



# Mid Term review of the Technical Support for Enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia

FINAL REPORT

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ABBREVIATIONS	
CSO	Civil Society Organisation
CT	Coordination Team
CTA	Chief Technical Adviser
CTE	College of Teacher Education
DFID	Department for International Development (UK)
DLI	Disbursement Linked Indicator
DPO	Organisations of Persons with Disability
EMIS	Education Management Information System
ESDP	Education Sector Development Programme
FGD	Focus Group Discussion
GEQIP-E	General Education Quality Improvement Programme for Equity
GER	Gross Enrollment Rate
IERC	Inclusive Education Resource Centre
IE	Inclusive Education
IESE	Inclusive Education Special Needs Education
IRI	Intermediate Result Indicator
KPI	Key Performance Indicator
NGO	Non-Governmental Organisation
MFA	Ministry for Foreign Affairs
MOE	Ministry of Education
PAD	Project Appraisal Document
PD	Project Document
PfR	Program-for-Results
PRMD	Planning and Resource Mobilisation Directorate
RA	Regional Adviser
REB	Regional Education Bureau
SC	Steering Committee
SEN	Special Educational Needs
SIP	School Improvement Programme
SNE	Special Needs Education
SNNPR	Southern Nations, Nationalities, and People's Region
SSIE	Special Support and Inclusive Education
TA	Technical Assistance
TELDD	Teachers' and Education Leaders Development Directorate
TOR	Terms of Reference

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## Executive summary

The Ministry for Foreign Affairs of Finland and the Federal Ministry of Education of Ethiopia commissioned an Mid-term Review to analyse how the Finnish supported Technical Assistance can be strengthened and focussed in order to provide the maximum benefit to the implementation of the equity results area of the General Education Quality Improvement Programme for Equity (GEQIP-E) during the remaining period of the TA support, till 2020. In addition, the Review will analyse the needs and potential scope of an additional 1,5 years of technical assistance for 2021–2022.

‘Technical Support for Enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia 2018–2020’ (TA support) is implemented in parallel with the Finnish support to the GEQIP-E. This Technical Assistance is not a project but a limited fund (850 000 Eur) put aside for technical assistance to enhance the implementation of GEQIP-E. The Technical Assistance is expected to contribute to the achievement of the GEQIP-E targets through contribution to three result areas, namely strengthened support systems enabling inclusive education, strengthened capacities for inclusive and equitable education and improved evidence base for planning and management of inclusive and equitable education.

The technical assistance includes altogether seven technical advisers: Chief Technical Adviser (CTA) placed at the Federal Ministry of Education. He supports also the Addis Ababa City Education Administration and coordinates the work of the Regional Advisers. Six Regional Advisers (RAs) are placed in Regional Education Bureaus (REB) to support the development of region-based, tailored solutions to address special educational needs and practical implementation of inclusive education. Four advisers cover each one the following regions: Amhara, Oromia, SNNP and Tigray, one adviser covers Gambella, Benishangul-Gumuz, and Afar, and one adviser covers Dire Dawa, Harar and Somali region.

The MTR was carried out during period November 2019 – February 2020, by a team of three experts. Data was collected through document review, interviews and focus group discussions in Finland and Ethiopia as well as through site visits to Regional Education Bureaus and Inclusive Education Resource Centers. In addition, a survey was conducted for 95 principals and 118 Itinerant teachers. The indicative findings were presented in the end-of mission briefing in December 2019. This report presents the final conclusions and recommendations.

MTR key findings are summarised below

**Relevance:** The TA support is highly relevant. It helps the implementation of the policies at Regional levels. However, the differences between the regions was not taken into account, which would have been needed to contextualise the approach and targets with the specific Region’s needs. There are also different expectations among the stakeholders about the role and tasks of the TA support.

**Effectiveness:** Progress is made in short period of time in the establishment of new IERCs but policy level inputs are limited both at REB and MOE level. So far, limited progress is made in the systemic level of supporting REBs in the institutionalisation of Inclusive Education, which is the original purpose of the TA support. No progress made with regards to the supporting the evidence-base development.

