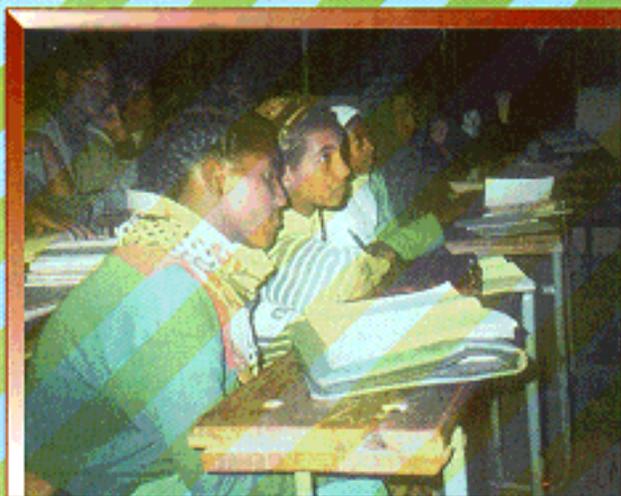


# The Education and Training Policy and Its Implementation



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# **THE EDUCATION AND TRAINING POLICY AND ITS IMPLEMENTATION**

## ***INTRODUCTION***

Modern education was introduced to Ethiopia nearly a century ago. However, the education and training offered during these long years had limited positive impact on the lives of the people and national development. The education offered has not enabled to solve the problems of farmers, pastoralist, and change the lives of the over whelming majority of the people.

During both the initial phase and it's the more planned and coordinated expansion of modern education after 1941, the primary objective of education in our country had been to produce trained manpower that could run the emergent government bureaucracy. Particularly after 1941, the government's main concern was to replace expatriates that worked at various levels in public offices by Ethiopian nationals. Hence, the narrow and limited scale of formal education that existed, beyond incubating bureaucratic clerks, had hardly any substantial merit. After a certain grade level, the ambition of the student population was largely to secure government employment. Limited vocational education was introduced both at high school and college levels during the 1950s and 1960s. The education of the time nonetheless did little to change trainees' outlook or help them break the cycle of dependency on the

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government for employment and develop a capacity to create their own jobs in the private sector.

Moreover, it can be safely said that in all these long years, there was never as such a clear policy by which to evaluate and accordingly shape the direction of education and training in Ethiopia. In fact, what existed was a mish mach of eclectically combined directives extracted from a host of unrelated experiences but to simply patch up in isolation the individual symptoms of the deep-seated malaise of the system that periodically surfaced. Hence, as a result of the lack of clear and coherent direction and other problems related with the very social order, the majority of the people of Ethiopia were not beneficiaries of the advantages of modern education. It has now been eight years since the transitional government, recognizing this fundamental problem, launched and began to implement the 1994 new education and training policy.

Since a policy statement never spells out all the elements factored in its formulation, but only indicates the salient strategic directions and objectives couched in the concept-laden language of short phrases, it is difficult to grasp its basic rationale. The 1994 education and training policy statement is no exception to this general truth. In fact, the inadequacy of all previous work done to raise public awareness of the education policy has compounded the problem. As a result, numerous accurate and inaccurate statements regarding the policy are heard from time to time.

Education is all about people. It is, therefore, imperative that students, teachers, parents, and the public in general have a firm grasp of the essence of the

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policy. Hence, this booklet has been prepared to help the public understand the education and training policy, grasp its basic concepts, realize its background and over all contexts, comprehend its content, its merits as well as its practical application.

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## **I. The Process of Framing the Policy**

Beyond having no policy direction, the previous educational system had acute and severe problems of both access and quality. That is why it was necessary to seek solutions and to frame a policy. However, these were not the only reasons for formulating a new policy. At the time the policy was framed, the Ethiopian people were embarking upon a new historical path to establish a new order, and begin a new life. It was a time when the Ethiopian peoples liberated themselves from a centuries-old system of oppression, and rose up to form a new order of national equality and freedom, of development and democracy. It was therefore necessary to replace the educational system that served the old discarded order by a new one.

The process of formulation of the policy to some extent was transparent, participatory and democratic. As a result, twenty-two government institutions and sixty-two experts from Addis Ababa University served in various committees and contributed to the drafting of the policy. The aim of the study was to formulate a comprehensive and coherent education policy that would be in the service of development and democracy, to assess the problems of modern education in Ethiopia, to recommend solutions, and to broadly analyze all education related issues. The study was divided into six subsections as shown below.

- 1) Curriculum and teachers affairs
- 2) Education and assessment
- 3) Education and language
- 4) Educational organization and finance

- 5) Educational logistics and issues of support and
- 6) Integration of education, training, development, and research

A task force was formed under the prime minister's office to coordinate and oversee the study. Once a draft of the study was completed, various discussion forums were organized for criticism and for compiling comments on the study. The first of such forums was held from June 11-15, 1993 at the Debrezeit Management Institute. Close to 78 professionals from various universities, colleges, ministries, and public figures as well as regional education officers attended the seminar. Through regional education bureaus, subsequent regional level discussions involving teachers and other bodies were held on the educational system: objectives, strategy, teachers' affair, language and education organization management, and education finance. Many ideas were compiled from these discussions that enriched the draft. In conjunction with the Addis Ababa Education Bureau, the Ministry of Education, too, had organized major discussion forums. In October 1993, discussion sessions that involved the entire teaching staff of fifty-five elementary and twenty-five high schools of Addis Ababa were conducted within the respective school premises. In addition, both on July 18, 25, 27 and August 23, 1993, fifty-five elementary and twenty-five secondary school teachers in Addis Ababa attended the discussion organized for the same purpose. More over, another discussion forum was announced through the national mass media, which was held in the main hall of the Ministry of Education in which hundreds of residents from various segments of the Addis Ababa population participated. The topics discussed in those sessions were:

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- 1) Education in Ethiopia in the past and the present
  - 2) The teaching profession and the condition of teachers in Ethiopia
  - 3) Educational management and organization
  - 4) General conception of the draft educational policy

The public forums in which numerous suggestions were made and researched papers were submitted had greatly helped a great deal of people to grasp the spirit of the policy and had immeasurably contributed to the development and improvement of the policy itself. Efforts were indeed made to create forums in which the full spectrum of ideas and opinions of the society as well as the views of the professional community on the draft policy were gathered before the final and improved version was made public. Contrary to what certain people and groups allege, the process of formulating the education and training policy was not shrouded in secrecy. It was rather conducted in a transparent fashion where the draft proposal was openly submitted for the consideration of representatives of a wide sector of the society. Framed by a process in which a wide circle of people took active part, the policy indeed rectifies the problems of the old system. It is a policy that, through numerous democratic public discussions, involved various segments of the society to contribute to the formulation of the final version by retaining in the draft what they liked and rejecting what they did not.

As stated above, a broad study was conducted before the new policy was formulated. The study showed that the old educational system had limited reach, scant relevance in helping solve the problem of either the individual or

that of the society, and was in general of low quality. To help understand the situation better, the problems are discussed in greater detail below.

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## II. Problems of the Education System.

The long-standing problems associated with the Ethiopian education system were essentially limited and inequitable access, lack of quality and relevance, and continuous decline in quality and standard. Since the early years of its introduction and its further expansion after 1942 (1933 E.C), the education system had a limited objective. Thus, the number of schools and the ratio of students to the general population were infinitesimal. Moreover, as most of these schools were located in the main towns and cities, the rural population did not benefit from education system. This inequity had also created educational opportunity gaps between regions, urban and rural sectors and between genders as well. Even then, the education given in this small number of schools was barely oriented toward solving problems, placed disproportionate emphasis on the outside world, and had little local and national focus. The problems in general were complex and intertwined. They are discussed in some detail below.

### *a) Limited Access*

One of the indices that measure the scale of the expansion of education is the percentage of the school-age children that are actually enrolled in school. Based on this criterion, Ethiopia was, at the time of the formulation of the education and training policy, far behind most of the other states. In terms of the expansion of elementary school, many African countries that are generally considered to be poor had traveled great distance in this regard and had 60—70

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percent of their school- age children enrolled in elementary schools. On the other hand, 1.9 million or only 20% of the school-age children had the opportunity to attend first to six-grade education in Ethiopia. Even by African standards, in terms of expansion of educational opportunity, our country had extremely lagged behind. Considering the physical and demographic size of the country, it was not only that the number of schools were limited but were also concentrated mainly in urban areas. As a result the bulk of the overwhelming population had virtually no access to education. As students who enroll in high schools and universities invariably come from elementary schools, their limited size had negatively affected the expansion of this level of educational facility as well. Consequently, in 1993, there were only 277 high schools, two universities (one that only concentrated on a single profession), five junior colleges, and sixteen vocational and technical schools. It is apparent, then, why it was really an uphill struggle for a country of this size and population to produce the necessary number of professionals the economy required.

### ***b) Inequitable Distribution of School Services***

As mentioned above, limited expansion of the school system was not the only problem of the educational system in Ethiopia. The pattern of its accessibility was also extremely inequitable; huge gaps existed between regions, genders, and above all between urban centers and rural areas.

The major factor for this state of affairs was the manner of budget allocation for different educational levels. The pattern of government educational financing greatly benefited the children of urban dwellers and the well to do.

There were hardly any schools in the countryside. As a result, the rural population and the children of the poor scarcely had any educational opportunities. In the rural areas where the overwhelming majority of the population lived, there was hardly any budget for elementary, leave alone secondary schools. On the other hand, the beneficiaries of the limited educational opportunity, that is the children of urban dwellers and the rich, not only had a chance to complete their elementary education, but conducive conditions were also created for them to continue their secondary and tuition-free higher education. Ironically, the rural population was forced to contribute to the construction of educational facilities to which its own children had no access. This is one of the reasons why, until recently, the so-called “free” education was inherently unfair and unequal.

**c) *Problem of Efficiency***

Teachers and other professional educators have a solemn duty to ensure that money spent on education actually enables students to acquire the necessary knowledge and skill of the subjects and lessons of each grade before they move on to the next higher grade or level. A high rate in the number of dropouts and repeaters indicates the inefficiency of the educational system itself. During the previous educational systems, a large number of students tended, after a certain stage, to dropping out of schools. Even among the students that remained in the school system, the number of students that repeated classes was not small. Ironically, rather than seeking solutions to this systemic inefficiency, there was a complacent conceit that the high repetition rate was an indication of the educational system’s academic rigor and excellence.

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*d) Lack of Quality and Relevance*

Not only was the country's educational service underdeveloped and unequal, the system did not also have the capacity to produce qualified professionals even in areas where education was available. The old educational system did not emphasize, science and mathematics and the use of modern technology in general and was proficient to produce men and women capable of solving the practical problems of the country. The system was not designed with the concrete conditions of the country in mind. It was simply copied from the experiences of whichever country happened to be close to the government at any one given time. For instance, it could be America, England, East Germany...etc. Therefore, the curriculum was not structured to address the pressing needs and problems of Ethiopia. Even then, there were not enough textbooks for students. For instance, during times when books were said to be freely issued to students, the ratio of the distribution was one book per five or six pupils or even more. Similarly, because of shortages of libraries and laboratory apparatus, instructors were compelled to explain all scientific theories and concepts with the aid of only chalk and blackboard. Neither could students conduct even elementary scientific practical experiments. This is why the educational system was divorced from practice and was not relevant and capable of solving the problems of the country.

Those engaged in the teaching profession were not only few in numbers, but their placement also suffered from a skewed pattern. Further, they had inadequate preparation and practically no individual initiative. Moreover, because of the low salary structure, it was difficult to cultivate motivated

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teachers with strong ethical commitment. Many of these teachers had either no specific training or were products of a defective curriculum. Nor were there any remedial programs for these teachers to upgrade their skills on a continual basis. In sum, the entire gamut of the educational institutions in this country could not as such produce decent and capable citizens.

To compound the problem, the content of the education was largely restricted to abstract book learning. Whatever education related to practical professions such as engineering, medicine, accounting and agriculture existed, it was only offered at university levels. Beyond this, there were about 13 teacher training centers and 16 technical and vocational schools. From the large pool of high school students that annually complete the 10<sup>th</sup> grade level, these schools and institutions had capacity to admit only a limited number that never exceeded beyond the 2, 500 mark per year. These institutions were by no means capable of training technical and skilled personnel sufficient to meet the country's skilled manpower needs. Hence, the great majority of students that went through the system, were incapable of being employed in jobs that required technical skill, much less rely on their own initiative to create remunerative work projects. In addition, because they fancied themselves as educated elite, none of these students would ever consider working in the fields with poor farmers. A high number of youths that completed grade 12 and that could not be employed by government were fated to an indefinite and precarious jobless existence. Another aspect of the problem of the system was the waste of scarce resource to provide the youth with at least 12 years of education. Worse still, when parents saw the huge number of unemployed secondary school graduates wander about aimlessly, they began to have doubts about the usefulness of

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sending their young to school. A 1994 USAID study on this subject shows a marked decline in public desire for modern education. Paradoxical as it may sound, interest in education had declined before it even started to appreciably expand. As students increasingly became doubtful about their future after graduation, they became less inclined to seriously pursue their studies. Many saw their schools as pastime recreational centers rather than as institutions of learning. Contemplating the dreariness of the idle domestic life that awaited her after graduation, a young girl is supposed to have remarked: “Why doesn’t school endlessly continue beyond the 13<sup>th</sup>, 14<sup>th</sup>, 15<sup>th</sup> grades?” This anecdote epitomizes a prevalent attitude. It can indeed be said that this attitude has, in large measure, contributed to the deterioration of the overall normal functioning of schools.

*e) Undemocratic Content*

The old educational system had an undemocratic content. This was no only because, as a reflection of the anti-democratic social order, the political message openly or indirectly inculcated by the system was un-democratic, but, the scientific principle that UNESCO continues to widely promote-- the principle that every child should, at least in primary school, learn in the child’s native language was totally ignored. Instead Amharic was deliberately imposed throughout the country as the official medium of instruction in all primary schools as a tool to deepen and broaden the pattern of ethnic domination. While this policy was undeniably harmful to the development of education, viewed from the vantage point of asserting the peoples’ democratic rights, its anti-democratic nature was also glaringly obvious. In general, every aspect of the

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content of the old education glorified the attributes, contributions, customs, culture, and history of one group and reinforced the domination of one gender. Conversely it downplayed or altogether denied similar qualities and cultural attributes to other nationalities. In short, the system was one that did not accommodate the notion of gender or ethnic equality. As a rigid and discriminatory educational structure, it did not accept the idea that scientific analysis could be applied to learn more about the history of various peoples. Since the previous political orders prevented the people from having any direct say in any public domain, citizens had no say in matters that concern public education; this was the exclusive preserve of the bureaucracy at the Ministry of Education. Not only was the administration of education a centrally directed affair in which the people had no role, but the primary stakeholders, the teaching and student population, also scarcely had an input in directing the educational process. It can then be concluded that, both in its content and administration, the previous educational system was exceedingly anti-democratic.

It is incumbent upon a government that stands for the interest of the people to solve the complex problems of the education system such as those stated above and chart out a new direction. Hence, in 1993, the transitional government of the time drew a policy, which it has been implementing ever since with a clear objective of making education an instrument of development and democracy.

### III. The Policy and Its Strategies

- ***The Education and Training Policy***

The chief goal of the education and training policy is the cultivation of citizens with an all-round education capable of playing conscious and active role in the economic, social, and political life of the country at various levels. To achieve this goal, it is imperative that the fundamental problems of the educational system are stage by stage corrected. To this effort, various strategies and methods have been devised to rectify the problems identified above and fully implement the new education policy. It is useful, however, to look at the strategy employed to correct each of the basic problems of the old educational system in order to better understand the new policy.

- ***Expanding Educational Opportunity and Ensuring Its Equity***

On the basis of the realities that educational opportunities were limited, the new policy had to be formulated in a way that would bring significant changes in a short period of time. Hence, the strategic goal of our policy is: a fair and equitable distribution of quality education as rapidly as possible to all regions, particularly to rural areas where 85% of the population live. Since the expansion of quality primary education to all citizens is not only a right but also a guarantee for development, the policy direction indicates that the aim is not merely to raise the standard of the education of the few, but to:

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- Universalize primary education
  - Expand secondary education in synchronization with the number of primary school students and the desire for higher education; and also
  - Expand higher education institutions based on the country's professionals manpower needs.

Just as there are compensatory packages for assisting the less developed regions and women in other development schemes, these historically disadvantaged groups will similarly receive special support in the educational field. Concerning this compensatory measure, Article 3.9.4 of the education and training policy states:

*“Special financial assistance will be given to those who have been deprived of educational opportunities, and steps will be taken to raise the educational participation of the deprived regions.”*

Regarding support for women, Article 3.9.5 of the same page reads:

*“The government will give financial support to raise the participation of women in education.”*

As a policy designed to be fair and democratic, it gives special attention to disadvantaged nationalities and women with a view to increase their participation and enrolment in education. Since democratic fairness requires that women enjoy the full benefits of education, emphasis will also be placed on motivating them to enroll in teachers training and higher educational institutions so that they will be qualified teachers and administrators.

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Beyond redressing the inter-regional educational imbalance, ensuring equitable educational services means narrowing the disparity gap in this area between rural and urban centers. The policy therefore aims at expanding educational services in the rural areas of Ethiopia.

Another important issues indicated in the strategy of ensuring equity in educational service relates to educational finance. Government has a system of financial structure that waives student fees and fully covers educational cost so that the majority of the people will not be deprived of modern education for lack of money. Moreover, since it is in the primary and general secondary educational programs that the children of the majority of the Ethiopian people can extensively be involved, the policy indicates that the largest share of the cost of these levels of education has to come from government. The policy makes it clear that beyond these levels, the students will be required to pay their own tuition. This does not mean, however that the burden will fall on their parents. It only means that the students themselves have to pay the cost of higher education. This can be done in two ways. After a student graduates from an institution of higher learning, he or she is required to pay the calculated equivalent amount of the cost either through long-term payment plan, or by providing service with minimal salary. If, for instance, it costs the government Birr 50,000 to train a doctor or an engineer, the student will have two alternative ways of paying back the full amount of the cost of his/her training. After the student is gainfully employed, either a fixed sum to the amount of Birr 50,000 will be deducted from his/her monthly salary, or one can pay by providing the monetary equivalent worth of services working with pay in a rural hospital or at a construction project site. Hence, the essence of cost

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sharing after the 10<sup>th</sup> grade general education has to take note of these underlying financial arrangements for education. In terms of assuring fairness and equal educational opportunity, this arrangement should be highly valued as the bulk of government budget will be then spent on elementary and general secondary schools where the children of the rural population and broad masses enroll in great numbers. In other words, since the expenditure on higher education is, in the end, recoverable in cash or service, it allows the government to allocate a greater portion of its educational budget for the expansion of elementary and secondary schools accessible to the underprivileged sector of the society. This strategy will also open the way for an equitable redistribution of wealth. As the levels of education accessible to the children of the most of the people expand, these children's chances of completing secondary education will inevitably be greater. Similarly, if secondary schools are greatly expanded and the number of children of the underprivileged that complete high schools increase, then the condition for them to enter universities will be greatly enhanced. As students will not pay money for higher education during enrollment and as their higher education cost is recoverable in either cash or services, government will have the capacity to even further expand elementary schools. This will in turn, create a favorable condition to implement the rural development strategy and deepen the democratic order. Hence, in all its aspects, this policy is a major vehicle for ensuring fairness and equity.

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- *Linking Education and Training*

It was imperative to change the old educational system to one that will allow students to be proficient in one specific field so that they will either qualify to be employed in the field of their training or create their own jobs. Consequently, based on the country's concrete conditions, changes have been made concerning the organizational structure of the education systems. It has thus been found appropriate to extend the duration of elementary school from six to eight years and divide it into two cycles. The first cycle will be from the first to the fourth grade, while the second spans from grades five to eight. Likewise the system divides the years of secondary school into two, in which grades 9 and 10 focus on general education, whereas from grade 11 to 12 the concentration will be on preparing students for higher education or skilled jobs. On this basis, the span of general education will be 10 years. After this level, those who are qualified to pursue academic education will have to take a two-year preparatory schooling. First-degree college education will be completed in three or, in a few fields, in four years. Students who complete their general education but are unable to directly move on to higher education will be given vocational training for one, two, years or three that will prepare them to compete in the job market.

As explained above, the organizational arrangement of the education system centers on primary education where the great majority of the people have relatively easy access to education. If this educational organization covers the entire Ethiopian countryside, and the children of the broad majority are made to seriously study for eight years, their academic knowledge will definitely

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broaden. With an additional vocational training of six months to one year, they would acquire sufficient skill to work in any field of endeavor. Moreover, with the backing of modern technology, these young trainees will be better farmers, blacksmiths, potters, pastoralists and so on and therefore will be a dependable rural work force in the effort to create favorable conditions to change the countryside and introduce more effective forms and techniques of production. Since, after the primary level, they will have only two more years to finish high school, and if through hard work they manage to complete a general secondary school, they can then attend various vocational training courses and greatly improve their lives. From the point of view of these numerous advantages, extending elementary school from six to eight years will help students to receive broader and more substantial knowledge that, in the end, will be beneficial to both the country and to themselves.

In the first cycle of secondary level education (9<sup>th</sup> to 10<sup>th</sup> grade), students will acquire useful academic knowledge that will prepare them to enroll either in various vocational training programs or in preparatory programs for university level education within a short period. Thus, no time or resource will be wasted.

Beyond the 10+3 training programs that were restricted to industry, commerce and home economics in the past, various agricultural, teacher training, health, hotel, construction commerce and so on are now offered that will equip students with the necessary skills that will help them secure employment or create their own jobs.

