs.
2. The steering committee shall include the appropriate heads of government institutions and donors representatives invited by government.
3. Present members will include the senior minister responsible for the Social Sub-Sector at the PMO, the ministers of Education, Health, Finance and Economic Development and Cooperation, resident representatives of the World bank, UNDP, EU and USAID.
4. The CJSC shall whenever appropriate and as required set-up sub-committees, consultation groups and technical bodies to assist it on matters it deems necessary.
5. The Ministries of Education and Health shall act as secretariats for the CJSC in their respective sectors.

(B) RESPONSIBILITIES OF THE CJSC

1. The CJSC shall meet at least on a quarterly basis, possibly in the months of January, April, July and October.
2. The CJSC will facilitate the activities towards making the sector programs financeable on a sustainable basis, mobilize resources and monitor their effective utilization.
3. The CJSC shall coordinate donor activities in the respective sectors and seek mechanisms for harmonizing procedures in financial management, procurement of goods and services, monitoring, reporting, review and evaluation of program implementation.
4. The CJSC shall regularly monitor and endorse the country-wide work plans, major alterations in the plan, implementation activities and progress reports.

5. The CJSC shall make sure that the appropriate financial and progress reports are submitted in time to the stakeholders and partners in the development endeavor and arrange for regular joint reviews and evaluation of the programs.
6. The CJSC shall, whenever necessary, consult and advise the Government on matters arising from or affecting the implementation process of the two programs. It will also create a mechanism for informing and consulting bilateral governments, multilateral agencies, non-government and private organizations.

(C) DUTIES AND RESPONSIBILITIES OF THE SECRETARIATS:

1. The respective secretariats shall be responsible for following up the day-to-day matters of the steering committee and facilitating its deliberations.
2. They shall receive timely reports, consolidate and present them to the CJSC and, when endorsed, communicate them to the appropriate users.
3. They shall coordinate program implementation, facilitate information flow and keep consolidated documents on a country-wide basis.
4. They shall provide the necessary assistance to regional sector bureaus, government bodies, other stakeholders, sub-committees, technical groups, monitoring, review and evaluation teams.

They shall organize monitoring, review and evaluation missions and other meetings as required and instructed by the CJSC.

II The Regional Joint Steering Committees (RJSC)

(A) STRUCTURE OF THE RJSC

1. A RJSC shall be established in all the 9 Regional States and in Addis Ababa and Diredawa Administrations.
2. The RJSC is the highest body in the region, set up to oversee, coordinate and facilitate the implementation process of the education and health sector development programs
3. The steering committee shall include the appropriate heads of Regional Government Institutions and donors representatives invited by the Regional State.
4. Present members will include the Regional Head of the Social Affairs, the Heads of Education, Health, finance, Planning, Works and Urban Development Bureaus and one donor representative.
5. The RJSC shall, whenever appropriate and as required, set up sub-committees, consultation groups and technical bodies to assist it on matters it deems necessary.
6. The Regional Education and Health Bureaus shall act as Secretariats for the RJSC in the respective sectors.

(B) RESPONSIBILITIES OF THE RJSC:

1. The RJSC shall meet at least on a quarterly basis, preferably immediately before the quarterly CJSC , i.e. January, April, July and October.
2. The RJSC will facilitate the activities towards making the Regional plans financeable on a sustainable basis, mobilize local resources and monitor their effective utilization.
3. The RJSC shall coordinate and harmonize community, donor and non-government organization activities in their Region.
4. The RJSC shall regularly monitor, endorse and submit to the CJSC, the Regional work plans, major alterations in the plan, implementation activities and progress reports.
5. The RJSC shall make sure that the appropriate financial and progress reports are submitted on time to the CJSC, and facilitate joint review and evaluation of the Regional program.
6. The RJSC shall, whenever necessary, consult and advise the CJSC and the Regional Government on matters arising from or affecting the implementation process of the two programs in their Regions.

(C) DUTIES AND RESPONSIBILITIES OF THE SECRETARIATS;

1. The respective secretariats shall be responsible for following up the day-to-day matters of the Steering Committee and facilitating its deliberations.
2. They shall receive timely Zonal reports, consolidate and present them to the RJSC and when endorsed communicate them to the CJSC.
3. They shall coordinate program implementation, facilitate information flow and keep consolidated documents pertaining to their Region.
4. They shall provide the necessary assistance to Zonal and Woreda Offices in their respective sectors, Federal and Regional government bodies, sub-committees, technical groups, monitoring, review and evaluation teas and other stakeholders.
5. They shall organize monitoring activities and other meetings in their Region and facilitate program review and evaluation missions as required and instructed by the RJSC

Appendix G

Key Performance Indicators

Key Performance Indicators

<i>Suggested Indicators</i>	<i>Base-Year 1995/96¹</i>	<i>2001/02 Target</i>	<i>Data Source</i>
BUDGETARY AND EXPENDITURE INDICATORS			
Education's share of the total budget (current FY)	13.7%	19.0%	RFB/MOF
Primary education's share of the total education budget	46.2%	65%	RFB/MOF
ACCESS INDICATORS			
Total number of primary schools ('000)	9,670	12,595	EMIS/REB
Total primary (grade 1–8) enrollments ('000)	3,788	7,000	EMIS/REB
QUALITY INDICATORS			
Share of lower primary (grades 1–4) teachers who are qualified	85%	95%	EMIS/REB
Total number of upper primary (grades 5–8) teachers	27,381	36,777	EMIS/REB
Number of qualified upper primary teachers	5,729	20,000	EMIS/REB
Total number of secondary teachers	12,143	17,463	EMIS/REB
Number of qualified secondary teachers	4,910	10,760	EMIS/REB
Number of core ² primary textbooks in school	2,273	51,000	EMIS/REB
Grade 8 examination pass rate	61.7%	80.0%	NOE
Grade 4 sample assessment of learning achievement ³	n.y.a.	n.y.a.	NOE
EFFICIENCY INDICATORS			
Primary school student:section ratio	52	50	EMIS/REB
Secondary school student:section ratio	63	50	EMIS/REB
Grade 1 dropout rate	28.5%	14.2%	EMIS/REB
Total primary school dropout rate	8.4%	4.2%	EMIS/REB
Average grade 4 to 8 repetition rate	12.8%	6.4%	EMIS/REB
Average grade 4 to 8 repetition rate for girls	16.2%	8.1%	EMIS/REB
Coefficient of primary school efficiency	60%	80.0%	EMIS/REB
EQUITY INDICATORS			
Gross primary enrollment rate in the two most under-served areas	16.2%	25.0%	EMIS/REB
Share of girls in primary school enrollment (grades 1–6)	38.0%	45.0%	EMIS/REB

n.y.a.: not yet available.

1. Base data will be updated to 1996/97, the year immediately preceding the start-up of ESDP.
2. Language, math, and science.
3. Survey for the baseline data will be undertaken in the second year of ESDP (1998/99).