**Efficiency:** The TA support to regions is an efficient modality in particular when local experts, who are familiar with the culture and language (except Somali) are engaged. However, The MTR considers that the overall efficiency of the TA support has not reached the level it could. The potential of the TA team as a group of experts has not been fully utilised.

**Aid effectiveness:** There is high level ownership as the TA is directly linked for the implementation of the ESDP V. Also, the government procedures are used. Problems in information sharing were reported.

**Sustainability:** Measures oriented towards ownership and sustainability have focused on awareness raising and training of staff. The MOE has not yet addressed the critical issues of defining the qualifications and salary structures of the Itinerant Teachers and Inclusive Education specialists which is fundamental for the inclusive education sustainability.

### **Recommendations:**

The Technical Assistance support needs a strategic, results-oriented plan both at Federal and Regional levels. This plan should be developed in collaboration with the TA Team, REBs and MoE, based on needs and gaps analysis and results-oriented approach. This planning process should also clarify the purpose and targets of the TA; to what extent it is expected to support the REBs at systemic level and the Inclusive Education Resource Centers (IERCs) and policy development at central level.

The role of the RAs (also including CTA which is expected to support Addis Ababa REB) should focus development of regional level systems and strategies for the establishment and maintenance of the IERCs and development of an overall mid-term road map for inclusive education for each region, including mainstreaming and collaboration with local stakeholders and line ministries.

In order to enhance effectiveness and efficiency a Management Team should be established to support the CTA in planning, monitoring and reporting about TA activities and achievements and to serve as a platform for information sharing. The Steering Committee and Home Office should take a stronger role in steering the TA support.

The MTR considers that the Results Framework which links the TA support with the GEQIP-E and Disbursement Linked Results is relevant. In addition, indicators and an overall monitoring framework to track the work and contributions of the TA Team should be developed.

The TA should intensively work towards progressing the critical structural issues of defining the tasks and salary structures of the inclusive education specialists which is fundamental for the inclusive education sustainability. For the well performing regions, a phasing out strategy for the TA and/or sustainability strategy should be developed as the suggestion of the MTR team is to focus on emerging regions during the forthcoming phase.

For the forthcoming 1,5 years period it is suggested to focus on emerging regions and provide follow-up support to the more advanced ones. It is recommended to continue supporting the policy level work in areas defined by the MOE, including mainstreaming. While the Teacher Education is the core for sustainability and quality of IE, the forthcoming phase could collect and disseminate good practises and share them to teacher training.

# 1. INTRODUCTION

## 1.1. Background

Ethiopia has made significant gains in increasing access to primary education. However, with regards to learning outcomes, proficiency level is reported to be low. Equity remains a concern, particularly for girls, students with special needs, and children from pastoralist communities. Also, high dropout rates from the primary grades (especially grade 1), low completion rates of primary education, as well as low and stagnating enrolment rates at the Grades 9–10 and 11–12 of secondary education are alarming.

Although Ethiopian Government has made progress in developing a policy framework for Inclusive Education, the implementation still has challenges. Only a small proportion of children with disabilities and special educational needs have access to education<sup>1</sup>. Reasons are many. It is reported (see e.g. the ToR of this assignment) that there is a serious lack of awareness and capacity to provide support to children with disabilities and special educational needs in mainstream schools. School compounds are not accessible to all children. Cluster schools are supposed to support satellite schools in improving quality of teaching and learning, but it is reported (e.g. Baseline study for the Technical Assistance TA support 2018) that many of them, as well as the Inclusive Education Resource Centres (IERCs) are not functional.

According to the Education Statistics Annual Abstract 2011 E.C. (2018/19, MOE 2018b) the total number of students with Special Education Needs (SEN) attending their primary schools has increased 14 percentage from 2017/18. On the other hand, there is a decrease in the number of students with Special Education Needs between the first cycle and secondary cycle of primary school indicating that many of those students are not progressing through the education system.