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Covering and upgrading the quality of the hitherto twelve-year education to ten years, and structuring the remaining two years for preparatory education for university studies will be economical and help maintain the standard and quality of university education. Today, preparatory courses are given within the university for freshmen, and it is only in the remaining three years that students pursue regular studies for most disciplines. However, according to the new educational structure, this one-year preparatory education will be extended to two years and will be offered in the various high schools outside the university. Hence, since those who enter university would have a two-year preparatory schooling, they would acquire a great deal of knowledge in the remaining three years university education. In addition, because most students will be in the university only for three and not for four years, there will be more space to enroll greater number of freshmen students in the various university campuses. More over, since students study the freshman program in their own areas, they will reduce the cost of university education. In short, the process will not only help to produce the necessary skilled manpower for the development program in a short period of time, it will also greatly contribute to the quality of education.

As aforementioned, vocational education is given at various levels; for students who have completed Grade 8, vocational training is given in agriculture and other fields for three to six months. For those who have completed Grade 10, vocational training that lasts for one, two and three years will be given. On the other hand, students who went through preparatory school, professional education is provided at college and university levels. Thus, academic education and vocational and professional training at various levels are all

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interlinked in this new educational system. The new policy indeed seeks to link knowledge and practice education and vocation.

- ***Democratization of the Administration and Content of Education***

The democratization of the organization and administration of education is provided for in Article 3.8.4:

*“Educational institutions will be autonomous in their internal administration and in the designing and implementing of education and training programs, with an overall coordination and democratic leadership by boards or committees, consisting of members from the community (society), development and research institutions, teachers and students.”*

Thus, in accordance with the provisions of the policy, the administration of primary and secondary schools as well as junior colleges will be the responsibility of the Regions. This in itself contributes highly to the democratization of education. Thus, the people, through their own elected administrators, can direct the educational process. The policy also enables parents or their representatives to play a prominent role in the administration of the schools.

As the education is linked to various development efforts, the policy encourages and allows local administrations and peoples to be actively engaged in the educational process, contribute their share in the expansion of its finance

and ensure its democratization. Similarly, the organization of the educational structure enables teachers and students to be involved in the administration of education, and thus further democratize the system

The curriculum will not be one that is dominated by the political education of a given party. Nevertheless, one mission of the curriculum is to instill the worth of the National Constitution (which was formulated and ratified with popular consent and participation) in the minds of the student population. Articles 2.2.9, 2.2.10, 2.2.12, and 2.2.13 stipulates the democratization of the curriculum and emphasizes that its chief contents should be the cultivation of democratic culture, tolerance, peaceful resolution of differences through dialogue, and a sense of responsibility towards one's own society. It stresses that students must be taught to value equality, liberty, justice and democracy and that their formation reflect high ethical standards. The policy allows the various nations, nationalities and peoples to be educated in their own mother tongues for the appreciation of the role and contributions of women in the society at large.

- ***Provision of Quality and Relevant Educational Services***

One of the missions of our educational strategy is to remove fundamental obstacles that stand in the way of quality and relevant education. In order to do so, our strategy has focused on three components: Change of curriculum; sufficient provision of educational materials and equipment; and the improvement of teachers training in quality and quantity.

The curriculum of the general education will focus on science and mathematics with content that emphasizes research and relevant knowledge. The duration is shortened. What used to take twelve years is reduced to ten through improvements in the depth of the subjects and in the quality of teachers. It is to be noted here that many countries produce students with higher mastery of their subjects in ten years than we have been doing in twelve years.

In order to ensure quality education, students should have quality textbooks in sufficient quantity. There have to be adequate workshop and laboratory materials and equipment, especially in secondary schools and vocational institutions. Classrooms have to be furnished with desks, maps...etc. Building structures and filling them up with students alone does not make a “school”. Thus, the government has to play a vital role in ensuring that schools have adequate textbooks, other educational materials, libraries, workshops including laboratory materials and equipment.

There have to be highly qualified teachers in sufficient numbers if there is to be quality and proper education. The training of qualified teachers has to go hand in hand with the expansion of education. Thus, the strategy envisages establishing new teacher training colleges in the future and upgrading the ones that already exist.

Our strategy further provides educational opportunities for the continuous upgrading of the educational level of teachers. Accordingly, all secondary school teachers shall be degree-holders, while teachers of Grades 5-8 and Grades 1-4 shall have diplomas and certificates respectively. As the salary

scales and living conditions of teachers affect their teaching morale, our strategy considers this as a primary concern that must be properly adjusted.

As far as the supply of textbooks is concerned, the present pathetic ratio of one textbook for five or six students will be changed. Each student will have a textbook to take home. In countries like ours, students do not have other books to read at home. Therefore, the provision of adequate number of textbooks, which students can take home, will have a marked impact on raising the quality of education.

#### **IV. Measures Undertaken to Change the Curriculum**

It has been pointed out that a comprehensive educational policy and direction that replace the old inequitable, undemocratic and non-problem solving educational system is a categorical necessity. The policy covers all educational levels, from kindergarten to university, formal as well as non-formal learning, and aims at transforming education to be an instrument in the service of both rapid development and enrichment of democratic culture. Hence, considerations of the content, organization, and delivery of the curriculum, the training of teachers and the organization of the languages of instruction have been duly made.

The educational policy envisages the creation of a society with humane and democratic values, high problem-solving ability, and capacity to inquire and carry out research and liberate itself from the adverse pressures of Nature. Although the policy aims at removing the weaknesses of the old system, it must be obvious that the task, given the age-old constraints, capacity, time, and the inertia of the past cannot easily be achieved.

Thus, the following three broad issues have been given priority:

- Change of curriculum and provision of educational materials and equipment;
- Improvement of the ability and efficacy of teachers;
- Change of the educational structure.

A broad range of activities has already been carried out in order to translate these into practice. The manner in which it was done will be discussed below.

## **1 The Development of the New (Educational) Curriculum**

The organization of the designing of the curriculum has been divided in to two branches: General and Specialized or Vocational Education. A General Education fulfils the basic educational needs and includes all aspects of learning and prepares the student for pursuing subsequent specialized education. On the other hand, the special or vocational education prepares the student to engage in junior, medium, vocational and higher level education and vocational skills.

As general education prepares the student for specialized education, its duration varies depending on the economic, manpower needs, and educational objectives of each country. In many countries, completion of primary education takes six or eight years. Given our own circumstances, primary education, which used to be only for 6 years, has been designed to last for eight years, while general secondary education extends up to 10th grade.

In primary school starting from the first grade, subjects are offered in partially leaner or integrated form, to enable students have solid foundation in subjects that require special focus such as: science, mathematics and language, more periods have been given. These subjects are also given priority of textbooks provision.

In the past, science education up to Grade 8 was given in an integrated form. Now, physics, chemistry, and biology are taught as leaner subjects. The reason

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for such special focus (attention) is that science subjects and mathematics are believed to help students to understand nature. This area of education would enrich students' scientific outlook and help them to employ scientific method and appraisal to solve societal and natural problems. In sum, emphasis on these subjects would enable students to effectively use the advances in science and technology in order to modify or influence their natural surrounding.

Previously, all the academic, technical and vocational subjects were given in a mixed fashion for twelve years. In organizing these subjects as independent and separate areas, the twelve-year duration of general education has been reduced to ten. As a result, the subjects stated above have been strengthened and made to be the basis for better training.

Since the 2001/2002 academic year, a two-year preparatory (Grades 11 and 12) program has been put into effect for those able to pursue higher education. Those who complete this program are given additional subjects, not given in the past, that are prerequisites for their areas of specialization.

The old educational system mostly focused on academic subjects and paid only lip service to vocational subjects. As such, the education did not help students to develop or cultivate practical and vocational skills. As the system was divorced from the practical material or cultural needs of the country, it did not instill in the student an appreciation or eagerness for knowledge. As the curriculum lacked in clear objective, and appears to have been randomly designed with no specified target in mind, the profile and behavior of the students at the various levels was not definable.

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In order to remedy this situation, the content of the curriculum has been designed in such a way that it will enable to:

- a) Produce citizens who stand for equality, justice and democracy;
- b) Harmonize theory and practice (praxis);
- c) Integrate national and regional realities;
- d) Maintain the level of international education standards
- e) Reflect the principles of equality of nations, nationalities and gender;

Unlike the old educational system, which was teacher-centered and solely conducted (with) by the chalk and talk mode of delivery, the present system is student-centered with emphasis on various exercises, student-teacher interaction, and encouragement of student inquisitiveness. On the basis this curricular content expected student achievement and behavior at the end of each level of education have all been considered in the development of the curriculum. The mode of delivery has also been designed to produce students capable of solving problems.

In order to achieve that the goals set out by the policy, the subjects taught will not be as many or as needlessly varied as in the old system. They will rather emphasize the teaching of English, mathematics, and the natural and social sciences that will prepare students for specialized education and training. Subjects like physical education, music, arts (both only in primary school), and civic education will also be taught so that students would develop in both body and mind to better appreciate their natural and social environment. The Federal Ministry of Education first prepared the syllabus for the new curriculum and the flow chart. Subsequently teachers and educators from the

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various regions discussed, enriched, and the teacher learning materials were prepared for grades 1 to 12. This syllabus or flow chart will be used by the regions to produce with due allowance to their respective specific conditions. It's in such a procedure that both the syllabus and educational materials are put into practice in all the schools in the country, so that the education in the country will reflect common minimum standards.

In the effort to improve the quality and relevance of the curriculum, special attention was given to relate the content with the concrete conditions of the country. Thus, following this curricular principle, primary school textbooks have been based on the realities of the specific region and on the culture and achievements of the local populations. In addition, Federal Curriculum Council was established in order to frame and make evaluate the content and style of the textbooks for grade 9 to 12. The Council is composed of MPs from both Houses, individuals from institutions of higher learning, Regional councils, Regional education bureaus, teachers' associations and prominent individuals. The reason why the council has to pay more attention to the education given from grades 9 to 12 only is because education below that level falls under the jurisdiction of the regions.

In order to motivate students and enable them to express their views clearly and to grasp concepts properly, the teaching-learning process in primary school education is conducted in their mother tongue. From the formative evaluations made, in places where the mother tongue is made the medium of instruction, it has been ascertained that the measures taken in this regard has significantly raised the quality of the teaching-learning process and increased students'

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classroom participation. On the other hand, shortages of qualified professionals and the limited development of some languages have to some extent, affected the preparation of textbooks in the various vernaculars. However, efforts have been made to mitigate the problem by providing short-term training for the writers. Based on the general appraisal conducted in the year 2000, textbooks currently in use as well as those that will be produced in the future will be greatly improved or revised.

As far as textbooks preparation is concerned, not only have there been changes in content, but also there been changes in the manner of their preparation. In the past, the curriculum as well as the textbooks in use were prepared and also evaluated by experts in the Ministry of Education. This could not guarantee the desired content and quality of the textbooks. Today, therefore, the designers of the curriculum, the writers of the textbooks, and the evaluators come from a diversified and wide spectrum of groups. At present, textbooks are written and prepared by experts (professionals) outside the Ministry of Education. As publishing textbooks has been the sole task of the Ministry for many years, it was not found easy to get experienced textbook writers. As a result, it was necessary to build the capacity of these writers in order to produce books that are simple and readable by students. Short and frequent trainings were organized for writers to properly address issues such as the question of nations, nationalities and peoples and gender balances. This has eventually enabled to capacitate the textbooks writers to produce quality materials.

In order to make education more attractive and interesting for schoolchildren, the curriculum in the first cycle (Grades 1- 4) has been integrated in to four core subjects. These subjects are: Languages, Environmental Science, Mathematics,

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Aesthetics and Physical Education. This does not only enable school children to have a general and interrelated concept and knowledge, but also is in greater accord and harmony with child learning psychology. Thus, in terms of providing basic education for all, this approach is extremely useful. As a result, the education at this primary cycle is provided within a self-contained unit. On the other hand, despite its pedagogical merits, there are many teachers, school principals, educational professionals and leaders that do not appreciate the usefulness of this method and are, in fact, highly critical of it. They contend that under this method, lessons could be interrupted in the event that the teacher, by some inconvenience, were unable come to class; that students could easily be bored by being forced to learn all subjects from one and the same teacher, that it will burden teachers with a heavy teaching load... etc. The self-contained classroom management is not, however, as its critiques portray it to be. To the contrary, it has proven economic as well as educational benefits and advantages. It is, therefore, a method to be encouraged.

In fact, the self-contained classroom management has been followed not only in our country, but also in many developing as well as developed countries with good result. The reason why we have also adopted it in our education system is because, given our limited resources, it is a cost-effective and pedagogically sound method that can enable us to rapidly expand our education to the larger public.

The system of evaluation of students has also been improved along with the organization of the curriculum. A system of continuous assessment through

observation, questionnaire, oral tests and regular written exercises has been put in place for Grades 1 to 4 school children.

The contents of the curriculum are made to reflect respect for the identity of all nations, nationalities and peoples in accordance with the principle of equality of citizens. This has helped to avoid the tacitly embedded messages of covert and overt chauvinist outlooks in the textbooks. Instead, students are made to have textbooks that reflect the true realities and the values of the Ethiopian peoples, nations and nationalities, especially through subjects such as history and social sciences. Beyond empowering students through skills and knowledge, the aim of the curriculum is to change their attitudes for the better and hence produce citizens with high ethical standards with serious commitment to develop their country. Great emphasis is, therefore, given to civic education.

### **1.1 Civic Education**

In order to make students know their rights and duties in society and live in equality, mutual respect and trust with their fellow citizens, civic education is taught in primary school as a component part of the social science programs. In secondary school, however, (i.e. from Grade 9 on wards) civic education is offered as an independent and separate subject. Since the subject is based on the principles of the Ethiopian Constitution and focuses on the human and democratic rights of the nations, nationalities and peoples of Ethiopia, it will greatly contribute towards forming a good citizenry.

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Questions as to why civic education is considered necessary, why its content is based on the principles of the constitution, and how is it different from the political education of the Derg, periodically surface. It is essential (necessary) then to understand the relationship between education and social, political and economic beliefs in order to properly appreciate the need for such education. It must be noted that a society's political, economic, and social beliefs are closely intertwined and have a symbiotic and balanced relationship between them. Thus, any change made in any one of the three components tends to throw the others off. Such a shock usually creates imbalance in their interrelationship and also precipitates crisis. To avoid such crisis, commensurate changes must be made in the other two components. As education is social in character, the curriculum must be in harmony with the governing political and economic principles of a given society. In order for the curriculum to be compatible with the actual political and economic beliefs of a society, any changes in the latter must also be reflected in the manner the curriculum is designed. The reason is that the interrelationship between the three components is characterized by mutual interdependence. History attests to the fact that the basic and leading ideas of any society are very closely linked with the system of education in place. Such was the situation in ancient Greece, in medieval Europe, and in the 20<sup>th</sup> century. Similarly, Ethiopia's curriculum cannot be divorced from such social, economic and political considerations.

Schools have the responsibility to pass on to each new generation the leading values and thoughts of the society. If they fail in this task, the values of the new generation will clash with the social realities and becomes useless to both itself and the society at large. In order to close such a generation gap, schools

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must enable their students to understand society's economic, ideological, and political order. Knowing that the primary mission of the school administration and teachers is to produce good and responsible citizens, they have to exert all efforts at their disposal. The values of good citizenship are not acquired only from the academic and technical subjects that students study in the classroom, but also from the “hidden” curriculum, which is transmitted through ideological inputs.

Hence, schools may be said to have fulfilled their central and chief mission only when they succeed to transmit to the growing generation the political, social, and economic values of the society and thereby produce citizens capable of playing a positive role in their community at large. They can do this by teaching civic education in a serious manner and on the basis of the constitution, which reflects the leading values of the society. Teachers and the entire educational community should not be indifferent or have restrained attitude towards the constitution. For not only is the constitution a non-partisan document that does not favor any one party, but is rather a document that provides the essential instruments for the collective realization of the equality and unity of all the nations, nationalities and peoples of Ethiopia. It is an instrument that guarantees the equality of all Ethiopian peoples who strive to build a political community to achieve their common objectives.

## **1.2 The Medium of Instruction**

Education is an essential basis for development. Through education, citizens can control their environment and improve their living conditions. In order to be able to do this, they must at least have access to primary level education.

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Education presumes exchange of ideas between teachers, students, and members of the school community. Although there are individuals who can think in a second language most people think in the language of their mother tongue. Thus, children have to be taught in their own mother tongue if the learning and teaching process is to be interactive and efficient.

Educational access can also be equitably possible if citizens are taught in their own mother tongues. A mother tongue means the language one uses properly. The reasons, why, to the extent possible, all people ought to be taught in their mother tongue at the primary school level, and even beyond, are as follows:

- a) Language is not only a medium of instruction for the people, but also an emblem of identity;
- b) Learning in a mother tongue enables the student to understand lessons easily, and avoids problems associated with language barriers;
- c) Using a language for instruction enables it to continue to be a living language and saves it from possible extinction;
- d) Learning in one's own mother tongue reinforces identity and enables its users to be proud of their culture and identity. They become self-confident and proud citizens. Such self-confidence coupled with the acquisition of knowledge and skill through schooling makes produce capable and productive citizens possible.

If, as stated above, learning in one's own mother tongue is a right, multi-lingual countries like Ethiopia can equitably provide primary education to their citizens by offering it in their respective mother tongues. However, due to

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limitations of resource and insufficient prior preparation, children in some areas have to learn in the language of the majority rather than their own mother tongue. The problems that arise from learning in another's mother tongue have been mentioned above in relative detail. The policy address these problems by providing for the use of mother tongues in primary schools and it does this clearly in Article 3.5.1 and 3.5.2.

*“Cognizant of the pedagogical advantage of the child in learning in mother tongue and the rights of nationalities to promote the use of their languages, primary education will be given in nationality languages.”*

*“Making the necessary preparation, nations and nationalities can either learn in their own language or can choose from among those selected on the basis of national and countrywide distribution.”*

As a result, since the new curriculum became operational, over 20 languages have been used as mediums of instruction for up to grades 4, 6, or 8 depending on the real conditions in each region. The reasons for the variation in the upper most level of the grades in which mother tongues are taught depend on the relative development of the language. In regions where the language is relatively well developed and has sufficient number of teachers who are trained in that language, education in the mother tongue is given up to grade 8. Such is the situation in Oromia, Amhara, and Tigray Regional States. Regions that use mother tongue up to grade 6 resort to the use of English as medium of instruction from grade 7 upwards. However, it would be advised if instruction

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in English were to begin in grade 9 instead of in grade 7. This is because the English language proficiency of students at the levels of grades 7 and 8 is not sufficient for the learning and teaching process. Moreover, as most of those who complete Grade 8 will not continue secondary education in the future, but rather take short-term training of various types and join the work force learning in mother tongue places students in an advantageous position. A mere two-year period of English would not enable one to grasp concepts and get ready for the set training program. Besides, a two-year English language study will not be sufficient to make students proficient in the language. It is much better for regions, which have the capacity to do so, to teach students in their respective mother tongues rather than in English in Grades 7 and 8.

**Table 1**

<b>Medium of Instruction in Current Use</b>		
<b>No.</b>	<b>Region</b>	<b>Languages</b>
1	Tigray	Tigrigna
2	Afar	Afar, Amharic
3	Amhara	Amharic, Awigna, Hamtagna, Afaan Oromo (in Oromia Zone)
4	Oromia	Afaan Oromo, Amharic
5	Somali	Somaligna
6	Benishangul Gumuze	Amharic
7	Harari	Aderigna (Harari language), Afaan Oromo, Somaligna, Amharic
8	Gambela	Agnuwak, Nu'eir, Mezenger
9	S/N/N/P	Sidamigna, Wolaytigna, Hadiygna, Kambatigna, Gediogna, Dawro, Keficho, Siltie, Amharic, Kebena, Korotie, etc. (in Non-formal and lower classes)

**Note:**

In the two administrative cities, Addis Ababa and Dire Dawa, the situation is some how different. While the language of instruction in Addis Ababa Region is Amharic, Afaan Oromo and Somali languages are used as mediums of instruction in Dire Dawa in addition to Amharic.

In a multi-lingual country like Ethiopia, it is useful for a citizen to learn at least one additional language for national communications. By studying one's own language, a citizen develops better reading, speaking and listening abilities. It is equally beneficial that a student chooses an additional language that has a wide national distribution and has a richer literary tradition. A language that has considerable nationwide distribution would have a greater number of speakers in any corner of the country. And because of its linguistic position, it is bound to have a literature that can be taught as a subject on its own.

Due to certain historical circumstance, the language that, in content and distribution, can be of greater service to the country as a common national language is Amharic. At present, Amharic is the working language of the Federal Government as well as some Regions. Thus, Amharic is offered as a subject from Grade 3 or 4 on up. It is also proper to learn one or two foreign languages that are spoken widely in international communication and relations. The English language is important not only for international relations, but because it is also the medium of instruction from secondary school on. For this reason, it is given as a subject from Grade 1 upwards. The reason why English is taught as a subject from the first grade is because the language is not spoken at home and students' only encounter with the language is in school. Thus, early familiarity with English helps students when they advance to secondary school where the medium of instruction is English. To those interested, other foreign languages like Arabic and French spoken in Africa and neighboring countries, can be offered so long as these lessons don't take up the time space of the teaching of other languages.

### **1.3 Girls Education**

One indicator of the equitability of an educational system is the enrolment ratio between men and women (boys and girls).

At this stage of our development, women are the ones who care for the family and nurture children. The education of women, therefore, means that the cleanliness and the health of children will be properly looked after which in turn creates an enabling environment for the expansion of education. Moreover an educated woman appreciates the need for limiting family size and thus contributes to the national policy for population control. Thus, the saying "Educating a mother is educating the whole family" is a truth that must be respected by increasing women's involvement including in the expansion of education, The experience of Korea's rapid economic development is a testimony to this fact.

Economic growth cannot occur and development cannot be rapid if 50% of the productive population is ignored. Therefore, the education of women and their involvement in agricultural and industrial development is imperative. If women are educated, they will assert their rights as citizens and help change undemocratic practices at home as well as the society at large. And the equitability of our overall social order and system can be assured if women and men participate equally in the education process.