There are also fluctuations across regions in the recording of numbers of students with disabilities and Special Educational needs ranging from less than 1 % to 30% (See Table 1). Underreporting is particularly a large problem in Somali, Afar and Gambella regions where the reported figures are proportionally very small compared to other regions. The Gross Enrolment Ratio (GER) of students with SNE in primary schools is 11% in 2018/19 is still much lower than the target 61 % set in ESDP V by 2011 E.C. The number of female students who enrolled in the primary level is much smaller than boys in all regions. (MOE 2018a).

The Ministry of Education (MOE 2018b) recognises that interpreting these data should be done with caution as the understanding of disability and special needs within the education system is an evolving area and it is likely that some children with special needs have not been recorded in the data or have been miss recorded under an incorrect disability category.

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<sup>1</sup> According to the Terms of Reference, about 9% of children with disabilities and special educational needs have access to primary education and only about 2,8% in secondary education in 2018. These figures need to be taken with caution as information concerning the number of children with disabilities in schools is rather unreliable, due to difficulties in gathering appropriate information from the schools.

Table 1 GER of Primary Schools for Students with Disabilities, 2011 E.C. (2018/19)

Region	Population with SNE, Ages 7-14			Students with SNE			GER (%)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Tigray	76,314	74,280	150,594	14,113	10,867	24,980	18.5	14.6	16.6
Afar	25,362	23,185	48,547	56	41	97	0.2	0.2	0.2
Amhara	318,387	310,028	628,415	12,371	9,401	21,772	3.9	3.0	3.5
Oromia	581,113	568,596	1,149,709	40,575	27,936	68,511	7.0	4.9	6.0
Somali	85,685	80,769	166,455	39	36	75	0.0	0.0	0.0
Benishangul-Gumuz	16,854	16,270	33,124	2,984	1,834	4,818	17.7	11.3	14.5
SNNP	304,289	300,465	604,754	100,755	81,407	182,162	33.1	27.1	30.1
Gambella	6,196	5,846	12,042	2	2	4	0.0	0.0	0.0
Harari	3,235	3,114	6,349	897	547	1,444	27.7	17.6	22.7
Addis Ababa	30,897	31,841	62,738	6,083	5,283	11,366	19.7	16.6	18.1
Dire Dawa	5,495	5,385	10,881	660	382	1,042	12.0	7.1	9.6
<b>National</b>	<b>1,453,828</b>	<b>1,419,780</b>	<b>2,873,608</b>	<b>178,535</b>	<b>137,736</b>	<b>316,271</b>	<b>12.3</b>	<b>9.7</b>	<b>11.0</b>

Source: Ministry of Education: Education Statistics Annual Abstract 2011 E.C. (2018/19)

#### General Education Quality Improvement Programme for Equity (GEQIP-E)

The General Education Quality Improvement Programme for Equity (GEQIP-E) (2018-2022) is the third Ethiopian Government's education reform programme, designed to support the government's existing education policy and plans such as the Education Sector Development Plan V (ESDP) which serves as the framework for educational development in Ethiopia.

GEQIP-E is funded by multiple donors including the World Bank, the Department for International Development (DFID), the Ministry for Foreign Affairs of Finland (MOF), Ministry for Foreign Affairs of Norway, and the United Nations Children's Fund (UNICEF). The main goal of GEQIP-E is to improve student learning outcomes by improving the quality of education with an explicit focus on equity. The scope of the current GEQIP-E has shifted in three main ways compared to the previous programmes (Asgedom et al A 2019):

- There is a reorientation in focus from inputs to incentives, outputs and outcomes centred around four main results areas: equity, efficiency, quality, and system strengthening.
- The shift to results is supported by a new Program for Results (PforR) financing modality.
- The programme is being implemented at different levels with some activities implemented nationally, some activities implemented in the emerging regions specifically, and a number of activities implemented in a phased manner over time.

The main responsibility of the implementation of GEQIP-E remains in regions as they carry out the various activities. The programme has also been restructured to incentivise regions to work towards the targets, as they will receive extra financing upon achieving verified results.

The equity result area of the GEQIP-E programme envisages to improve access to and attendance in education particularly in the so-called emerging regions<sup>2</sup> (Afar, Benishangul-Gumuz, Gambella, and Somali). Improving gender parity, and girls' completion of general education are also in the focus. With regards to Inclusive Education, the ESDP V has a target of transforming cluster schools to Inclusive Education Resource

<sup>2</sup> The Emerging Regions of Ethiopia suffer from extreme poverty and in these regions, there is a serious lack of capacity. (UNDP 2018)

Centers (IERCs). It is anticipated that the numbers of cluster schools transformed to IERCs will reach 687 by the end of GEQIP-E implementation to comply with the ESDP V target of 800.

#### *Finnish support to Education sector in Ethiopia*

Supporting Equitable Access to Quality General Education for all children, is one of the Impact areas of the Finnish Country Strategy for Development Cooperation in Ethiopia 2016 – 2019 (MFA 2015).

Finland has been supporting education sector development in Ethiopia from the eighties. In addition to the support to sector-wide approach and pooled funding, the focus of Finnish support has been special needs education/ inclusive education. During the eighties and nineties tens of Ethiopians accomplished their degree studies in Special Needs Education at the Universities of Jyväskylä and Joensuu. Finland also assisted the Addis Ababa University to develop special needs education as an academic discipline.

The Special Needs Education Project (1994–1998) contributed to establishment of Sebeta Special Education Teacher Training Centre and capacity building, and quality improvement in the Amhara and Benishangul Gumuz regions, as well as at the federal level in the Ministry of Education. Teachers' Development Programme (TDP), which started in 2003 was a pooled funding programme and a part of a sector programme financed with a number of other donors. At the same time, Finland's support to Special Needs Education continued through Finnish technical assistance to the Ministry of Education 2004-2007. As a major output, the first Special Needs Education Programme Strategy was published in 2006.

Finland supported the implementation of the strategy through technical assistance (2008–2012) resulting in, for example, the revision of Special Needs/Inclusive Education Strategy, endorsed by the MOE in 2012, and accompanied with Strategy Implementation Guidelines. A project titled “Enhancing Inclusive Education Capacity of Teacher Education and Resource Centre in Ethiopia” was implemented during the period 2013-2017. This project aimed at improving the capacity of the Colleges of Teacher Education (CTEs) to introduce a pedagogical approach to Special Needs Education/Inclusive Education, and to strengthening the Inclusive Education Resource Centre (IERC) network. The project also supported the development of a ten-year Master Plan for Special Needs Education/Inclusive Education 2016-2025. The two consecutive technical assistance projects supported also the establishment of 21 inclusive education resource centres, as pilots.

## 1.2. Description of the Technical Assistance support

#### *Purpose of the Technical Assistance*

The 'Technical Support for Enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia 2018–2020' (TA Support) is complementary intervention implemented in parallel with the Finnish support to the GEQIP-E. Finland's funding to GEQIP-E<sup>3</sup> during period 2018-2022 is EUR 16,9 million. In addition, Finland provides funding of 850,000 euros for the technical assistance to make contribution to three outcomes, aligned with the GEQIP-E results framework, namely:

- Supporting effective utilization of the school grants for special need<sup>4</sup> and for expanding and strengthening the network of resource centres (Outcome 1).

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<sup>3</sup> The GEQIP-E budget of is 440 million US\$, from which 420 US\$ is allocated to the result areas; 20 million US\$ is reserved for technical assistance.

<sup>4</sup> In the previous GEQIP programme there was specific School Grant (SG) for special needs education. In the current programme, 'supplementary SG for IERCs', basic SG can be used for specific activities for girls and female students with disabilities; developing inclusive teaching methods, etc. New IERCs will receive about 15,000 USD, existing IERCs will receive 10,000 ETB from the 'supplementary SGs'. The SG guidelines notes: "supplementary Scool Grants can only be used to support students with special education needs by improving their teaching and learning environment".

- Supporting mainstreaming inclusion into various MOE’s guidelines and documents, and ensuring that existing SE/IE guidelines, toolkits and documents are utilized; advising and working with MOE directorates, REBs and the SSIED on matters related to equity and inclusion (Outcome 2).
- Strengthening the evidence-base for inclusion and equity by supporting development of indicators and monitoring systems to track equity and inclusion and support the transformation of the evidence into plans and decision making. (Outcome 3).