The education policy took this reality into consideration, and provided for the encouragement of women's education in several provisions. And special focus

has been given to its practical application in terms of, for instance, training opportunities and the gender balance of the content of textbooks.

#### **1.4 Educational Evaluation Efficiency**

In any curricular design special attention should be paid to evaluation of the efficacy of the learning-teaching process more effective. Educational evaluation enables to measure the changes in students' achievement and behavior at every level and in every branch of the application of the curriculum. It further helps to observe shortcomings in the content of education as well as in the teaching method. From this point of view examination results at grade and national levels are useful data for improving the curriculum.

Students are promoted from a lower to a higher grade or from one level to a higher one on the basis of the proof that they have grasped the essence of their studies measured by exam results.

The manner of educational evaluation in the present educational policy is different from the previous one and is directly related to the organization of the curriculum design. Thus, students from Grade 1 to 3 are continuously evaluated by their teachers and promoted to the next grade by providing them with additional help from the teacher when ever necessary. At this level, almost all students, with the exception of those with extreme learning handicaps (or challenger) pass from grade to grade without having to repeat class.

The policy indicates that national exams will be given on completion of primary education (at the end of Grade 8.) As it is appropriate that this exam is given in the language of instruction used, Regions with the capacity to do so are assisted technically by the central government to give the exam in the instructional language they use. The central government will prepare a standardized exam for the Regions without such a capacity and using English as a medium of instruction for Grade 7 and 8. The central government prepares a Table of Specification for the nation-wide exam as a common starting point so that the quality and standard of the exams are the same. Nevertheless, a nation-wide evaluation shall be undertaken every four years in order to maintain a high standard.

A national exam is given on completion of General Secondary Education at the end of Grade 10. This exam determines whether students can continue to higher education or join vocational and technical trainings. This encourages competitiveness, which in its turn, contributes to the quality of education

Those who go through Grades 11 and 12 with the intentions to pursue higher education are given entrance examinations in the fields of their choice to determine whether they have made adequate preparation. This approach encourages students to study diligently, and increases their chances of success on entering university, and consequently saves money for the state and the individual student.

Apart from the continuous evaluation carried on in Grades 1 to 3 and the national exams at the end of the various levels, students' performances are assessed by tests given in class, by mid-year and yearly exams.

As discussed above, the importance of examinations is not only to determine the promotion of student's from grade to grade and from level to level, but also to promote the curriculum and the delivery of education. Thus, students' performance matter both in continuous and general evaluation. For teachers, the performance of their students reflects their teaching effectiveness, and helps them improve the learning-teaching process.

### **1.5. Development of the New Curriculum**

The old curriculum has been replaced by the new one, which incorporates the new educational assumptions and content. The replacement has been carried out in phases and initially on a trial basis from Grade 1 to 8. The educational change was not introduced in one stroke at all grade levels. The reason being that, like the process of building a construction, the education given in one grade serves as a base for the next and follows the cognitive principle of proceeding from the simple to the complex. As the preparation and content of the new curriculum was very different from the previous one, it was necessary to test its effectiveness by trial and in the process of implementation.

On the other hand, the curriculum for Grades 9 to 12 has not been subjected to trial and implementation. The reason for this is that the education leading up to the secondary level has been sufficiently evaluated and rectified and deepen

that basis. Further, the students are sufficiently psychologically prepared for that transition. Moreover, as secondary education has a universal character, the education given in all countries is more or less the same. Thus, our curriculum did not have to be tested through trial and implementation. Secondary school teachers also have sufficient training to be able to rectify shortcomings as they occur.

What is most important, however, is the fact that the curriculum is subject to periodic revision. In the educational strategy we have adopted that every five years the quality and relevance of the curriculums at various educational levels will be assessed by a summative evaluation. For this reason, the secondary school curriculum that has been adopted without trial shall be subject to such summative evaluation. Based on its feedback, and through the necessary professional input, the appropriateness and quality of the curriculum will be reviewed and improved

Hence, based on this process, beginning from 1994 change was introduced each year into two successive grades on trial basis. By 2001 the education up to Grade 11 was fully replaced by the new curriculum. And since the preparatory work to introduce the new change for grad 12 will be completed in 2003, by the years end the old educational system would be entirely replaced by the new one. As the academic education given in Grades 11 and 12 is preparatory to higher education, the subjects taught, apart from the traditional ones, will include new subjects such as information technology, technical drawing, economics and business. This will broaden the choices of fields that students can pursue.

As stated above, the new curriculum was tested every year for Grades 1 and 5, Grades 2 and 6, Grades 3 and 7, and Grades 4 and 8. The purpose of the trial run was to identify the strong and weak points of the new curriculum and make improvements before it is introduced in all the schools. The main reason for this approach is not only because the central government no longer directs primary education; it is also because the medium of instruction is in the different languages of the various nations and nationalities. As such, all the necessary training and materials were given to educators in the various Regions and 106 schools were assessed as a result. The sample textbooks that had been distributed to the trial (experimental) schools were reviewed and improved on the basis of the results of the evaluation. They were then applied in all the schools in the various Regions. And, in the past two years, summative evaluations were made to assess the extent to which professional inputs and opinions were incorporated in the curriculum. These evaluation sessions have helped to measure the degree of appropriateness and quality of the new curriculum and accordingly improve the textbooks, the management, and the administration of education.

## **2. The Training and Career Development of Teachers**

### **2.1. The Training of Teachers**

As already stated above, the primary reason for the poor quality of education in the past was the training as well as the overall attitude towards teachers. Practically any one could have been employed as a teacher both at the lower and higher grades for there was no checking mechanism to evaluate the

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applicant's capacity and readiness. In order to correct this deplorable situation, profiles that teachers at every level must fit has been determined; teacher-training institutions have been strengthened and enriched; and teacher advancement or promotion scales have been set and are under implementation. Thus, institutions that give training and certificates to teachers in the first cycle (Grades 1 to 4) of primary education have been functioning since 1991. According to the new policy, teachers at any educational level should have the necessary training; hence the establishment of teacher training institutions was given priority. New training institutions for the first and second cycles of primary education were established. As of 1994, the graduation capacity of qualified teachers of these institutions has grown from 5,500 to 7,700 a year. Further, for those who were teachers in the first cycle without adequate preparation, a three-month upgrading in the form of on-the-job training was given. At present, the training capacity of the training institutions has grown considerably. Training is offered both in the evenings and during summer vacations. As a result, 96% of the teachers of the first cycle of primary education (Grades 1 to 4) have taken teacher-training courses.

For teachers of the second cycle of primary education (Grades 5 to 8) there were up till 1997, only the Kotebe Teacher Training College and the Bihar Dar Teacher Training Institute with an annual intake capacity of only 396 students. At present as five teachers training institutes were upgraded to the level of junior colleges and as one new one has been built, there are seven junior teacher-training colleges, which will have an annual combined capacity of graduating 1,133 teachers. These colleges also train many candidates in their

evening programs. Hence, 12,358 new teachers have been trained at this level in the years 1995 to 2001.

In the past, serious focus was not placed on training teachers. After the new educational structure was set up, most of the teachers for Grades 5 to 8 were Grade 12 graduates with only one-year of teacher training. Because our new policy stresses that teachers for Grades 5 to 8 should also be given better training 3,591 old teachers who were teaching in those grades without the requisite training are taking training during summer vacations. Although new colleges have been established, requiring teachers on the job without prior training during summer vacations still would takes a long time before they can upgrade their capacity to the desired level. To quicken the pace, training through distance education has been instituted. This training by distance education was started in 2000/2001 and will continue for two and half years until mid-2003. At the end of this period, 21,000 old teachers will have upgraded to the desired level. As distance education is useful for teachers of all educational levels and for their continuous on-the-job training, distance education departments are being set up in all the training colleges.

Primary education has been expanding rapidly and the need for training teachers increases proportionately. Thus, in order to make all teachers of Grades 5 to 8 diploma holders in the coming few years, new diploma programs, on-the-job summer training courses, encouragement of students (teacher candidates) to enroll in evening programs on their own initiative, making diploma programs available not only to boarding students but to day students as well have been designed.

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The only higher education institutions that offered degrees to secondary school teachers was Addis Ababa University and, to a limited extent, Bahir Dar Teacher Training Institute, and Kotebe Teachers Training College. Their average intake capacity was 250 students each. As this was too limited a capacity to satisfy the demand for professional teachers, two new faculties offering degrees were built in the Dilla College of Teachers Training and Health Sciences and in Alemaya University. Further, the degree program of the Bahir Dar Teachers Training College was expanded. Thus, the capacity for training teachers with degrees on a regular daytime basis has risen to 1,200 students. As a result, 3,221 teachers with degrees have been trained by mid 2001. However, as daytime teaching programs alone cannot satisfy the demand for teachers, there is a plan to make this institutions offer evening and summer courses. Diploma holding secondary school teachers that did not fully qualify to teach at this level were required to take unduly long summer courses. Now, that has been shortened to five consecutive summer training sessions. Accordingly, there are at present 3,597 teachers enrolled in this program, and the first batch will finish their training by mid - 2003. At the moment, only 39% of the total teaching force has taken the requisite training for teaching at the secondary school level. And of these, there are many who either refuse to go to the schools they are assigned to, or quit shortly after enrolling in these schools. To reduce this rate of attrition, continuous summer training sessions have been arranged. Further, degree programs for teachers have been made available in Jimma and Makele Universities in addition to expanding the enrolment capacity of the ones that already exist. The plan for the coming few years is to train surplus teachers, raise the percentage of qualified teachers to 100% and ensure that all secondary school students are taught by degree holders.

TABLE 2

**Graduates From Teacher Training Institutes (1987-1993 Eth. C.)**

	Type of Program											
	Certificate				Diploma				Degree			
Year	Male	Female	Total	Women Participation	M	F	Total	Women Participation	Male	Female	Total	Women Participation
1987	3629	2142	5771	37.10%	821	138	959	14.40%	86	2	88	2.30%
1988	3654	2100	5754	36.50%	889	205	1094	18.70%	190	24	214	11.20%
1989	2840	1764	4604	38.30%	1283	259	1542	16.80%	182	22	204	10.80%
1990	2390	1720	4110	41.80%	1005	397	1402	28.30%	271	15	286	5.20%
1991	2883	2495	5378	46.40%	594	337	931	36.20%	250	27	277	9.70%
1992	2653	2059	4712	43.70%	1419	500	1919	26.10%	624	77	701	11.00%
1993	3461	2311	5772	40.00%	2912	862	3774	22.80%	1155	164	1319	12.40%
Total	21510	14591	36101	40.04%	8923	2698	11621	23.20%	2758	331	3089	10.70%

Although great effort is being made to step by step overcome the shortage of degree and diploma level teachers, it will take a while before the problem is completely solved. Nevertheless, short training sessions have been given to acquaint teachers with the new curriculum and upgrade their level, especially those who teach in Grades 5 to 8 without the requisite qualifications. In short, the result of the effort made to train qualified teachers, as can be seen from Table 2, with in a short period of time has been impressive. This effort will indeed uninterruptedly continue.

## **2.2 Organization of Schools Clusters and Resource Centers**

Great effort is underway to establish cluster centers where teachers can receive short trainings and be familiar with the new appealing and student-centered classroom learning-teaching process and manner of educational delivery that replaces the old teacher-centered approach.

By clustering schools together in selected regions like Tigrai, Southern Region, Harare, and Dire Dawa Administrative Counsel on experimental levels, encouraging results have already been obtained. This experience is now being duplicated in all the regions of the country and has been given a nation-wide content.

By clustering schools at a given locality, resource centers provide educational equipment, reference books and so on for the common use of teachers in order to enhance their capabilities. Thus, by clustering around resource centers, teachers may benefit in the following ways.

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- They get on-the-job training; they exchange experiences by learning from each other. They can prepare teaching aids by using the equipment in the resource centers.
  - They may borrow reference books from the resource center. In order to change the focus of teaching to student-centered approach, teachers with richer experiences in the area can share their expertise and train those with lesser expertise.
  - Supervisors coming from Woredas, Zones, or Regions as well as other invited professional can give support to teachers.
  - Teachers who are organized around resource centers have a chance to exchange and share their experiences. Model teachers from a given school can be made to give classes in another school that is a member of the cluster, and teachers in the latter can have the chance to observe such model teaching.
  - Gathering around the resource center teachers can evaluate textbooks, enrich them, and make recommendation for their improvement to their Region's Curriculum Department.
  - They can discuss and exchange experiences on issue directly related to education such as: handling students, the manner extra curricular education is directed and organized, and the relations between schools and communities.

### **2.3. Career Development of Teachers**

In the past once teachers were assigned to their posts, there was no system in place that would monitor their professional effectiveness or ethical conduct.

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There was no mechanism to: help weak teachers increase their effectiveness; reward and encourage the capable ones to even greater effectiveness; discipline or weed out incompetent and unethical teachers. In short, because there was no proper structure to guide this professional force, which is spread through out the country, there was a great problem of professional inadequacy at all levels of the educational system. Since one aspect that the educational policy focuses on is the quality of teachers, a major emphasis of the policy has been to design an advancement and carrier ladder schedule for teachers that would encourage them to improve their capabilities. Hence, a six-tiered scheme has also been designed where teachers, from kindergarten up to secondary level, can be evaluated by peers, the school administration, parents and students. Such evaluation would enable a teacher, assuming he/she honors professional ethics, to grow from a beginner instructor to a lead teacher. As the teacher progresses from one level to the next, his salary increases, as does his living condition improve. Equally important, however, is that his esteem in the society grows and he becomes an increasingly respected figure in the school as well as in the community.

The measure adapted is not only for the purpose of improving the living conditions of teachers. It also serves as an incentive to attract able and strong students to the teaching profession. As an additional incentive, the salary scale of teachers has been made one scale higher than that of civil service employees. Since there was an advancement and promotion scale in place for teachers in institutions of higher education, there has not been any need to set up a new one. Nevertheless, a new evaluation system by various bodies has been set up even for this class of teachers.

As explained above, career structure to encourage teachers to enhance their professional capability has been set up for quite some time now. In the first few years of its application, the evaluation system was often abused. To simply improve their living conditions, practically all teachers were positively evaluated. Thus, over 90% of teachers were recommended for advancement and promotion. Under this circumstance, it was difficult to differentiate the truly deserving from the non-deserving ones hence; the whole purpose of the career structure has become suspect, if not totally defeated. Discussions were held at all levels on the problem and reevaluate the manner of its implementation. As a result, an encouraging trend of honest evaluation of teachers has begun. The manner or implementation of the career structure will continue to be given serious attention.

It is difficult to be certain that all the teachers currently employed conduct their profession ethically or whether they honor or conduct themselves in the respectable manner that the profession commands. As much as there are highly ethical, capable, and hard-working teachers, there are equally those who are unethical, incompetent, and bad role models for students. The implementation of the career structure will be made to differentiate between these two categories of teachers. It will enable us to encourage the deserving ones and weed out inept teachers. Just as it is important to recruit and train students to join the teaching profession, it is equally essential that they respect the profession and take it as a serious career.

It is desirable and important to make a special effort to increase the number of women teachers as this has a positive impact on the learning-teaching process

in general, and increasing the enrolment of female students in particular. Thus, such special effort in the recruitment and training of women has already increased the proportion of women in the profession. At present 38.7%, 15.3% and 8.2% of the teachers in the first and second cycles and in secondary school respectively are women. The reason why the figures were low in the past is because women were not given especial encouragement to join the teaching profession. Even with the present efforts, however, the inertia of the past still lingers on. Nonetheless, the proportion of trained women teachers has significantly increased since 1994. On average, this has grown by 40% in Grades 1 to 4, by 23.2% in Grades 5-8, and by 11% in Grades 9 to 12. The positive encouragement of women to train as teachers at all levels and join the teaching profession will continue in the coming years.

### **3. The Organization of Education**

An education system will not succeed in attaining its objective only for changes in the curriculum or in (the method of) teacher training. The organization and management (direction) of the educational system must also be based on democratic principles.

In the past, education and training were highly centralized and run by a bureaucratic chain of command. This was one factor that indicates the general weakness and failure of the education system. Hence, it is necessary to re-organize the educational system so as to make it democratic, de-centralized and coordinated. Further, it has to be organized in such a way that both education and training are greatly expanded.

As education is not the sole responsibility of a few education professionals or officials, a strategy has been set for the establishment of boards and committees composed of parents, teachers, community and administration representatives to direct and participate in the training and employment of teachers, budget allocation and implementation etc. This approach decentralizes the organization of education and makes both the community and professionals responsible and accountable for the educational process. The direction and organization of education cannot be torn apart from the direction and administration of the whole country. Thus, the previously centralized organization of education has now been devolved to the various levels of Regional and local administrations. Accordingly, the division of responsibilities and duties of the various educational institutions at the Federal, Regional, Zonal, Woreda and Kebele levels has taken the following form:

### **Federal Level**

- Formulate a nation-wide policy that will expand and strengthen education;
- Co-ordinate the education given throughout the country and to ensure that the desired quality and standard is maintained;
- Develop the curriculum for secondary school education, and to provide professional support for the curriculum prepared by the Regions themselves;
- Ensure the relevance and adequacy of national exams, and to determine the level and type of certification to be given;
- Determine the criteria that assure quality education;

- 
- Establish higher institutions of education and to direct the overall process with due respect to their internal administrative autonomy;
  - Accredite institutions of higher education and to determine the equivalency of foreign degrees, diplomas, and certificates

### **Regional Level**

- Administer and direct education up to junior college level in accordance with the country's education policy;
- Expand and strengthen education in the Region;
- Offer basic education to all;
- Design a primary education curriculum that reflects the Region's specific needs and culture;
- Build, maintain, and repair educational institutions;
- Train, employ, manage and fire teachers and education professionals;
- Provide educational materials and equipment;
- Prepare and administer Regional exams and grant certificates
- License the establishment of private schools;
- Encourage and increase the participation of the people at all levels.

Thus, colleges and universities are to be established and supervised by the Federal Government. Regional governments, however, can administer primary and secondary schools and, depending on the circumstances, even junior colleges. A Region can also design the primary education curriculum based on the region's concrete circumstances. Developing the curriculum for secondary

and higher levels of education, the other hand, is the responsibility of the Federal Government. It is again the responsibility of the Federal Government to ensure that there is uniformity and that a federal standard is maintained throughout the country. In general:

- Education and training Boards composed of members from the various segments of society have been established to direct and manage the education and training in the schools established at Woreda level.
- Similarly, the administration of colleges and universities will be directed by Board members.

Such boards contribute greatly to building the capacity and authority of educational institutions and making them efficient, organized, and well managed. Further, the boards lessen the work burden of the Regional and Federal Governments, suggest sources for additional resources and generally solve problems of varying gravity at close quarter.

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## **V. The Five Year Education Sector Development Program**

A five-year Education Sector Development Program (ESDP) covering the years 1996-2001 has been prepared in order to execute, in a coordinated manner, the policy recommendations and directions set out above as well as to mobilize the necessary financial and human (professional) resource.

This document includes matters like: the building of primary, secondary, technical, and vocational schools as well as institutions of higher education; the supply of textbooks and other educational material; the training of teachers; the change of curriculum; and measures that could build the implementing (executive) capacity of professionals.

In this regard, Regions have been given a free hand to design their own 5 years educational sector development programs based on the specific needs of their region and also the plans of the various departments of the Federal Ministry of Education where included in the program.

Huge financial resources are required to implement this huge educational program. Thus, the ESDP has clearly stated that the financial estimates as well as how and where the implementation is to be effected. The total finance required for the program is Birr 12,234,718,000 of which 73% will be provided by the government while the remaining 27% is to be covered by loans, donations and the contributions of the society, NGOs...etc. An annual and itemized breakdown of the above sum has also been prepared.

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Governmental organizations like the Ministry of Finance, the Ministry of Economic Development and Cooperation, as well as officials from the Ministry of Education and from Regional Bureaus, donor and loan-granting organizations participated in the drafting of the program. Three consultative meetings were held between the government, donor and loan-granting organizations on the document. The discussions held and the results of the evaluations did not only contribute to enhancing the document, but they were in themselves forums that enriched the capacity of both the Federal Ministry of Education and the Regional Education Bureaus. The consultative meetings delineated the parameters for the implementation of the matters jointly agreed upon by the donor organizations and the executing member's agencies. On this basis, joint steering committees, comprising of members of government agencies and donor organizations have been established at both the Federal and Regional levels. A joint annual meeting to evaluate the program and its implementation and towards its continued enhancement has also been provided for.

As stated above, the program's expenditure was (projected envisaged) to be covered by the government, donor, loan-granting organizations, the larger society and NGOs. In the first years of the program, the World Bank, the African Development Bank, and twelve foreign donor governments and organizations participated in covering the expenditure. However, as at the beginning of the war with Eritrea in 1998, with the exception of the two Banks, most of the 12 donors interrupted their assistance. Never the less, the government augmented its share of the expenditure and continued the program. The government's share has gone beyond the initially envisaged 73%.

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A system has been put in place to evaluate both the successes and failures of this wide and multi-faceted program. The purpose being: (1) to see whether the program is being implemented year by year (2) to identify the shortcomings and to correct them the following year. For the purposes of the evaluation procedure, the criteria and indicators as well as the targets have been defined. These targets are closely linked with the program's objective and enable the measurement of the manner in which it is being carried out. The targets or indicators are divided into five components.

- a) The share of the education budget *vis- a-vis* the overall national budget, as well as the share of the budget for primary education;
- b) The distribution and the number of schools and students;
- c) The quality of education, the total number of teachers, and the number of those teachers who have taken the appropriate and requisite training, as well as the achievement results at Grades 4 and 8;
- d) The efficiency of the educational system, the student/class ratio, and the repetition and drop out rates;
- e) The equity, the general gender coverage at primary school level, the rural-urban and the inter-Regional gaps.

Reports on the program implementation are made every quarter and every half-year in the Regions and then are sent to the joint steering committee. An annual evaluation meeting is then held involving the government, and donor and loan-granting organizations. The results of the evaluation along with the recommendations are then sent to all those involved in this sector.

In the past, projects were prepared in a disjointed manner. The present educational program, however, is prepared in an integrated and comprehensive fashion. Thus, a conducive environment has now been created for the realization of the objectives set in the new education policy. And donor organizations are no longer limited to redundant and repetitive activities, but can focus on various aspects of education.

Further more, as donor and loan-granting organizations were involved in the design and planning of the educational program and in the evaluation of its implementation process, they have made a pledge to cover part of the expenditure and to strengthen the overall educational capacity. The process which has involved conferences to improve, implement, and evaluate the program has enabled educational professionals who participated in them at both the Federal and Regional levels to increase their overall capacity.

This year, which is by mid-2002 the first five-year Educational Sector Development program, will have run its course. Thus, the preparatory work for the second five-year ESDP has already begun.

## **VI. Educational Finance**

### *1. Coverage of Educational Expenditure*

The method of financing education in any given country is among the major elements that determine the extent of access for education, the type of education given, the pattern of student distribution, the level and quality of education, and the overall management and direction of education. In other words, the education of a given society and its role in helping meet a clearly set objective (for instance, development or economic and social growth) is closely tied with the resource available and the financing method it employs. Any given education system, therefore, has to have a clear financial policy by which it is directed. And the financial policy has to take two basic (issues) matters into account. These are:

- To make an efficient and quality education system that can serve as basis for growth with minimum possible expenditure available to the broad population
- To ensure equity and fair distribution of educational opportunity (across regions, religion, gender, social class ... etc.) and to remove obstacles to these.

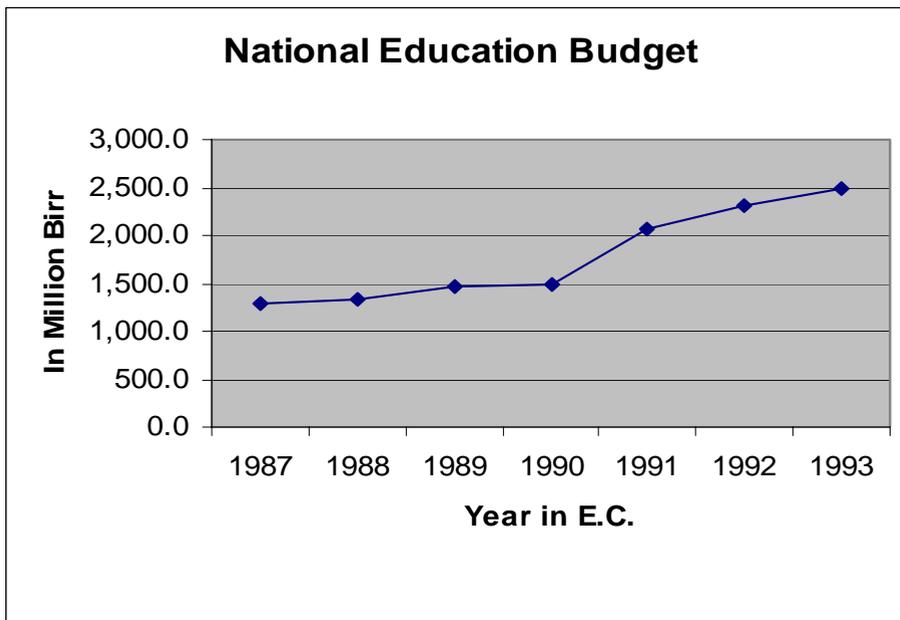
Although these two criteria of efficiency and equity clash now and then and may at times run at cross-purposes, it is the duty of a democratic country to devise an educational strategy that harmonizes (reconciles) them or, at least, maintain a balance between them. By using its financial strategy as an instrument, the government has to intervene to ensure that efficiency and

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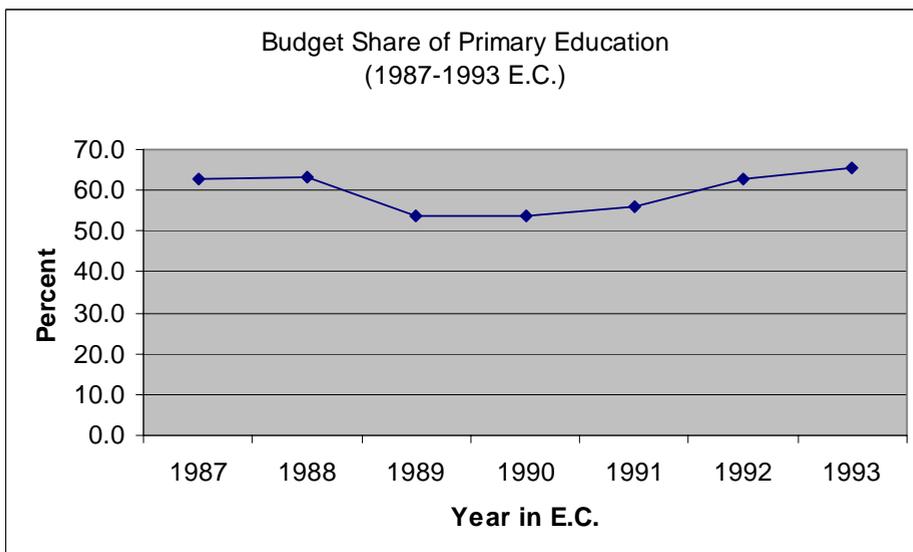
equity are maintained. There is no country at any level of development that has made the user community fully cover all educational expenditure by leavening the matter solely to the market. In countries like Ethiopia especially, there are even more compelling reasons for the government to use its educational finance policy to ensure the equity of educational opportunities and services. Specially, a government intending to provide education fairly, it is necessary to devise an educational finance strategy and interfere because:

- a) The government has a responsibility to provide education to the large sector of the society whose capacity to pay for education is very limited;
- b) The value of education is not only to those who are involved in formal learning, but also to the society at large
- c) Education has a useful role in creating a common nation-wide understanding of issues and is pivotal in deepening common cultural and social ties (relationships)

**GRAPH 1-A**



**GRAPH 1-B**



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The major share (portion) of educational finance has to come from the government. In this regard, the education policy has the following provisions on financing education:

- Government financial support shall focus on education up to the completion of general secondary education and training (up to Grade 10.) Beyond this level, the student's cost sharing in educational expenditure will increases with each step in the educational level.
- For regions that were relatively disadvantaged in the provision of educational services in the past, the government will allocate special support fund to bring them on par with the others.
- The government shall especially encourage the education of women through financial support.
- The government shall create conducive conditions and provide various types of support: for private investors to build and run schools at all levels, for educational institutions to strengthen their income-generating capacity and use such income to further strengthen themselves, and for students to pay for education through service or through post-employment payment schedule.

The government, as indicated in the policy directive, will increase the educational budget with time. And of this budget, the major portion will go towards the expansion of primary education. (See Graphs 1(a) and 1(b) above) In the past, many school-age children who could not afford the various school fees required simply did not go to school. Especially since payment arrangement was per student, parents with several children found it difficult to

send more than one or two of their children to school. The present policy provides for free education for Grades 1 to 10. As a result of the sizable budget assigned to primary education and the abolition of payments, many children have now begun to attend school. And, because of the favorable situation, rural participation in education, which was very low in the past, has now increased significantly.

The non-wasteful and economical management of the budget is another useful instrument in strengthening the financial capacity to provide quality education. In addition, it is essential to encourage private investors, religious and non-governmental organizations to participate in the education sector.

## 2. *The Participation of Private Investors*

It is evident (obvious) that government alone cannot meet the growing demand for educational opportunities. The whole society has to support the cause in various ways. The role that private investors can play in this task of expanding quality education is not insignificant. If it is government's responsibility to focus on finding ways of providing free education for the majority unable to pay for education, the private sector can focus on the other segment that could pay for their children's education. By working in tandem, the government and the private sector can cooperate meaningfully to expand education. Thus, the new education policy encourages private investors to open educational institutions from kindergarten up to higher institutions of learning.

In this regard, the Derg's proclamation prohibiting private schools has been repealed and replaced by a new one. Furthermore, a system has been put in place in all the Regions whereby private investors are offered free real estate or for nominal price to enable them to build schools. As a result, albeit limited to a few Regional cities, private investors have opened many kindergarten, primary, secondary, technical and vocational schools as well as institutions of higher education. A broad initiative will also be taken in order to expand their activities and horizons in the future.

### 3. *Minimization of Educational Wastage*

Educational wastage is one of the many severe problems that confront the education system. When a class of students as a whole completes a certain grade with the desired knowledge and ability, it means that there is no educational wastage. On the other hand, if students do not complete the required educational period, or fail to be promoted to the next class, or drop out of school, then it can be said that there is educational wastage. For example, if one thousand students start at Grade 1 together and all of them finish Grade 8 then there is no educational wastage. On the other hand, if 200 to 300 of those students finish Grade 8 not in eight but in 9 years, it means that the system has severe educational wastage problem.

The chief causes of educational wastage are: improper utilization of resources, paucity of quality education, poor and in-conducive organization of schools to the learning-teaching process.

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As far as educational wastage is concerned, our country ranks very low. Educational data reveal that every year a significant number of students repeat classes or interrupt school altogether. For this reason, the country's limited resources are wasted to the tune of millions of Birr, as students are kept in school for an unduly longer period. In accordance with the new education policy, measures have been taken to rectify this problem.

To mitigate the problem of unjustified class repetition and educational problems related to it continuous assessment is incorporated in the education system. Although this method will, in future, be applied at all levels. At present, however, it is applied only at Grades 1 to 3 for the purpose of grade promotion of students. School principals and teachers are expected to apply this method. Although there are students with severe learning disabilities here and there, students are, most often, made to repeat classes for very minor shortcomings. Thus, it is both economical and preferable to give students remedial classes in their spare time or during summer vacations and promote them to the next grade than to have them repeat class for a whole year.

To address the problem of high drop out rate, the problem of school interruption, Educational Solidification and Reabsorbing Committees involving the communities will be formed in every Region to conduct broad activities. Attempts will also be made to make the school calendar flexible according to local conditions and in ways convenient to the students.

Although it generally takes a broad appreciation of the problem and a wide experience to reduce and eventually eliminate educational wastage, significant

progress has already been made in the last few years in tackling both the problem of repetition and rates of school interruption. For instance, in 1993, there were a large number of students who repeated classes or interrupted their education. Although the rate has now gone down to 12%, a lot remains to be done to further reduce educational wastage.

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## VII. Measures Taken to Improve the Quality of Education

What exactly is quality education? How is it measured? These questions have first to be answered in general terms before the issue is addressed.

Quality education is a complex matter, and it has varied features. One of these is its relationship to, or connection with the society's cultural, economic, and political realities and activities. Thus, quality implies that the student learns in his mother tongue and enriches his language, that there is equitable distribution of educational services, and that the relatively poorer and backward areas are widely covered by such services.

The other important feature of quality education is its close dependence on the resources of the country and society. Thus, the quality of education is a function of the country's level of economic development subject to improvement and change with time. For instance, if the teacher/student ratio was 1:70 at one time, it can be 1:30 or even 1:20 when the country's economy grows significantly. Thus, any judgment on any given country's quality of education must take into account the country's economy. There are still, however, minimum criteria and requirements. These are:

- The existence of professionally competent and ethically-minded teachers in the system;
- The existence of an efficient management of education;
- A student-centered and equitable curriculum which has a high standard relevant to the society;
- The supply of necessary educational materials and equipment.

There are factors that affect the quality of education both inside and outside the school. For example, the availability of books to read outside school, the economic status of the family, the family support and follow-up of the student's educational progress and so on. Although conditions outside school are bound to improve with our country's economic growth, provisional solutions have to be provided in the meantime.

For example, school feeding programs in areas where there is food shortage, the establishment of awareness-raising committees in communities with harmful cultural practices that deter girls from going to school ... etc.

In the past few years, great effort was made to fulfill the four basic minimum criteria in the education system. The measures taken to increase the competence of teachers to make educational management efficient makes the curriculum student-centered and provide educational services equitably have been outlined above.

As far as the supply of quality educational materials is concerned, significant progress has been made. In the past, the textbook/student ratio was 1:5. At present, in most primary schools, the ratio is 1:1.5, especially in major subjects like science, mathematics and English. There are still some schools, however, which have a 1:2 ratio. In secondary schools, however, the textbook/student ratio is 1:1. And as far as teacher/student ratio is concerned, we have come a long way in improving the situation. On average, the teacher/student ratio is 1:60 in primary schools, and 1:46 in secondary schools. Schools are being opened everywhere to reduce the ratio in primary schools to 1:50.

Libraries and laboratories are also being set up in schools in greater number. Thus, at the primary school level (Grades 1 to 8) schools have science kits and about 60% of them also have libraries. At the secondary school level, 358 high schools have libraries and laboratories. It is true that most of the books found in the libraries are outdated and have, therefore, to be replaced by up-to-date ones. Newly established vocational schools and institutions of higher education have been upgraded to meet the minimum international standards. In order to enhance the quality of education, supplementary lessons are given through radio broadcast and television programs. As our curriculum gives special emphasis to the teaching of science, mathematics, and English, lessons are aired through television to all high schools from grades 9 and 10.

This method is a useful solution for a country where there is shortages of qualified teachers and adequate teaching aids. The use of television as a medium for instruction, however, has its own positive impact on the delivery of education itself.

- By the use of magnification time and again, a given thing is made more visible.
- It draws the attention of students and enables the teacher to guide them to focus on set objectives.
- In science classes, students can see things that can be seen through the microscope with the same clarity as the teacher does, and thus can empathize with him.
- Scientific experiments whose results cannot in reality be observed in a short time are, however, immediately viewed and appreciated by students through the use of various techniques and instruments.

- Large as well as minute animals and plants found in nature in different parts of the world can be viewed by students within the classroom at any time desired, and various phenomena that occur at various times can also be shown to students during class.
- It is also possible to show students very expensive and dangerous chemical reactions that cannot be carried out in ordinary classrooms and laboratories. Instructional television program enables the teaching of very many students simultaneously and in identical and uniform manner. A properly prepared instructional television program not only increases the student's learning or receptive capacity, but also motivates students to follow topics with eagerness and passion. This being the case, instructional television programs will be prepared for higher grades above 10.

Although many effective measures have been taken to maintain quality education, there are critics who claim that, in the name of educational expansion, mediocre education is being sprinkled everywhere like "holy water" (*Tebel*). Although it has to be admitted that creating a balance between the expansions of education and controlling its quality is quite difficult for developing countries, educational expansion is nevertheless necessary even for quality education itself. One strategic objective of educational expansion is to produce in the shortest time possible capable manpower for development. The fulfillment of this objective accelerates the development of a country and increases its wealth and resources that, in turn, relatively facilitate quality education. Quality is relative, and developed countries can have a primary education system where teachers have their first degrees, where computers are

used in place of chalk and blackboard, and where several books and not just one are provided for a single subject. However, countries arrived at this level of quality education only after making decade's long efforts.

Thirty and forty years ago, China which now has hundreds of millions of its children in primary school, and Korea which greatly expanded its educational system had a higher ratio of students per classroom than we have now. The level of their primary school teachers was not even above eighth grade. These countries expanded their educational system initially with less concern to quality. Nevertheless, great efforts to improve the quality of education will continue to be made in our educational system.

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## **VIII. Measures Taken to Expand Equitable Educational Opportunities**

Education in the past was not equitable; on the contrary, it was characterized by partiality in terms of administrative region, nation /nationality, gender, economic class (family income level) and so on. Educational opportunity was skewed in favor of certain regions, of the urban population, and of the relatively developed areas.

Educational opportunities and services should be equitably distributed if a country is to develop and if there is going to be a fair distribution of wealth. The following measures have been taken in order to correct the past inequitable educational distribution.

### ***1 Kindergarten Education***

Kindergarten education is the pre-school preparatory education for children and can take up to three years. In this program, children between the ages of four to six years are offered fun-like education that would enable them to express their feelings, to appreciate beauty, and to learn to distinguish and form letters and numbers.

Kindergarten education requires high investment and trained manpower. Teachers should have affection for children; educational and recreational materials have to be supplied; and there have to be facilities that allow children to rest when tired and to eat when hungry.

Although it cannot be claimed that having children pass through this preparatory school has no benefit, it cannot equally be asserted that it should be mandatory. Apart from identifying letters and numbers, children can informally learn from their parents what they would learn in a kindergarten. Viewed from the perspective of Ethiopia's economic capacity, the opening of kindergartens involving massive expenditure cannot be a top priority, as regular universal primary education has not yet been achieved. Thus, the opening of kindergartens is an area that has been left for private investors and religious organizations, and for parents who can afford to pay the fees. This does not, however, mean that the government does not involve at all. The government indirectly supports the initiative for private kindergartens by preparing the curriculum as well as by training kindergarten teachers. It further, encourages such investors by offering them land at nominal lease rates. Thus, we find very many kindergartens established in various towns and cities. These kindergartens are also offered professional counsel and advice, when necessary, on how to improve their quality and efficiency.

In many underdeveloped countries government does not provide kindergarten education. In fact, the developed countries introduced kindergarten program only after they achieved universal primary and secondary education.

## ***2. Primary Education***

Of all the various educational levels, from the out set, priority in the new policy has been given to the primary education by focusing on expansion and of ensuring equity during the implementation phase of the policy. The reason for this is not only because primary education is the right of every citizen, but

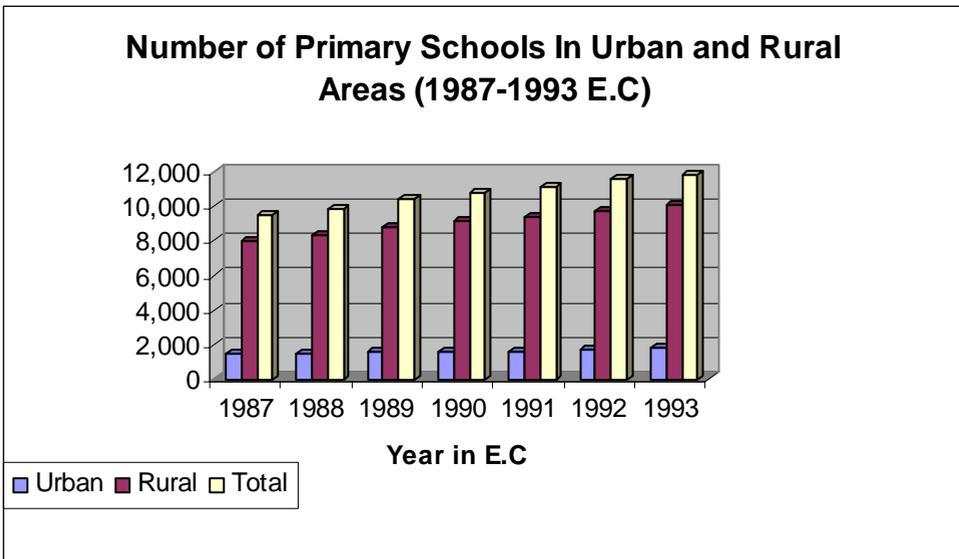
also because it is the chief instrument for social and economic growth. It empowers citizens to exercise their rights and to fulfill their duties. The contribution of educated *vis- a- Vis* uneducated citizens in the flourishing democratic culture is not the sole reason for expanding primary education. Besides being a citizen's right to have access to primary education, additional reasons for such education are citizens of countries with universal primary education:

- Take better care of their own and their family's health; their average life expectancy increases; because they have better standards of living; are more capable of solving environmental and other problems, lead a better life than those populations that did not benefit from education.
- Are more capable to develop ways of resolving disagreement and conflict through peaceful discussion and dialogue; they are more prepared to accept democracy and participate in the country's public affairs
- Those citizens who have completed their primary education are more ready to accept products of new technology and apply them on the ground towards higher productivity; they, thus, earn more, and also form a strong base for rural and industrial development since they are more easily trainable.

In the effort to expand primary education and increase the number of students, the greatest emphasis was given to equitable distribution. As far as construction of new school buildings is concerned, rural areas were given priority over urban centers. There were 9,463 primary schools in 1994; the number grew to

11,780 by 2000. Of the 2,317 primary schools built in the six years after 1994, 85.7% of them or 1,985 of the schools have been built in the countryside (rural areas). The number of primary school students in the urban areas was growing at an average annual rate of 8.8% for the period 1994-2000, while that number was growing at an average annual rate of 19.8% in the rural areas. It was, therefore, possible to increase significantly the rate of rural participation in primary education in a relatively short time. As is clear from Graph 2, more schools were built in the rural than in the urban areas. The number of rural schools continues to increase from year to year. This confirms application of our overall rural- based strategy.

**GRAPH 2**



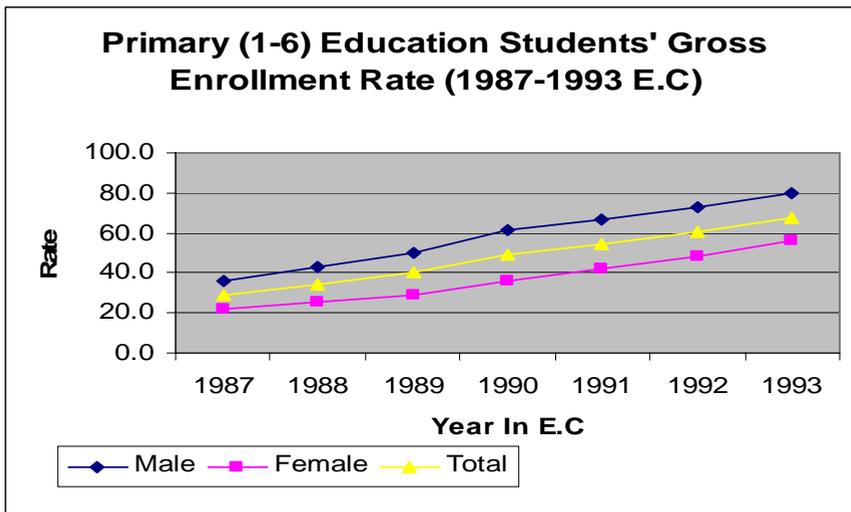
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The provision of education in pastoral areas where the population is constantly on the move is more problematic. . In the Afar Region a boarding school that accommodates 110 students (99 boys and 11 girls) for students of Grades 1 to 4 was built. The construction of another boarding school that accommodates 70 students will be completed by mid- 2002 and be ready to accept students by September. A third boarding school will be completed in 2002 and will begin work in 2003. In the Southern Region of South Omo Zone, five hostels that accommodate 677 boarding students have been built. And in Arba Minch, a boarding school for adults was built in 1998 and has been giving service since then. By 2000, 256 men and 31 women, or a total of 287 students were attending school there. All in all, by year 2000, 964 students in boarding schools and hostels were attending school in the Southern Region.

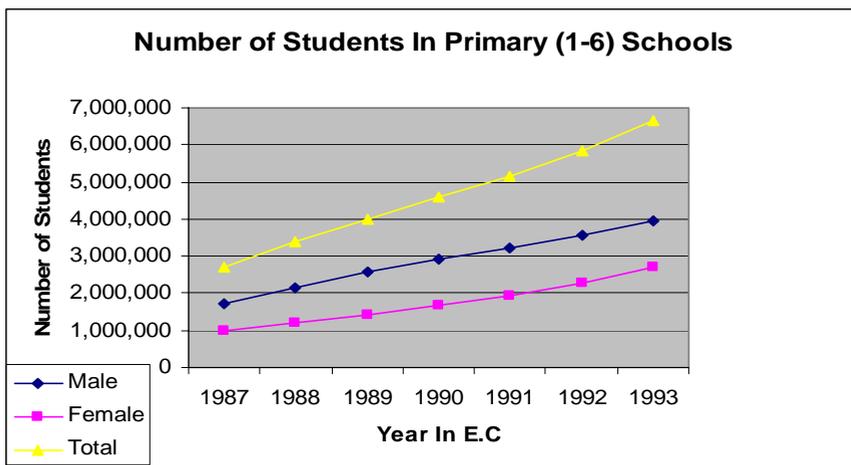
In sum, the average annual growth rate of the number of students in primary education has been 15.6% since 1994. The Amhara, Oromia, Beni Shangul-Gumuz, Southern Region, and Gambela Regions showed high growth with an average annual growth rate of 21.0%, 18.7%, 17.2%, 14% and 11.1% respectively. Although the figures vary, primary school education has grown in all the Regions. Thus, the percentage of school-age children attended primary school was 26.2% (males: 31.7%, females: 20.4%) in 1994 while the figure has risen to 57.4% (males: 67.3%; females: 47%) in 2000. If this figure were measured in terms of the earlier definition of primary education (Grades 1 to 6), then it would go up to 74%. This is a good figure even when compared with other countries whose primary education goes up to Grade 6 (See Graph 3). The national as well as Regional distribution of primary education (Grades 1 to 8) is presented in Graph 4. It can be seen clearly from the graph that, except

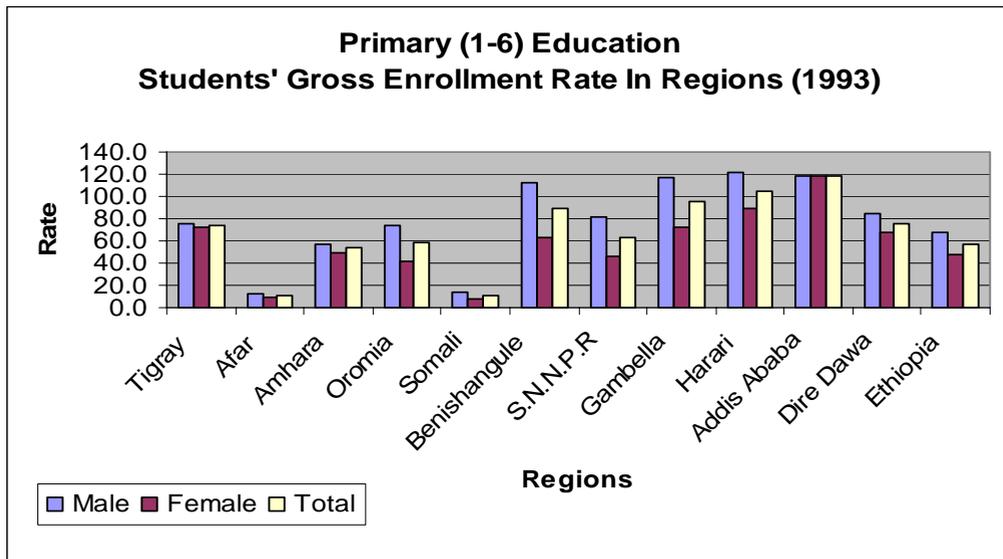
from the Afar and Somali Regions, most Regions have a higher student enrolment rate than the national average and that the gaps between them are rather narrow.

GRAPH 3-A



GRAPH 3-B

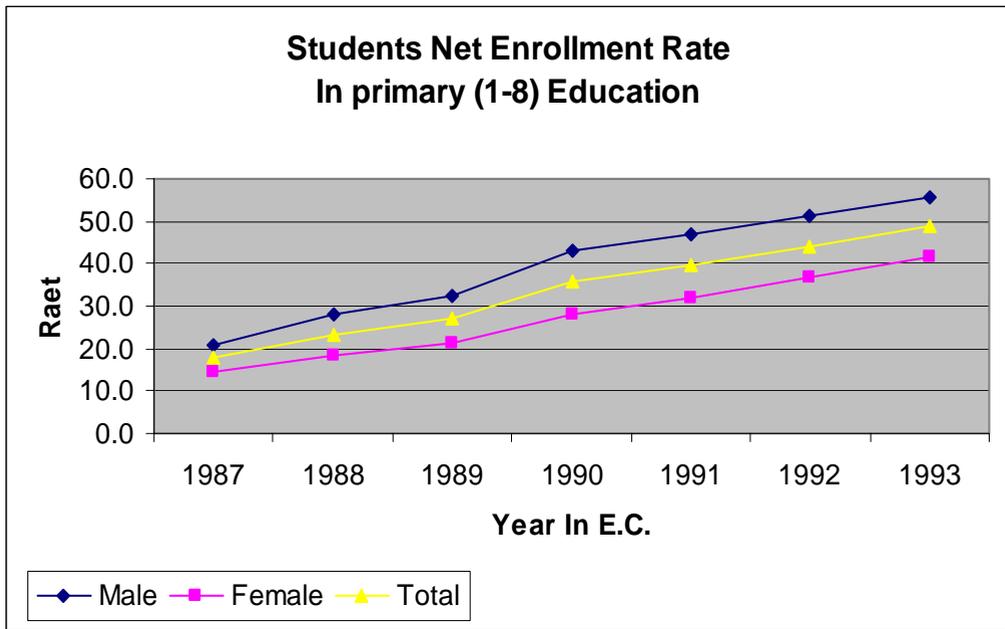


**GRAPH 4**

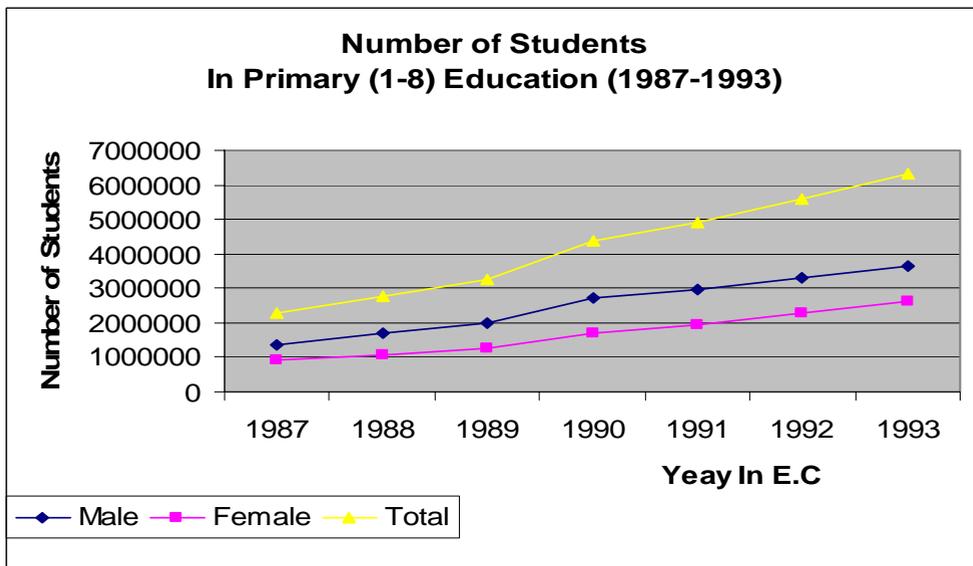
As is shown in Graph 4, the enrolment rate of some Regions is above 100. The reason for this is that the school system expects students to begin the first grade at age 7 while actually many students begin school above that age. Primary education is supposed to take place between ages of 7 to 14, and the enrolment rate is calculated on the basis of this assumption. Thus, the high rate seen in the graph 4 merely shows that we have many students in our primary education system that are older than that of the target age range. However, students have increasingly started to enroll at the appropriate age of seven. Consider the next graph in order to appreciate this.

- Strong measures have been taken to provide Special Education to the physically disabled. Over 50 pre-primary educational units have been opened in various schools since 1994; 161 teachers of special education have been trained; and several teaching manuals have been prepared.

**GRAPH 5-A**



**GRAPH 5-B**

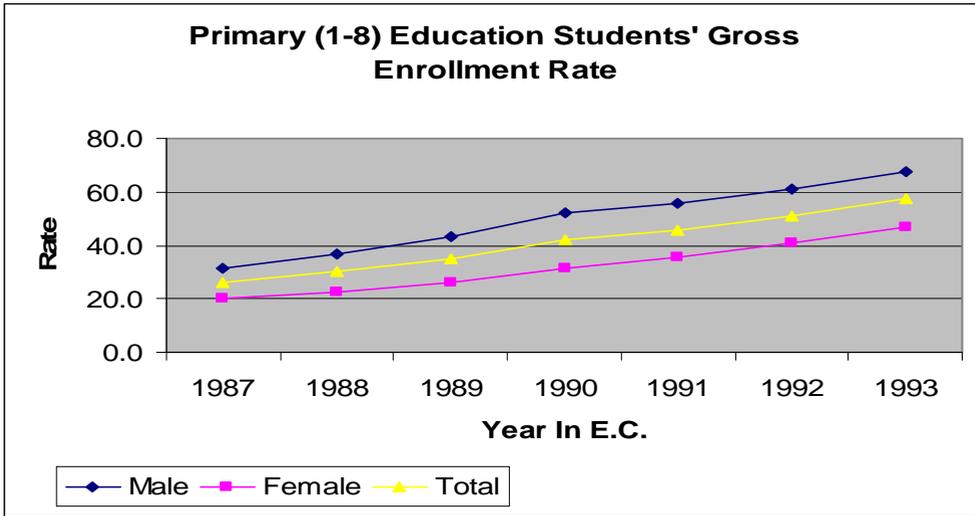


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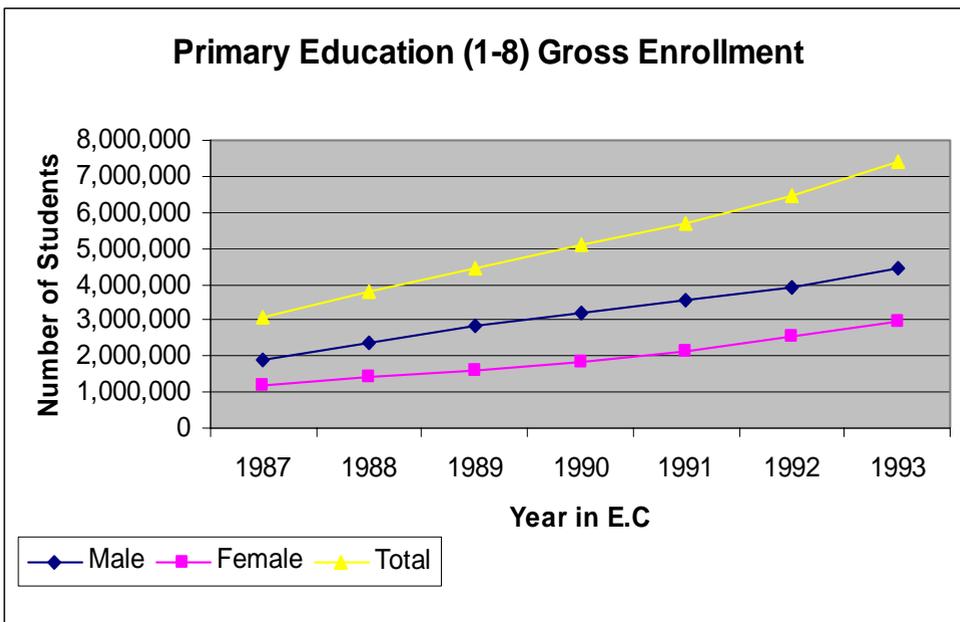
This net enrolment rate shows that the primary school students are within the desirable age range (7 to 14.) Since the efforts made in the last few years, children are increasingly beginning school at the right age and, as a result, the gap between the net and the gross enrolment rates is getting narrower. As shown in the graph above the net enrolment rate is 48.8% while the gross enrolment rate is 57.4%.

- The limited distribution of schools and other problems accounted for low primary school enrolment in the past. At present, the widespread construction of schools in the rural areas has greatly improved the situation.
- ❖ When the new education and training policy was launched in 1994, the number of students enrolled in primary school was 3,098,422. In 2,000, that figure has grown to 7,401,473. The number of female students in 1994 was 1,174,647, while it grew to 2,985,284 by 2,000. These figures show an average annual enrolment growth rate of 15.6% since 1994.

**GRAPH 6-A**



**GRAPH 6-B**



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Measures to encourage the participation of girls in primary education were taken, and, as a result their average annual enrolment growth rate has been 16.8% in the past six years. When their increased enrolment in primary education is broken down on an urban/rural basis, we see that their annual enrolment rate has increased by 8.1% in the former and by 24.2% in the latter. When we compare the average annual growth rate of female enrolment with that of the male one (17.6%), we find that the former is higher by 6.6%. With the exception of the Somali Region, the average annual growth rate of female enrolment in the rural area is higher than that of males in all the Regions. This shows that the effort made to increase the number of female students in the rural areas has succeeded remarkably. In 1994 female enrolment in primary and secondary education was 20.4% and 5.7% respectively. By 2,000, this grew to 47% and 10.9% respectively. Although this is quite an improvement compared to the situation in the past, there is still a big gap between male and female enrolment in education.

As discussed above in detail, the expansion of primary education throughout the country and the provision of eight years of school to citizens have a national importance and fulfill the pre-condition for significant rural development. See Graph 4 to appreciate that primary education is expanding by the year.

### **3. *Secondary Education.***

Although priority has been given to primary education, it does not mean that secondary education has not been given any attention. In reality, secondary

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education has to expand as much as its quality is also maintained. Thus expansion of education at this level depends on the availability of resources. As is the case with primary education, the participation rate at this level should not include all children with the right (appropriate age). Nevertheless, there is a need for a middle level trained manpower, if there is going to be economic growth. Experience from many countries in Asia and Latin America, where a certain level of economic growth is achieved, did so by providing universal primary education to their citizens and only 20% of their populations have had secondary education.

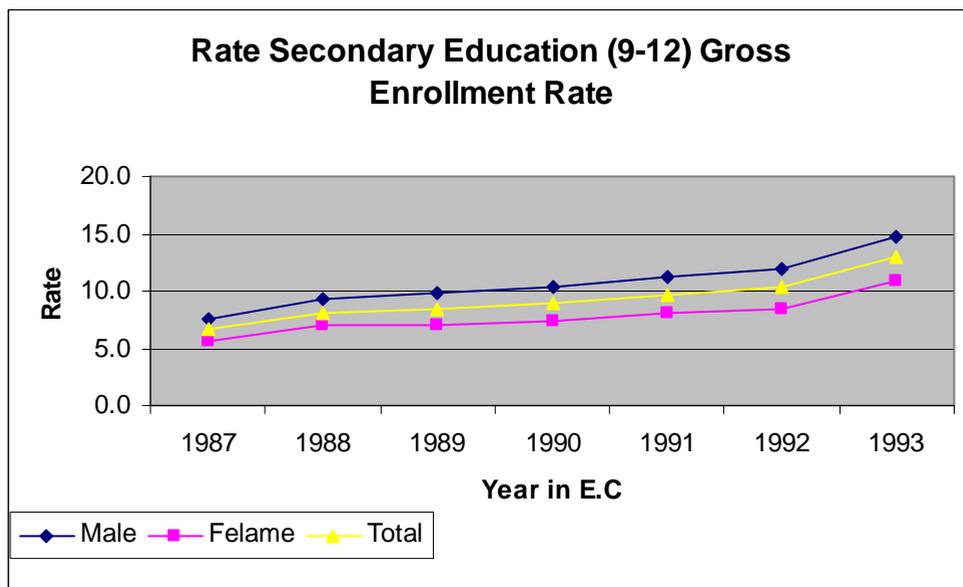
The present enrolment in general secondary education (Grades 9 to 10) in Ethiopia is not as such at a level to provide sufficient trained manpower for an economic take-off. Secondary education is not going to grow as fast as primary education or be available to all citizens. It is rather one that will grow with our economy and is expected to reach 29% perhaps after five years. Thus, the promotion from primary to secondary education will take this degree of participation into account.

Concerning the growth of secondary education, there were 370,916 students in 1994; that number grew to 735,174 by 2,000. This shows that the average annual enrolment growth rate was 12.1% for the six-year period of 1994 to 2,000.

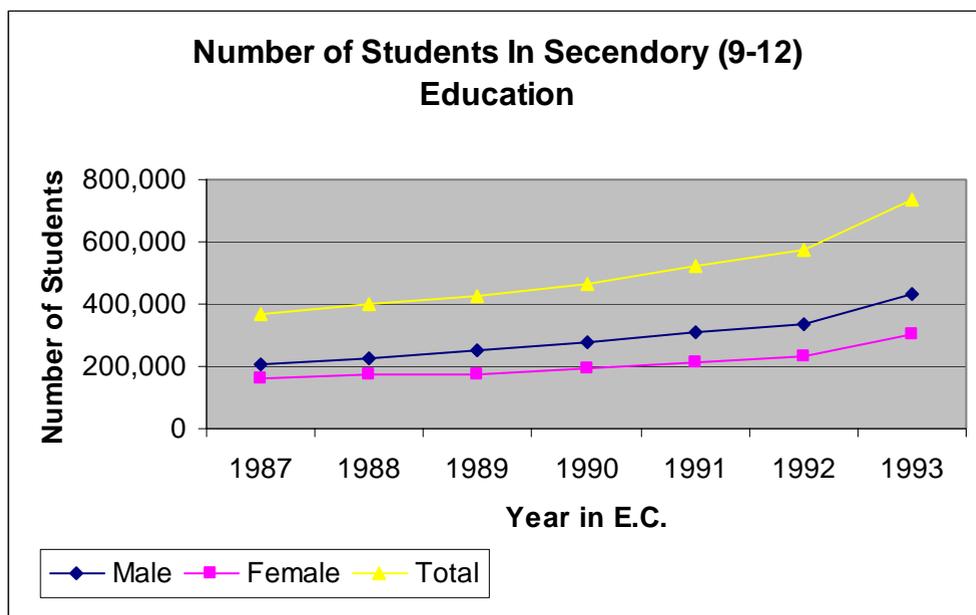
Secondary schools are built in towns and cities where there are several primary schools that act as feeders to each school. In the six-year period between 1994 and 2,000, ninety-five new secondary schools were built and have been giving

educational services since then. This has significantly increased the extent of secondary education. Thus, between 1994 and 2000 the number of secondary schools grew from 329 to 424. Similarly between 1994 and 2000 the rate of student participation in secondary education grew from 6.6% to 12. %. (See Graph 8.) However, more male than female student are enrolled in secondary schools.

**GRAPH 7-A**



**GRAPH 7-B**



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#### 4. *Technical and Vocational Education and Training*

A country needs skilled manpower if it is going to have rapid development and growth. No matter how vast its natural resources might be a country cannot achieve economic growth without trained and skilled manpower. The basic reason for the gap between developed and developing countries lies in the effective or ineffective they use their manpower.

In the first half of the 20th century, the development of vocational and technical education in our country, for instance, was very limited (Grade 10+3) and that it was not given sufficient attention or policy support. There were only sixteen institutions that offered vocational and technical education with an annual intake of not more than 1,000 students. As the quality of education was not high enough, the trainees' contribution to the country's growth was far below expectations. In fact, despite their training, most were even jobless.

The new education and training policy gives special attention to technical and vocational training, and what was a rigid program of 10+3 at the secondary level has now been divided into various complimentary programs. Thus, the new organization of technical and vocational training has a broad and multi-level foundations.

The new organization of technical and vocational training bases itself on analyses of the training needs of the country's economic and social development. Thus, it is sufficiently flexible to open up new areas of training or discontinue existing ones if need be. Presently, however, technical and

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vocational training is divided into training for agricultural, health and teacher training. Serious attention is also given to industrial, commercial, and service trainings. The aim in all these programs is not only to train manpower for the development program that the country is in the process of implementing, but is also intended to encourage the trainees to create jobs themselves and contribute to the national development effort. As stated above, the training program has broad objectives. Nonetheless, the various fields of training have their own specific characteristics. Below, for instance, is a discussion of the specific characteristic of agricultural and other trainings.

#### **4.1 Agricultural Training**

The agricultural training program includes junior and medium level training. The aim of junior level agricultural training is to train most of those who complete primary education but cannot continue further or those who interrupt their secondary education before completing Grade 10. Such students take both practical and theoretical training in an agricultural field of their choice and learn modern methods of production with the aim of bringing about agricultural transformation.

The types of junior level agricultural training will be determined by the concrete circumstances around a given locality and by studies that will be undertaken periodically. For a start, training will be given in plant science (development of nurseries, horticulture, fruits, spices, flowers, crops, cotton, coffee, sugar) and in animal science (poultry, apiculture, fattening sheep, goats, and cattle, dairy production, fish farming, animal products development,

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veterinary care). Although the period of training may vary depending on the type of training to be given, the average duration will be six month.

Although the types of trainings offered will be reviewed periodically and will be made to suit local conditions, they are mainly in livestock rearing, plant production, natural resources development and agricultural technology. Towards this end, 28 teacher-training institutions have been opened in the various Regions as of 2001. These institutions have taken in 10,000 students for a 3-year program to train as instructors. Preliminary preparations to take in another 5,000 instructor trainees have also been completed. (See Table 3)

The aim of medium level agricultural training is to provide practical and continuous training in a given agricultural field. The trainees will have sufficient mastery on the fields of their choice to be gainfully employed or run their own agricultural enterprise. By establishing their own enterprises, they are expected to plan and manage modern farms. Agriculture is the mainstay of the country's economy and thus trainees at this level are expected to have completed Grade 10, the desire to train in this field. Those who trained at the junior level with impressive results and worked for two years after graduation may also be allowed to take this medium level training.

TABLE 3

### Agricultural Training

Federal Government Training Institutions	Regional Location of Training Institutions							
	<i>Oromia</i>	<i>Amhara</i>	<i>Tigray</i>	<i>SNNP</i>	<i>Afar</i>	<i>Somali</i>	<i>Benishangul</i>	<i>Gambela</i>
Agarfa	Bako	Bure	Wukro	Dilla	Gewane	Gode	Asossa	Gambela
Ardaita	Holeta	Merto Le'mariam	Seleklaka	Mezan Tferi				
Bekogi	Nejo	Kombolcha	Maychew	Soddo				
Menagesha Suba	Chiro	Wereta						
Alagei	Assela	Mersa						
Kaliti Artficial insemination	Kombolcha							

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## 4.2 Commercial and Industrial Training

Apart from agriculture, junior level training is also given in fields that will enable trainees to gain employment or create jobs in various productive and service sectors. The training is given to those who will not continue in secondary education. For fields that do not require academic depth, training may be given to those above Grade 4 and below Grade 8. Such junior level training will be based on the concrete circumstances around a given locality and on periodic studies. The main branches of training are in home economics, commerce, hotel and catering, handicrafts, basic industrial technology, and basic construction skills. Although the period of training may vary upon the type of training to be given, on average the training will take six months. The types of training provided in this program do not only aim to suit local circumstances, but also aim to provide a broad choice to trainees.

The aim of medium level technical training is to produce adequately trained mid-level skilled manpower for various fields that can also launch private enterprises. These trainees are expected to be capable enough to establish, plan and manage their own enterprises. Such trainees shall all have completed Grade 10 and shown sufficient desire and inclination to train in the field of their choice. Those with certificates of junior level training and two years of work experience, or those who completed their general education on their own, or those who took the requisite equivalent theoretical and practical examination on a specific field may also be allowed to take this medium level training.

TABLE-4

**Medium Level Technical and Vocational Schools and Fields of Training**

No.	Institution	Region	Zone/Woreda	Commerce	Textile and Garment	Hotel and Beautification	Construction	Industrial Technology
1	Addis Ababa Technical school	Addis Ababa	1	X	X		X	X
2	Higher 4 Sec.Sec. School	Addis Ababa	1	X		X	X	X
3	Higher 20 Sec.Sec. School	Addis Ababa	3	X	X	X	X	X
4	Nifas Silk Comp. High School	Addis Ababa	3	X	X	X	X	X
5	Intoto Academic &Tech. School	Addis Ababa	4	X	X	X	X	X
6	Higher 12 Sec.Sec. School	Addis Ababa	4	X		X	X	X
7	Misrak Comp. High School	Addis Ababa	4	X		X	X	X
8	G.Winget Technical School	Addis Ababa	5	X	X	X	X	X
9	Higher 7 Comp.High School	Addis Ababa	5	X		X	X	X
10	Akaki Comp. High School	Addis Ababa	6	X	X		X	X
11	Assala Comp. High School	Oromia	Arsi	X	X	X		
12	Mt. Batu Comp. High School	Oromia	Bale	X	X	X		

14	Adolla Sec.Sec. School	Oromia	Borena	X		X		
15	Alemaya Sec.Sec. School	Oromia	East Harorgai	X		X		
16	Deder Sec.Sec. School	Oromia	East Harorgai	X	X	X		
17	Chercher Comp. Sec.Sec. School	Oromia	West Harorgai	X	X	X		
18	Bedele Comp. High School	Oromia	Illubabur	X	X	X		
19	Gore Comp. High School	Oromia	Illubabur	X	X			
20	Metu Comp. High School	Oromia	Illubabur	X		X		
21	Agaro Comp. High School	Oromia	Jimma	X	X	X		
22	Jimma Comp. High School	Oromia	Jimma	X	X	X		
23	Bisheftu Comp. High School	Oromia	East Shoa	X	X	X		
24	Hawas Comp. High School	Oromia	East Shoa	X	X	X		
25	Merti Comp. High School	Oromia	East Shoa	X	X	X	X	X
26	Wenji Comp. High School	Oromia	East Shoa	X		X	X	X
27	Ambo Comp. High School	Oromia	West Shoa	X	X	X		
28	Geresu Dukki Comp. High School	Oromia	West Shoa	X	X	X		
29	Sebeta Comp. High School	Oromia	West Shoa	X	X	X		
30	Fichei Comp. High School	Oromia	North Shoa	X	X	X		
31	Negemitie Comp. High School	Oromia	East Welega	X	X	X		
32	Ghimbie Comp. High School	Oromia	West Welega	X	X	X		
33	Adama Technical School	Oromia	East Welega				X	X
34	Dabanna Technical School	Oromia	Illubabur				X	X
35	Welisso Agri. Technical School	Oromia	West Shoa					X
36	Assala Skills Training Center	Oromia	Arsi				X	X

38	Ghimbie Skills Training Center	Oromia	West Shoa				X	X
39	Jimma Skills Training Center	Oromia	Jimma				X	X
40	Matu Skills Training Center	Oromia	Illubabur				X	X
41	Robie Skills Training Center	Oromia	Bale				X	X
42	Neqemitie Skills Training Center	Oromia	East Welega				X	X
43	Ziway Technical Training Center	Oromia	East Shoa				X	X
44	Assosa Comp. High School	Oromia	Arsi		X	X		
45	Shambo Comp. High School	Oromia	East Welega	X	X	X		
46	Qielem Comp.High School	Oromia	West Welega	X		X		
47	Jijiga Technical Training School	Somali	Jijiga	X			X	X
48	Jijiga Technical Training School	Somali	Jijiga	X			X	
49	Assosa Comp. High School	Benshangul	Assosa	X	X		X	X
50	Manibuk Comp. High School	Benshangul	Metekel	X	X		X	X
51	Bahir Dar Skills Training Center	Amahara	Bahir Dar				X	X
52	Anjibara Comp. High School	Amhara	Awi	X	X	X	X	X
53	Burie Comp. High School	Amhara	West Gojam	X	X	X		X
54	Debere Mariqos Skills Training Center	Amhara	East Dojam				X	X
55	Motta Comp. High School	Amhara	East Dojam	X	X		X	X
56	Debre Berhan Skill training	Amhara	North Shoa	X	X		X	X
57	Ataye Sen.Sec School	Amhara	North Shoa	X	X	X	X	X
58	W/ro Sehen Sen.Sec. School	Amhara	South Wollo	X	X	X	X	X
59	Desie Skill Training	Amhara	South Wollo	X	X	X	X	X
60	Kombolcha Comp. High School	Amhara	South Wollo	X	X	X		X

62	Woldia Skill Training	Amhara	North Wollo	X	X		X	X
63	Mehal Meda	Amhara	North Wollo	X	X	X	X	X
64	Lalibela Sen.Sec School	Amhara	North Wollo			X	X	X
65	Debre-Tabor Skill Training	Amhara	South Gonder	X	X		X	X
66	Nefas-Mewcha Sen.Sec School	Amhara	South Gonder	X	X	X	X	X
67	Addis Zemen Sen.Sec School	Amhara	South Gonder			X	X	X
68	Gonder Skill Training	Amhara	North Gonder	X	X			
69	Debark Comp. High School	Amhara	North Gonder	X	X	X	X	X
70	Kola-Deba Comp. High School	Amhara	North Gonder	X	X	X	X	X
71	Medhani'alem Comp. High School	Haror	Haror	X	X	X	X	X
72	Dire Dawa Comp. High School	Dire Dowa	Dire Dowa			X		
73	Dire Dawa Technical School	Dire Dowa	Dire Dowa	X			X	X
74	Ada'dale Technical School	Afar	1	X			X	X
75	Lusi Sen.Sec School	Afar	3	X	X		X	X
76	Sherie Sen.Sec School	Tigray	Western	X	X	X		
77	Axum Sen.Sec School	Tigray	Central	X	X	X		
78	Negist Saba Sen.Sec School	Tigray	Central	X	X	X		
79	Agazi Sen.Sec School	Tigray	Eastern	X	X	X		
80	Atse Yohannes Sen.Sec School	Tigray	Mekele	X		X		
81	Telahun Gizaw Sen.Sec School	Tigray	Southern	X		X		
82	Tadagiwa Ethiopia Sen.Sec School	Tigray	Southern	X		X		
83	Mekele Skill Training	Tigray	Mekele				X	X
84	Axum Skill Training	Tigray	Central				X	X

86	Korem Skill Training	Tigray	Southern		X		X	X
87	Jinka Sen.Sec School	S/N/N/P	South Omo	X	X	X		
88	Watchamo Sen.Sec School	S/N/N/P	Hadia	X	X			
89	Morsito Sen.Sec School	S/N/N/P	Hadia		X			
90	Gimbicho Sen.Sec School	S/N/N/P	Hadia		X			
91	Shonie Sen.Sec School	S/N/N/P	Hadia		X	X		
92	Bonga Sen.Sec School	S/N/N/P	Keffa	X	X			
93	Sodo Sen.Sec School	S/N/N/P	Wolayta	X	X	X		
94	Boditi Sen.Sec School	S/N/N/P	Wolayta	X	X	X	X	X
95	Konso Sen.Sec School	S/N/N/P	Konso	X	X			
96	Gidole Sen.Sec School	S/N/N/P	Derashie		X			
97	Arbaminch Comp. High School	S/N/N/P	Gamo Gofa	X	X	X	X	
98	Sawla Sen.Sec School	S/N/N/P	Gamo Gofa		X			
99	Waka Sen.Sec School	S/N/N/P	Dawro	X	X			
100	Aman Sen.Sec School	S/N/N/P	Bench Maji	X	X			
101	Masha Sen.Sec School	S/N/N/P	Shaqa		X			
102	Tepi Sen.Sec School	S/N/N/P	Shaqa	X	X			
103	Laska Sen.Sec School	S/N/N/P	Basketo		X			
104	Fofa Sen.Sec School	S/N/N/P	Yem		X			
105	Goro Comp.High School	S/N/N/P	Guragie	X	X		X	
106	Imdeber Comp. High School	S/N/N/P	Guragie	X				
107	Alaba Comp. High School	S/N/N/P	Kenbata and Timbaro	X	X	X	X	X
108	Durame Sen.Sec School	S/N/N/P	Kenbata and Timbaro	X	X	X		

110	Shenbecho Sen. Sec. School	S/N/N/P	Kenbata and Timbaro		X			
111	Dilla Comp. High School	S/N/N/P	Gedio	X	X	X		
112	Awassa Comp. High School	S/N/N/P	Sidama	X	X	X	X	X
113	Yirga'alem Comp. High School	S/N/N/P	Sidama	X	X	X	X	X
114	Leku Sen.Sec School	S/N/N/P	Sidama		X	X		
115	Aleta Wondo Sen.Sec School	S/N/N/P	Sidama	X			X	
116	Tula Sen.Sec School	S/N/N/P	Sidama		X	X	X	
117	Awassa Technical School	S/N/N/P	Sidama				X	X
118	Awassa Skill Training	S/N/N/P	Sidama				X	X
119	Dilla Skill Training	S/N/N/P	Gedio				X	X
120	Arbaminch Training Center	S/N/N/P	Gamo Gofa				X	X
121	Bonga Training Center	S/N/N/P	Keffa				X	X
122	Sodo Training Center	S/N/N/P	Wolayta				X	X
123	Hosa'ena Training Center	S/N/N/P	Hadia				X	X
124	Butajira Training Center	S/N/N/P	Guragie				X	X
125	Butajira Sen. Sec. School	S/N/N/P	Guragie		X			
126	Openo Technical School	Gambela	Gambela	X			X	X

Note:

- 1 Commerce include Accounting, Banking and Insurance, Marketing and Sales, Purchasing and Supply, Secretarial Services, Administration, and Information Technology
- 2 Textile and Garment Production includes Textile Technology, Men's and Women's Garments
- 3 Hotel and Beauty Services include Food Preparation, Bakery and Pastry, Hotel Service, Cosmetic and Hairdo Services.
- 4 Construction includes Drafting, Surveying, Road and Buildings Construction
- 5 Industrial Technology includes Electronics, Electricity, Auto mechanics General Mechanics and Machine Technology

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The branches of vocational and technical training to be offered at this medium level follow the general direction of our development strategy. Based on training needs assessment, the fields of training may be increased, modified, or changed from time to time. Nevertheless, initially, training shall be given in commerce, construction, industrial technology, hotel and tourism, and textile and garment technology. The duration of training casts from one to two years. As of 2002, 126 training institutions have taken in 30, 048 trainees. See Table 4,

As shown in a table earlier, there were only sixteen vocational and technical training institutions in Addis Ababa, Amhara, Oromia, Southern Region, and Dire Dawa. Now, however, vocational training institutions have been established in all the zones of Ethiopia. Thus, the opportunity for training exists for those who complete Grade 10 and wish to do so. Further, students no longer need to move out of their Region in order to receive training. Even though they may have to travel out of their specific locality, the training institution will still be in a nearby Woreda or zone. Apart from opening up opportunities for the youth, the establishment of training institutions all over the country contributes to the development of the locality in which they are situated.

To assess the appropriateness and quality of the curricula developed for various levels, periodic evaluation will be carried out with active participation of the training institutions, concerned government offices, organizations and communities. The curricula will then be improved on the basis of the evaluation and recommendations. Where necessary, curricula for additional fields of training will also be developed.

## 5. *HIGHER EDUCATION*

In the past, higher education was not given due attention; its curriculum was not relevant to the country's problems; and its capacity was not commensurate with the country's trained manpower needs both in quantity and quality. Thus, after a close examination, solutions have been suggested for the problems of the type of education given, the handling of teachers and students, the organization of research and finance.

Alongside the improvement of our institutions of higher education, sufficient attention has been given to our development strategy of Agricultural Development Led Industrialization (ADLI) and new programs and institutions have been opened. In consequence, the opportunities for higher education have increased.

Based on the principle of equitable distribution, four new universities have been established in Bahir Dar, Mekele, Jimma, and Awassa. These Universities have programs in health sciences, engineering, teacher training, business and economics. The establishment of these universities in various Regions will strengthen the latter's research, service, and training activities, and indirectly contributes to the Regions economic and social development. Moreover, their training programs in evening and summer sessions contribute greatly to raising the national manpower level.

In the past, training in engineering was given only in Addis Ababa University and the Arba Minch Institute of Water Technology and the two institutions graduated only 250 students a year on average. The opening of the new

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programs in engineering has increased the annual graduation capacity to 850 in the period 2000-2003. And as of 2004, the capacity will increase to 1,000 graduates per year. This, of course, has great positive impact both on private and government development efforts. Among these engineering programs, one that will strengthen the textile industry and that will produce specialists in the various branches of textile technology has begun in Bahir Dar University at both diploma and degree level.

As regards health care, new degree programs for health officers, and diploma programs for nursing, laboratory technicians, and environmental science have been opened in Alamaya University and Dilla Teacher Training and Health Sciences College. Of course, Jimma University, Gondar Public Health College and Addis Ababa University continue their programs in this field.

In 1993, it was only Addis Ababa University that took in students for a degree in Business and Economics. Now, there are degree and diploma programs in these fields in Bahir Dar, Jimma, Mekele and Awassa.

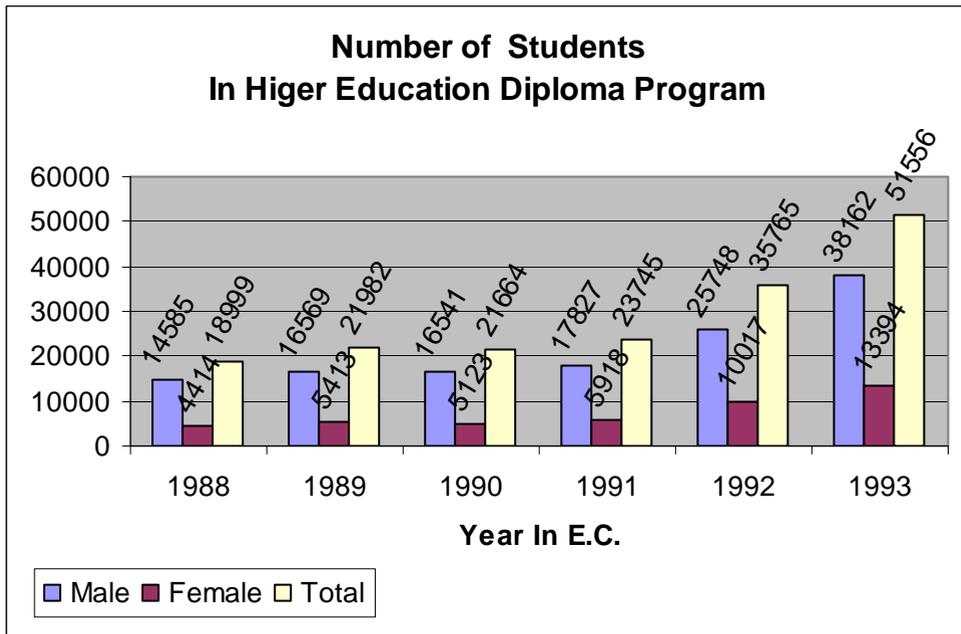
The country needs trained manpower if it is going to secure foreign exchange earnings from the export of vegetables, fruits and flowers. The Jimma Agricultural College, therefore, now offers degree and diploma programs in horticulture.

In order to meet the demand for of Grades 5 to 8 teachers, seven junior Teacher Training Colleges have been opened in various regions. As a result of all these efforts, the intake capacity of institutions of higher education has risen from

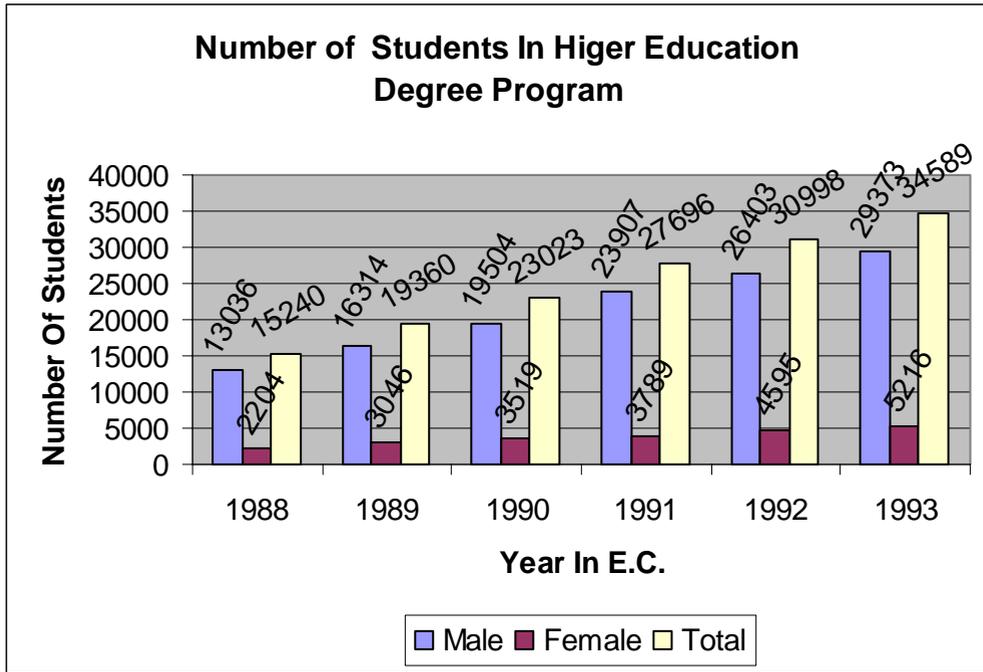
6,500 in 1994 to 15,000 in 2,000. The number of female students in higher education institutions has also risen from 1,277 in 1994 to2, 384 in 2,000.

Female enrolment in higher education is given special encouragement, and female students with 0.2 or sometimes 0.4 grades points less than those of male students are admitted to colleges and universities. Once they enroll in higher institutions, they are given further encouragement and support in the form of: tutorial services, assertiveness training, priority access to books and other materials...etc. Committees to address the problems of female students have also been formed in the various institutions. Although, the measures taken have helped to raise enrolment in higher institution very low (9-10) to 20%, there remains much to be done to narrow the wide gender gap.

**GRAPH 8**



**GRAPH 9**



The number of students in government institutions of higher education has grown from 29,000 in 1994 to 52,305 in 2,000 showing a 45% increase. When one considers government and private institutions students, in both regular and extension, the figure rises above 86,000 (See graph 8).

Factored in the expansion plan was the proportion that should exist between post-graduate, degree and diploma graduates. Nevertheless, in the past, because there were never a sufficient number of degree programs in engineering, agriculture, business, and economics, it will take some time before we have an adequate number of graduates in these fields. In health and teacher

training, however, the growth has been commensurate with that of health and education coverage of the society as a whole.

As far as the proportion between degree/diploma programs is concerned, the balance is skewed in favor of the former, which stands at 60%. In the engineering field this has created an imbalance between high level and middle level professionals. Despite all this, however, given the shortage in high-level professionals and the low-level of participation in institutions of higher education, the country still needs to open more degree programs.

As have already been stated above, the expansion of institutions of higher education has significantly increased their intake capacity. There is however, still a need for greater expansion. As the desired expansion cannot be carried out solely through the government, changes will be made in the organization of higher education to accommodate cost sharing.

Teachers play a key role in maintaining the standard and quality of the curriculum in institutions of higher education. Thus, there should be qualified teachers in sufficient quantity, and their living conditions have to be comfortable and their professional needs have to be met. They have to be acquainted with new teaching methods from time to time. In the past, the problem of the shortage of university teaching staff was addressed by sending graduates to continue their studies abroad. Not only was this expensive or dependent on generous scholarship offers from abroad, but some of the training was not even relevant to the needs or problems of our country. It has, therefore, been found necessary to open various post-graduate programs within

the country in order to solve this problem in a more lasting manner. The mission of post-graduate education is not only to produce teachers for higher institutions of learning, but also to produce researchers and professionals. Post-graduate programs will help foster the growth of research inside the country. Research would generate new findings and new knowledge that will significantly contribute to solve the country's problems. Conversely, given the shortage of high-level professionals and the low-level of participation in institutions of higher education, generating new knowledge will strengthen post-graduate education.

Apart from the traditional method of enlarging the intake capacity of institutions of higher education through increasing their number, new and parallel methods like distance education, on-the job training, continuous education and so on, have been adopted in the universities.

When new programs are introduced efforts are made to ensure that their content are relevant to the country's concrete conditions and are useful in solving problems and of molding the character of the professional. To ensure the durability of the quality and relevance of higher education, a nation-wide body will be set up to determine the strategic direction of higher education and to generate new ideas. A Quality Assurance Agency will also be commissioned to periodically evaluate the quality of the programs of governmental and private institutions of higher education that will and enable the larger public to make informed choices.

As higher education is an expensive undertaking, financing it solely by government budget would have negative impact both on its expansion and quality. There is, therefore, a concrete plan to involve institutions and users in sharing the cost with the government. Although higher education is important for the country and the society at large, it is even of greater benefit to the individual who attend in such an institution. Thus, a new arrangement has been devised whereby the student will share in the room and boarding expenses, tuition, etc. Nonetheless, this arrangement is such that no deserving student will be denied the opportunity of higher education for lack of funds. It is rather an arrangement where the student, has the option to pay a certain percentage from his income or provide service in kind for a given number of years after graduation.

Institutions of higher education can be economical, efficient, and, to an extent, income- generating. Thus, they have to be able to at least partially cover their administrative costs. The institutions will, therefore, be organized in such a way that they will be able to generate income internally. The budget that will be provided by the government will be based on the nature as well as on the number of students in the program. Because of the favorable conditions created for private investment in higher education, over ten such institutions have already been established.

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## IX Future Considerations and Measures

The 1993 new education and training policy to expand and raise the relevance and quality of education has brought about many changes and new work methods. Nevertheless, because of their insufficient grasp of the policy, some executing agencies have not properly implemented it. Therefore, there is a need for a popularization of the new policy, so that the society at large understands its aims as well as the manner of its implementation. Without the involvement of students, teachers, parents and those in charge of its implementation, this educational enterprise that requires money, labor, and time will not be effectively administered. Hence in appreciation of this fact, the following tasks and measures have to be given serious attention in the coming years.

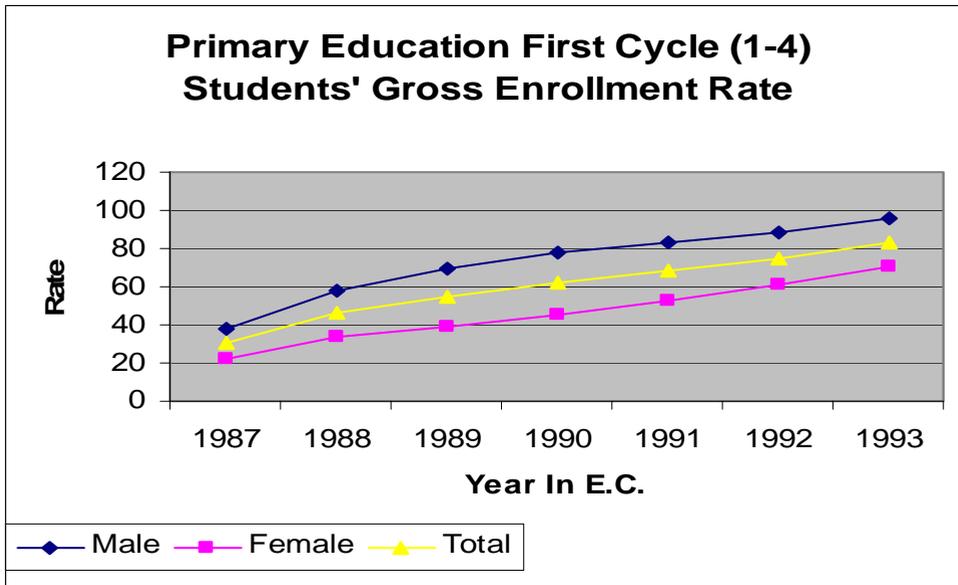
### *1. Expansion of Educational Services at All Levels*

Although the coverage of primary education has been expanding and growing significantly, the national average still stands at only 57.4%. When a breakdown by region, rural/urban location, and gender is made, we find that the gap, although much better than before, has still not narrowed to the desired extent. On the other hand, in line with the increased coverage efforts will be made to make sure that the schools are staffed by adequately trained teachers that the educational inputs are sufficient, and that overall quality is maintained. Thus, primary education will not be only equitable, but also of a certain quality.

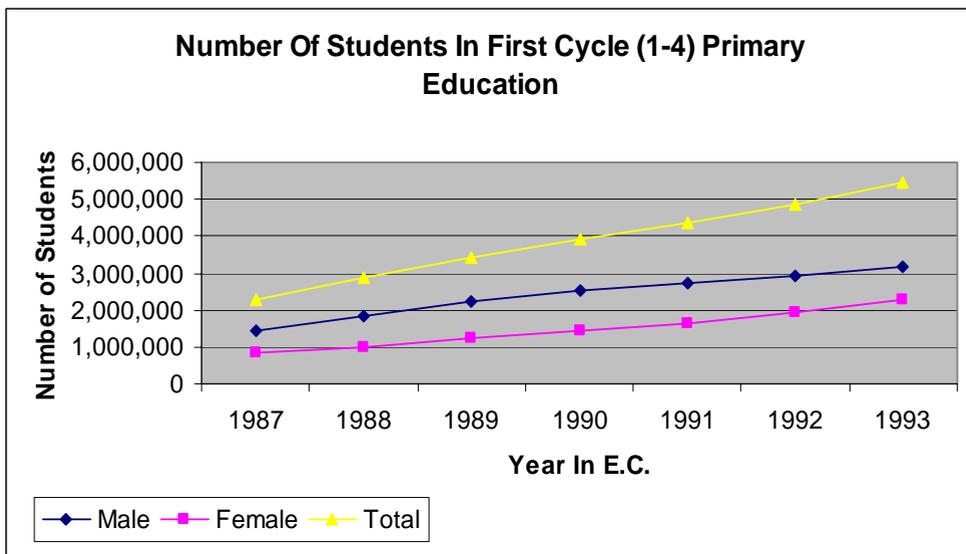
The target of the education policy is to reach the 100% mark in primary education, and make all citizens complete primary school in 20 years. To help reach this goal, the coverage at the end of the next phase is expected to reach 65%. The main focus in increasing the coverage of primary education will be in the Regions with pastoral populations, where the coverage at present is low. Towards that end, mobile schools will be set up and, in places where they are settled, non-expensive schools from Grades 1 to 4 will be opened.

Up to now, most of the newly built schools have been in the rural areas where the majority of the population lives. As a result, many children have begun to attend school. For example, if we look at grades 1-4 participation attendance, we see that it has reached 83% in many places (see graph 4). Our focus, in the future, should therefore, be on the sparsely populated areas. There, village schools with one to two classrooms should be built and education for grades 1 to 4 offered in the non-traditional manner. In this way, education should cover all areas.

**GRAPH 10-A**



**GRAPH 10-B**



Along with efforts to expand primary education, greater emphasis should be given to improve its quality. Teaching aids, especially textbooks, reference materials, and science kits shall be supplied in greater quantity and their utilization shall be improved. The training program, already in progress, to produce well-trained teachers will be further strengthened and expanded. Further, practical exchanges of experience in cluster resource centers will be undertaken periodically towards the end of raising teachers' teaching capacity. Parallel to this, a promotion and advancement scale with provisions to reward competent and diligent teachers to improve their capacity or to weed the weak ones has been set up. In the recruitment of teachers, women applicants will be given priority until their number reaches at least 50% in the primary education system.

Those who complete primary education, but cannot continue to the secondary level will be given various types of vocational training. The vocational education will focus on agriculture related activities and aim at transforming the lives of the rural population through the adoption of agricultural technology.

Secondary education cannot to be offered for all citizens. It is rather tailored to the intake or absorption capacity of institutions of higher education and in the direction of the country's development. In content, secondary education will prepare the student for higher education or for training of various types at middle technician level. It aims to provide the country with medium-level trained manpower. The size of the medium level manpower to be trained is not to be determined solely by the absorption capacity of the government or the

private sector. It should also take into account those who can create jobs for themselves and for others.

Thus, the first cycle of secondary education (Grades 9 and 10) shall take all the above into account and aim to expand its capacity and maintain a certain level of quality. The second cycle of secondary education (Grades 11 and 12) offers students academic education and prepares them for governmental or private institutions of higher education as regular or extension students. This level of education will be expanded by giving due account to the number of graduates that the country needs.

The low mastery of the English language at all levels of the educational system is a glaring weakness. In order to correct this situation special attention will be given to the training of teachers. Native speakers of English will, with the aid of language laboratories and other teaching aids, teach students enrolled in teacher training colleges. Short upgrading courses will also be offered to those currently teaching the subject. Efforts will be made to improve the English language skills of the student, through improving the existing teaching-learning materials and develop and distributing additional reading materials.

Apart from teacher training, the supply of all the necessary educational inputs has a great impact on the quality of education. Thus, the supply and distribution of textbooks, ideally, one for each student, the provision of other educational inputs, and the application and support of modern educational technology have all to be considered seriously as future tasks. Activities

involving the community will be organized towards gradually eliminating the shift system as well as decreasing the number of students per classroom.

Students who take technical and vocational training should be trained with the objective of making them capable of being agents of technology transfer to the rural population within the context of the country's agriculture led development strategy. Thus, the technical and vocational training system will be in line with agriculture directed development and its relevance and quality will be determined accordingly. The new programs and training institutions will be opened with this aim in mind. Past curricula will be evaluated and improved.

A system will also be put in place that will determine the adequacy and level of training on which basis accreditation will be given. Based on the above, it will set the terms of standardization and certification and will also set the conditions of apprenticeship, and of cooperation and partnership between the training institution and the employer.

As regards the training and education of students of higher education, special care will be taken that they are in harmony with the country's direction of development, and that the training and education given at all levels, starting from the diploma up to the post-graduate level, are complimentary and consistent with each other. Backed by modern technology, the education and training will be of high quality and supportive of the country's development strategy.

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Because there is shortage of high-level professionals and researchers in the country, there is a need to double the number of students that enter university. In order to do this, new programs such as, information technology, law and basic sciences that are consistent with our development strategy have to begin in the new universities of the various Regions. To increase the intake capacity of institutions of higher education, two new universities will be established, and the capacity will increase to 30,000. The number of students in each university will be 10,000. Post-graduate education will be expanded, especially in Alemaya and Addis Ababa Universities. Their intake capacity will increase three or four-fold. Post-graduate programs in a few fields will also be offered in some of the new universities.

The university curriculum as well as the learning- teaching process will be reviewed and improved in order to ensure its quality and produce qualified graduates. The autonomy of universities will be respected, and the quality and standard of teachers and students, and the steady supply of educational materials, books and journals will be assured. As regards the financing of higher education, measures will be taken to make students share in the cost in the coming years. By utilizing their research and training capabilities, conducive conditions will be set up for universities to engage in income-generating activities. Private investors, religion institutions and NGOs will be encouraged to participate in the expansion of university education.

## ***2. Developing of Good Citizenship***

Ethiopia needs hard-working citizens who know and respect their constitutional rights, who have the capacity to solve problems that generally have positive attitudes towards science and technology and strive to transform their country. The central mission of all educational institutions, schools, universities, vocational and technical schools, teacher training colleges and so on is therefore to form and produce good citizens.

## ***3. Improving Internal Efficiency***

Although significant growth and expansion have been registered in all levels of the educational system, there is still a long way to go before internal efficiency is ensured. Since the number of students who repeat class or drop out of school altogether is not small, it is therefore necessary to take practical measures to reduce educational wastage and increase internal efficiency along with encouraging efforts towards educational expansion. In this regard, schools, teacher training institutions, colleges and universities will all given this issue special emphasis and take measures to increase their internal efficiency.

## ***4. Adjusting the Organization of Education***

In accordance with the overall federal organization, education had to be decentralized. The responsibilities of the federal and Regional authorities have been defined and distinguished in such a manner that the organization of education will be professional, democratic and efficient. Similarly, the duties

and responsibilities of educational offices at the Woreda, Zone, and Regional level have also been defined. Although educational issues have to be given timely and just resolution at every level, educational management is not yet efficient. Thus, a system will be put in place to ensure that educational management is efficient and equitable at the Federal, Regional, Zonal, and Woreda levels. Short- and long-term training will also be given to improve the performance capabilities of educational professionals. It is difficult to ensure the permanence, reliability and continuity of the ever-expanding educational system by depending on the limited budget and leadership of the government. Thus, a system of educational finance, administration, and leadership will be introduced that will involve the community as a major stakeholder to support not only financially but also in the leadership and administration of education.

## **X. Comments on the Policy and Its Implementation**

If this strategy is fully implemented, the educational system will produce a considerably large democratic and capable professionals and skilled manpower that can accelerate our development and growth. An educational system that will play a prominent role in an equitable distribution of wealth may also be created. It will take billions of Birr and many years to implement the policy fully. In addition to the large amount of money and long time required for its implementation, the greatest challenge is to persuade the larger society to accept of the soundness of the new policy with a full heart.

Both constructive and destructive comments are made about the policy as a result of the lack of proper appreciation of the policy's objectives and methods. Thus, it is necessary to clarify some of the more important questions. These concern finance, education and language, the admission procedure for higher education, and, finally the difference between the new policy and the old Sector Review.

### ***1. Medium of Instruction***

Two remarks are often made regarding the medium of instruction. The first questions, why give primary education using mother tongue as medium of instruction, while the second asks why the mother tongue is used up to Grade 8. The democratic relevance and the educational advantage of using the mother tongue for instruction have already been discussed earlier. It is

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therefore better to focus on the second remark. Those who question the wisdom of using Affaan Oromo, Amharic, Tigrinya and so on in Grades 7 and 8 often emphasize that the general direction is towards " globalization", and if students do not properly master English, they can not compete in the international job market. This observation has three fundamental errors. First, the major objective of our education policy is to produce citizens who know their country's problems very well and are capable of bringing about impressive development. The educational system should not produce youth, which, in its imagination, sees and yearns for the outside world and disregards its own country. This does not benefit either the youth or the county. Second, the benefits of globalization can be secured without mastery of the English language. Those countries, which have become highly developed and are now the major beneficiaries of globalization, use their own languages in their educational system rather English. Third, all subjects need not be taught in English in order to master the English language. Although it cannot be asserted that the use of English in the teaching of the various subjects is not helpful to achieve mastery of the language, it is not the only way of learning a language effectively. There are many other methods that enable a student to master a language in a relatively short period of time.

Clarifications have been made repeatedly to the above objections concerning the use of the mother tongue as a language of instruction in Grades 7 and 8. Let us look, at the advantages of using the mother tongue as a language of instruction in theses grades.

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Proficiency in English is not acquired solely because it is used as an instructional language, but also as a function of the method used to teach it. For example, most people who have gone through the Ethiopian educational system from Grade 7 up to Grade 12 or even at college level were taught in English as an instructional language. But how many of them write, speak, or comprehend English properly? Again, how many of them have really grasped the concepts taught them, even if we discount their proficiency in English? Hasn't non-proficiency in the language become an obstacle for students to grasp the concepts of the subjects of their study? Thus, the deficiency is not only in the level of the language skill, but in the general mastery of knowledge as well.

The education given in Grades 7 and 8 is part and parcel of primary education that is offered to all citizens with a view towards broadening their horizon and equipping them with the basic knowledge to positively change their living condition. It is now universally accepted that such basic knowledge is best disseminated using the mother tongue that is easily understood by every native speaker. At this point in time, the curriculum for Grades 7 and 8 is broader both in content and in scope; many schools have been opened in the countryside; and the number of teachers is not only small but also their proficiency in the English language is limited. Therefore, the suggestion that students should be taught in English is tantamount to condemning them to finish primary school without mastering any knowledge, capability or adequate preparation for further training. It would be a disservice both to the country and to the individual student, especially now when most students, on completion of

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Grade 8 are expected to take further training, end up with inadequate mastery of knowledge on account of poor language skills.

Secondary and higher education are given with English as the language of instruction. In this instance and at these levels, it is necessary to improve the students' mastery of the language. This can be assured by applying methods that enable students to do so; that is not necessarily achieved through teaching students in English from the very beginning. Does the method of teaching encourage the student to comprehend, speak, and write English well or not? Why does a student who has been taught in English for a full eight years still have difficulties in the comprehension, speaking or writing of English or other languages? These are questions that should be answered and that require resolution in the pedagogic method that is to be used.

The use of Amharic, and not Afaan Oromo and Tigrinya, as mediums of instruction is not a consequence of this policy, but came with the introduction of modern education into our country. If our economy were to permit it, the use of an Ethiopian language even at the university level would have been greatly preferred. Historically, Arabic, French, and English were consecutively used as mediums of instruction when modern education was first introduced. Eventually, Amharic became a medium of instruction first up to Grade 4, then up to Grade 6, and now up to Grade 8. The reason for this is that developing one's language and learning through its medium enables students to appreciate, appropriate and master science and technology. It is instructive to compare the developmental pace (rate) of those developing countries that use their own language as a medium with those who use the language of their former

colonizers. We find that the former have developed faster, and it is these countries that we should emulate.

Some maintain that the shift to English in Grade 9 after eight years of instruction in mother tongue has led to a decline in student performance. It may be true that there is a decline in student performance. However, language is not the sole determinant of levels of performance. Since the curriculum has changed, what proof is there that it is the change in the language of instruction and not the change in curriculum that caused the decline in performance? Have the Regions that use English as the instructional language even before Grade 9 registered better performance? As a matter of fact, the results of the 2001 nation-wide Grade 10 exams show that those students who studied in their mother tongue in Grades 7 and 8 scored better than those who studied in English in the same grades. However, as this result is based on just a one-time finding, it has to be studied more in the future.

## ***2. The Self-Contained Class-Room Management and Continuous Assessment***

### ***A. The Self-Contained Classroom Management***

The implementation of the educational strategy is going to require enormous capital outlay. Therefore, it is very important to make the educational system as economic as possible without compromising its quality. Thus, an economical method of providing universal primary education has to be

devised. From this point of view, the self-contained classroom management has been chosen as the most effective method. This method has educational and economical advantages.

From the point of view of educational advantage, children attending the first cycle (Grades 1 to 4) learn how to read, write, calculate, and understand their environment. Any attempt to provide them with more than those basic skills would be counter-productive, as their young minds would be strained to absorb more than these basic subjects. Thus, in the first cycle of primary education (Grades 1 to 4), children will learn reading, writing, arithmetic, personal hygiene and environmental awareness. Anything more would indeed tax their mental capacity and their disposition as children.

The management of the classroom and of the educational content has to be in harmony with the children's mental and behavioral disposition. Children at an early age do not learn about the world in a fragmented way. In other words children's cognition process and understanding of the world is not mediated through separation and particularization of subjects like history, geography, biology... etc. They comprehend the objective world in a general and holistic manner. Therefore, the education they receive has also to be delivered in a general and comprehensive manner. Further, children who go out of their homes to school for the first time come across new teachers and an unfamiliar school mores. Thus, confronting these children with the new faces of teachers every 40 minutes and not only with varied and disconnected subjects but also with varying teaching methods cause confusion in their minds. On the other hand, when a very limited number of teachers teach children in a simple and

generalized fashion, they can absorb the lessons better. The problem of a revolving door policy of letting in and out many different teachers would not exist. A single teacher, on the other hand, can teach children by taking into account their family and social relationships, and by inter-relating and coordinating the various subjects. Thus, what a child might have missed in an arithmetic class might even get clarification during the English or Social Sciences class. And the teacher too will get used to balancing the lessons with the children's absorption capacity. The educational advantage of the self-contained classroom management is, therefore, glaring.

An objection often forwarded to the self-contained unit is that children can get bored with one teacher and that the workload on the teacher may also be too much. If the teacher's method is such that it draws students' attention and encourages their participation, this problem will not arise. Nevertheless, if the teacher does not encourage class participation, and if he/she is the only one who, with chalk and board, does the talking, the writing, and the explaining, then the said problem can manifest itself. On the other hand, if the teacher encourages class participation and encourages students to learn from each other, then the class will not be boring or wearying.

The self-contained classroom management has also an economic advantage. Ethiopia is a poor country, and, as already indicated, many school-age children have not yet been offered educational opportunity. The expansion of education is indispensable for development, and it has to be carried out as economically and as efficiently as possible based on the economic capacity of the country. The policy provides for universal and free primary education, so that the

children of peasants and the poor may not be denied the opportunity for mere lack of money. The government, therefore, has the responsibility to provide them that opportunity in as economical a manner as possible. Since for the relatively well-to do, and for the urban segment of the population, private investors have begun to invest in schools, it is primarily in the rural areas that the government's burden of providing free primary education lies most.

Given the fact that it is the government's responsibility to expand education in the rural areas as economically as possible, the employment of six, seven, or eight teachers to teach basic skills to children attending Grades 1 to 4 would be a terrible waste of resources. Up till the very recent past, 93% of recurrent or administrative costs covered teachers' salaries. However, quality of education is not only a function of the teaching staff's competence. It also depends on the supply of educational aids, books, science teaching kits...etc. If 93% of costs go to teachers' salaries, only 7% of the budget is left for everything else. Under such circumstances, there cannot be quality education. The self-contained unit is a relatively economical way of expanding rural education in countries like Ethiopia A relatively small expenditure can cover the cost of education over a wide area. As a matter of fact, however, the self-contained unit is the system used even in developed countries. They do so for reasons of its educational advantage.

Another objection to self-contained unit is that the occasional absence of a teacher would create a vacuum. This is an administrative problem that may also occur in systems that do not use the self-contained unit. As such, it is the responsibility of school principals to solve this type of administrative problem.

The general content of the education is the teaching of reading, writing, and counting. At Grade 4, it rises to include like addition and subtraction, and the understanding of the environment. As a matter of fact, the self-contained unit is not entirely new in our country. It is used to be the educational method employed in some rural areas, and it is still the one used in missionary schools. It is not only inappropriate to give education to children in a fragmented manner, because children absorb lessons better when they are familiar with and close to the teacher such that they can freely talk to without any fear.

### ***B. Continuous Assessment***

In many countries, the examination system employed is continuous assessment up to Grade 8. Adoption of such a system would certainly require much preparatory work. In the conditions of our country, it is at least possible to evaluate the performance of students on weekly or monthly basis and to correct weaknesses by continuous assessment and ensure that they have learnt what they had to, at least, in the first four years of schooling. Since this method was not applied before, our experience shows that many children repeated in the first grade. It has already been discussed and pointed out that class repetition and school interruption are great sources of inefficiency in any educational system. Thus, continuous assessment provides for students to be tested not only twice a year, but to be continuously assessed and, where necessary, to repeat lessons to them until they understand them. This way, students can be automatically promoted from class to class. This enables them not to be terror-stricken by exams, and to have lessons repeated to them when they become

problematic. Even after automatic promotion, the self-contained teacher who knows the students' character and problems can use their weak points as the basis for rectification. In this manner, students go through the first four years of schooling without any class repetition, and yet with mastery of the basic skills of reading, writing and arithmetic. Consequently, the inefficiency of the educational system is reduced significantly.

### ***3. Placement of Students in Higher Education***

The opening of institutions of higher education in the various Regions has its own positive benefit from the point of equitable distribution. Those who live outside Addis Ababa also have to be beneficiaries of higher education. Additionally, the inhabitants of the Regions will derive benefits from the research activities and consultancy capabilities of the higher institutions. Those who do not correctly appreciate this equitable development question the placement of students outside Addis Ababa and argue that students should be placed in institutions of their choice.

Similar programs are offered by faculties found in different Regions. The education they offer is also of the same standard. Students and parents, however, think that students who achieve high grades in matriculation should be placed in Addis Ababa. For example, they would want a straight 'A' student with a grade point average of 4 to be placed in the medical faculty of Addis Ababa University. Such a student may be placed in Gondar or Jimma Medical

Faculty, because the medical education given in Gondar, Jimma and Addis Ababa Universities are similar.

The intake capacity of educational disciplines and the number of those who want to take them are not commensurate. Some disciplines are widely selected by students while others, although important for the country, are not selected at all. For example, if a department has a capacity to take in 2, 000 students, but the number of those who want to join the department is 3,000, then 1,000 of them will necessarily be left out in the cold. It then becomes necessary to compare their grades and place them in departments that are relatively closely related to their first choice, but that is not always possible.

Institutions of higher education have been expanded and they offer, in as far as possible, all subjects. Thus, students are placed either in the natural sciences or social sciences stream in the first year. When they complete the first or second semester, they are placed in different disciplines. Thus, those who get grades good enough to secure college admission have a chance to choose their department after they complete their first year. This does not, of course, apply to diploma students.

As a rule, students complete grade 12 without really knowing their field or profession of interest, and are often influenced by their high school teacher, parents, or friends and choose to study medicine, engineering...etc. on just the above basis. As this is not a correct approach, the student is made familiar with various professions, even if only to a very limited extent, before he joins any department. Thus, allowing the student to choose his field only after the

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completion of at least the first semester makes his choice relatively informed. In the future, students will go through preparatory school after their general secondary education. At that point, they will be better positioned to choose their field of study in accordance with their interest and aptitude.

The other reason for delaying the placement of students only after the results of the grades of the first semester are known is that, in the past, mostly students from the better schools who scored 3.8 and 4 were placed in medical and engineering departments. This situation was not equitable. Now, however, the colleges consider not only grades, but also nation/ nationality, and gender as relevant factors and try to make training in the various professions as equitable as possible. And this way, students from the various Regions also have greater access to train in the professions.

There is criticism to the effect that private matriculation candidates are not admitted to medical school even if they score a straight A or a 4 grade point average. Private candidates achieve this grade point after several attempts and not in just their first exam. The regular student, on the other hand, achieves that score on the first go. Given the intake limitation, the priority has to be given to regular students over private matriculation candidates. Further, they score better than private candidates on the first try. Of course, when there is surplus place, private candidates are also admitted.

Another objection to the present placement practice is to the fact that the grade point requirement for the admission of female students into institutions of higher education is lower than that of male students. There are many

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conditions, both within and outside school that influence the performance of students in school. Among those conditions, backward cultural values and practices negatively influence the performance of female students in school. Female students are harassed, almost on a daily basis, both within and outside school. They confront greater obstacles than male students. Thus, female students who, after surmounting such problems, score above 2.0 grade point are admitted to institutions of higher education. If such institutions had a greater intake capacity, all students with such a score, regardless of gender, would have been admitted. As it is, they do not have that capacity, and preferential admission is given to female students. However, this should not be interpreted to mean that academically non-qualified students gain admission. It is rather a function of the society's objective to provide higher education on an equitable basis, and an appreciation of the position that exam scores should not be the only basis for admission into institutions of higher education. Various segments of the society who suffered from the partiality of previous governmental systems have now to be made beneficiaries through remedial measures. It is obvious that, in the past, it was males who had the greater opportunity for education than females. Thus, correction of past gender imbalance in educational opportunity and participation is a matter that the whole society should appreciate and view positively.

#### ***4. "Free" Education for All***

During the time of the Imperial Government (i.e. Haile Selassie's Government), education was financed by an "education tax", foreign loans and grants. In the time of the Derg, the nomenclature of the education tax as well as

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other taxes was abolished altogether, although the amount of the tax paid increased many-fold. Education, like other social services, was run by a capital and recurrent budget fixed by the government.

A government has to have a meaningful development strategy in which education also plays its due role. Thus, education and training have to be geared to meet the society's economic challenges. That way, it would be possible to evaluate the benefit or waste that the investment on education brought about.

In the past, the Ethiopian educational system was characterized by inefficiency and poor organization and lack of clarity of purpose. It did not ensure equality between users, between nations/nationalities, and between rural and urban areas. The system did not produce productive citizens, but rather waited idly for their monthly paychecks. It was one hundred years after the introduction of modern education into Ethiopia that this new education and training policy was designed. The educational record up to this time shows that the majority of the population was illiterate, that only 20% of school-age children attended school, that the quality of education given at practically every level was poor, and that the level of the society's vocational and technical skills was extremely low. In short, we have ended up as the poorest of the poor as a society and country. This realization influenced the thinking and framework for many of the issues covered in this policy, and also determined the method of financing education henceforth. Education and training are no longer taken literally and out of context. Now, the following questions have to be posed: Education for whom? For what reason? And when? Henceforth, these questions have to be answered

in relation to the concrete conditions of our society and of our economy. Education has to be at the service of development, and change from now on, and it has to be result-oriented.

We have to agree that education has to be a process that has its priorities right. Social concerns that demand immediate remedies have to have precedence over those that can be postponed for a long time and dealt with later. Thus, educational expenditure should be on that type of education and training that generates common benefit to the society at large.

Differences over the method of financing education revolve around two basic issues. What level of education should be provided free? And what level of education should involve cost sharing by the student? We do know that we need medical doctors, engineers, and other professionals. However, the major problems of our society are lack of potable water that cause water-borne diseases, lack of sanitation, malaria...etc. Our problems revolve around shortage of balanced nutrition and of potable water. In general, the problems center on lack of skills and knowledge and management of the environment. The problem is the lack of the basic skills of reading, writing, and arithmetic. If education is to solve these basic and intolerable problems, then educational finance should focus on these. Some people argue, either willfully or innocently, that education should be provided free of charge at all levels. Such persons do not appreciate the thinking behind the financial policy for education.

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Education is an expensive affair (undertaking) anywhere, let alone in a poor country such as Ethiopia. If students are not to learn in over-packed (overcrowded) classrooms, and if adequately trained teachers are to educate them, then the expenditure is going to be very high. The question then becomes one of who is going to cover the expenses of such education? Those who argue for free education provide the simple answer: "Let the government cover the costs" Fair enough! Let us agree that the government should cover it. Government money, however, really means that which it collects from the public as taxes, or that which it borrows from international financial institutions through national indebtedness. The long and short of it is that government financing of education really boils down to the public bearing the costs. Since this is the true picture, then it means that the education provided should be equitable, problem solving, and one that would empower the student with knowledge and skills, and this necessitates substantially heavy taxation. On the other hand, people are not sustained by education alone, and their sole problem is not education. As already indicated, the population's major needs are daily bread, health care, potable water, shelter... etc. This alternative of catering only to the basic needs of life sustenance, on the other hand, would condemn our society to stagnation. It would mean that there is no need for educational policy or for a financial strategy for it. It would mean that the existing partiality of educational opportunity for the children of the relatively rich urban minority should continue, and also that the quality of education should not be a concern. This cannot possibly be the choice of the people, or the policy of the country. Ethiopia is a country where basic education has not been provided for all.

The framework of the educational policy takes into account the poverty of the country and the complex problems that face the society. Thus, it aims to produce democratic-minded and productive citizens who are capable of solving problems, and are generally resourceful and creative.

Just as education is provided at various levels and towards various ends, it also has both social and individual utility. In a society like ours, its social utility has to be given precedence and priority. Primary school education contributes to the society at large by empowering students with knowledge and skills to improve their standard of living and to solve problems. Thus, it should be given priority, encouraged, and expanded. Basic education is useful both to the society at large and to the individual, for it has economic, social, and political benefits. It has a critical role in providing a productive labor force that is essential for development. Basic and universal primary education abolishes earlier inequities and enables citizens to participate in the democratic process. Further, it contributes to agricultural development, to family life, health care, nutrition, birth control, and the proper nurture of children.

The education finance strategy has taken all the above into account. Up to the present, the government treasury is still the primary financial source for education. Given the social utility of basic education and its contribution to the improvement of the society's living conditions, it is proper that it is provided free of charge. Where the education and training given provides relatively greater utility to the individual, then a cost-sharing system is put in place whereby the individual student shares the burden of the educational expenses incurred in his education and training.

As the cost of higher education is very high, the student cannot be expected to cover the full cost. The costs for tuition, educational materials, books purchase, administration and infrastructure are so high that it is unrealistic to expect the student to cover them. The most important consideration has to be the allocation of government finance on the most important and timely needs of the society. That should be the guiding principle.

### ***5. The Comparison of Basic Differences between the Present Education and Training Policy and the Education Sector Review***

As soon as the government approved the present education policy and made it public, people started to compare it with the Education Sector Review that was designed in 1973: Some started commenting thus. "How is this any better than the Sector Review?" "The children of the poor stop school forever at grade 10". "The old Sector Review has been resurrected as a new Education Policy"... etc. The two policies are different in both their objective and their mission. With the new policy, different professionals as well as segments of the society, to a limited extent, participated in its formulation. Comments from various discussion forums were gathered and used to improve the draft policy. Although it cannot be claimed that the process of the formulation of the new policy was faultless, it was certainly transparent and participatory as opposed to the secretly formulated Sector Review. The two policies are thus different from the very manner of their preparation. The Sector Review, which had the

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Amharic equivalent of "A General Study of Education", came out as a document in July 1973.

The document looked at the education sector in isolation, without relating it to the economic, political, and social conditions of the country. It evaluated it and made recommendation on what its content should be. Unlike the present education policy, which aims to use education as an instrument for solving the country's social and economic predicament, the old Sector Review aimed at limiting education. The Minister of Education at the time further stated (page 5 of "A General Study of Education") that the reason for conducting the study was to comply with the World Bank's demand that such a study be undertaken if the second Bank loan was to be released.

The cause for the study then was not to examine the fundamental problems of education in Ethiopia and then suggest solutions, but to comply with the World Bank's demand. The Minister, already mentioned above, insisted on the need to curtail secondary education in the following terms: "Primary education, adult education, and the campaign against illiteracy should be expanded, while the growth of secondary education should proceed slowly" (p.20 of "A General Study of Education"). Thus, the two policies (i.e. the old Sector Review and the present policy) were different not only in their missions, but in their preparation as well. The Sector Review did not even bother to examine the political and social crisis of the time and, therefore, did not address the question of how education could be an instrument of development under the circumstances. It is, therefore, difficult to maintain that the education sector, in isolation, could have grown and expanded.

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The premise of the Sector Review was that secondary education should grow very slowly, and that primary education, which is its basis, should also expand slowly. The statistics at the time the Sector Review was formulated, i.e. in 1973, show that there were 700,000 students in primary schools, 140,000 in secondary schools, and 5,000 in institutions of higher education. Based on the above statistics, those who prepared the Sector Review stated:

*“The impressive and significant progress made in education is attested to by those serving in government and private employment, in medicine, engineering, teaching, commerce, industry, the fine arts ... etc. They are serving their country and Emperor both as leaders and as professionals. (P.3 of the Sector Review)”*

Based on the above, the Sector Review recommended that education should basically be limited to the primary level. Contrary to the assumptions of the old Sector Review, when the present policy was being formulated in 1994, there were no professionals or trained persons from the different nationalities. There were not even junior professionals from the Afar, Gambela, and the Southern Regions. There were neither primary nor secondary schools in the rural areas.

Although making primary education a priority is correct, its limitation to four years, however, has been criticized. In the old Sector Review, primary education was limited to four years, and six out of ten children were expected to finish their education at that point. Educational opportunity for the

peasantry and for the urban poor, if it existed at all, was meant to be limited to Grade 4.

The new educational policy does not put a limitation on the society's educational opportunity. The new policy does not hold that secondary schools and institutions of higher education should not be built henceforth. In the new policy, the problem-solving aspect of education is especially emphasized and general secondary education is viewed as a base for technical and vocational education.

According to the new policy, where the social utility of education is high (in primary school, and in the first cycle of secondary education), education is provided free of charge. Where the individual utility of education is increasingly and relatively higher, than then the financial system, a system will be put in place where the student may share costs after finishing school, either through deductions from his salary or through his provision of free service. This arrangement would help in covering part of the expenditure. It is not, as critics suggest, a stance to prevent "the children of the poor from getting Education."

The policy has no premised on assumption that "the children of the poor should stop at Grade 10" ether. The policy does not hold that children who master reading and writing alone are skilled enough to go back to their homes. On the contrary, it holds that they should move on to acquire general and science education. After their general education, they could continue in secondary schools or train in technical and vocational skills that will make them agents of

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development to transform the countryside. The new thinking does not suggest that they stop at this level. On the contrary, it recommends that they move on from vocational to higher education. The policy emphasizes that students should know, and prepare for the vocational education of their choice. As the country's chief resource is its people, the policy regards a population that is equipped with the appropriate technical knowledge as the chief instrument of development. In Ethiopia's present condition, the old Sector Review that emphasized "Illiteracy Campaign" and "Skilled Children" is totally out of place. Like other developing countries, it should rather concentrate on appropriating technical knowledge and follow in the footsteps of the technologically advanced countries. The policy's thinking is not along the line of "education for education's sake"; it is the empowerment of citizens with basic skills that will help them selves, their families and their country.

The old Sector Review proposed that communities should also contribute to the education of children up to Grade 4, by building of schools and paying teachers' salaries (see p.41 of "A General study of Education: A Brief Statement".)

Teachers had very good reason to oppose the old Sector Review as strongly as they did, since it had the following provisions regarding teachers.

- a) 15% of teachers for primary schools would have 12+1 education, while 85% would have 8+1 education:
- b) The then existing salary scale would be revised to a lower rate;
- c) Like other government employees, teachers would also have to work for forty-eight weeks a year.

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Since the focus of Sector Review's was on the first four grades of primary school, it had no provisions whatsoever for secondary and higher education. It did not say much about the training that the would-be-teachers would receive either. It recommended that:

*85% of the teachers would have 8+1 education, and that health and agriculture agents working in the vicinity as well as community development agents and skilled craftsmen would also teach in the schools.*  
(p.43)

Because the Sector Review assumed that practically anyone could teach, it did not provide for special vocational training. The basic problem of the Sector Review was that it did not ask the right questions: What is education? What is its objective? What is the role of the teacher in education? And what should he acquire through training in order to play his role properly? At the time that the Sector Review was formulated, teachers were struggling to improve their living conditions and fighting for salary increments and other benefits. The Sector Review, on the contrary, recommended lowering their salaries, and increasing their workload over the year and reducing their vacations. See pages 43-45 of the Sector Review regarding teachers' salaries. Three alternative approaches were suggested to lower teachers' salaries.

### ***Alternative # 1***

“To employ teachers with varying levels of education in primary schools...” This meant that people with low skills and regardless of whether or not they had proper training could be employed as teachers. This would enable the

government to lower the salary scale as it pleased. Obviously those who formulated the Sector Review were not bothered by the decline in quality of education and in the prestige of the teaching profession that having non-trained and trained teachers teaching alongside each other would cause.

### *Alternative # 2*

“Some of the participants in the formulation of the Sector Review objected to employing teachers with low qualifications. They insisted that capable teachers were needed to maintain a certain level of education.” Although this position was admirable, they argued nevertheless: “It is better to lower the salary scale of teachers than to employ poorly qualified ones.” Thus, the Sector Review recommended that a study should be made to explore the possibly of lowering I the salary scale of teachers.

### *Alternative # 3*

“The third alternative suggested was to have teachers work for a longer period with out paying them for overtime which would be tantamount to lowering their salaries.” All the above alternatives were suggested not for the purpose of maintaining the quality of the learning-teaching process but for the purpose of paying teachers low salaries. In contrast to the old Sector Review, the new education policy puts the salary scale and the promotion schedule of teachers one rung higher than that of the civil service and thus affirms the value and prestige of the teaching profession.

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The new education policy of 1994 and the old Sector Review are basically different in the manner of their preparation, and in the substance of their aim and mission. Thus, their strategies of educational finance and of teacher training are very different. After the Sector Review and in the time of the Derg, the Ethiopian people have been contributing either in cash or through their labor to the building, repair, and fencing of schools, registration, books rental, sport, teachers' salaries and administrative expenses. What the population got in return was not improvement of its standard of living, but a demonstration of the futility of its efforts.

What the two policies propose regarding educational finance is clear enough. And as far as training of teachers is concerned, the new policy suggests:

- That teachers be selected not randomly but on the basis of their capabilities, diligence, physical and mental fitness, and their professional inclination and not on basis;
- That the training ensure that it enriches the trainees' general knowledge, mode of thinking, and professional ethics and competence;
- That teachers be awarded certificates, to authenticate that they were trained properly;
- That continuous education and training is given to enrich the teachers' professional competence;
- That a scale that measures their professionalism will be prepared with a view to enhancing their career.

The degree of professionalism defines the salary at every step of the scale. The new policy takes into account the high cost of living and tries to ensure for the teacher basic benefits. It seeks to maintain a high social esteem and prestige for the teaching profession. It identifies the measures that need to be taken to ensure all of the above. Henceforth, there will not be an educational system in Ethiopia that does not clearly define the rights and duties of teachers. The policy states that teachers will have a special role in educational administration, and in the preparation and implementation of the curriculum.

## **XI. Conclusion**

The full implementation of the new policy will bring about significant positive changes to the country and the society as a whole. However, many challenges have to be successfully met before this goal is realized. Some of these are: the ethical standards of teachers and students, capability, resources, and finance and so on as well as the readiness of those in charge of implementing the policy. The policy can be implemented only if the larger society including, students, teachers, and parents all appreciate the policy's usefulness and work in unison with enthusiasm. If the population at large is not aroused and mobilized enough to participate in the management of the educational system and in the building of schools, our strategy cannot succeed. Students' eagerness to learn and teachers' heartfelt endorsement of the strategy are equally critical for the policy to succeed. Thus, implementing authorities at every level have to explain the strategy to teachers, students and the population as a whole if the policy is to be successfully implemented. The popularization of the policy is therefore critical to make everyone develop a sense of ownership of the system in order for the policy to succeed.