The TA support focuses and aims to contribute to improving access and educational support for children with disabilities and special educational needs, and particularly ensuring that girls with disabilities and special educational needs benefit equally from educational opportunities. More specifically the purpose of the Technical Assistance (TA) support is defined in the Project Document as follows (p. 19):

*The aim of the Technical Assistance is to support regional and local level implementation of inclusive education as part of larger-scale systemic change in Ethiopia. The approach will also assist the Federal Ministry of Education to scale up lessons learned in previous projects and strengthen the democratic ownership in implementing the project.*

Through the three outcomes, the TA is expected to contribute to the achievement of the Performance -based indicators of GEQIP-E which are a basis for the disbursement of funds. The Disbursement Linked Result (DLR) number 4.0 relates to the distribution of additional school grants. It is considered achieved when School Grant guideline with allocation formulas is revised, validated and approved by the Ministry of Education for the package of: a) basic school grants, b) *additional school grants to cluster resource centers to support special needs students*, and c) additional school grants to schools in emerging regions. Additional SG formulas will be established for cluster center schools to be transformed to IERCs and schools in emerging regions. Emerging regions include Afar, Ethiopia Somali, Benishangul-Gumuz and Gambella. The basic school grant for pre-primary (O-Class) to grade 12 will also envisage support of education of children with special needs in mainstream schools. The Intermediate Results directly related to PforR financing modality are presented in the Table 2 below.

*Table 2 Intermediate Results Indicators related to Inclusive Education*

<b>Intermediate Result indicator</b>	<b>Description (Project Appraisal Report 2017)</b>
% of schools that receive basic and additional school grants in emerging regions <sup>5</sup> by November 30 (IR Indicator 4.1)	Share of schools in emerging regions (Afar, Ethiopia Somali, Benishangul-Gumuz and Gambella) which receive the package of basic and additional school grants. The additional school grants include grants to cluster resource centers which are to be transformed into IERCs to support education of student with special needs and additional grants to schools in emerging regions.
Number of IERCs with community outreach activities and support of special needs children in cluster schools (IR Indicator 4.2.)	Number of IERCs established in the country in line with the ESDPV targets.
Enrolment of students with special needs in cluster schools benefitting from the services of resourced and staffed IERCs (IR Indicator 4.3)	Number of students with special needs enrolled in cluster schools including satellite schools and benefitting from the services of resourced and staffed IERCs.

#### *Technical Assistance inputs*

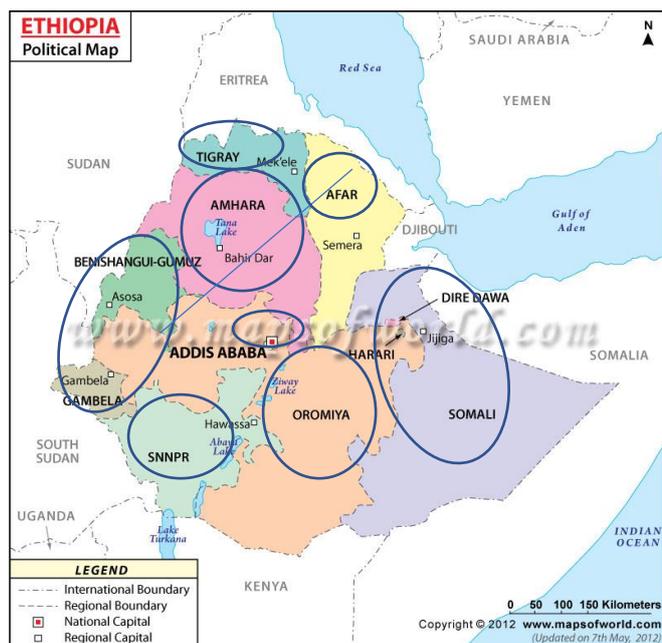
The Finnish supported technical assistance includes: A Chief Technical Adviser (CTA) placed at the Federal Ministry of Education, Directorate for Special Support and Inclusive Education (SSIED) to provide technical assistance to the development of support systems, capacities and monitoring systems for inclusive

<sup>5</sup> Note GEQIP-E focuses on emerging regions while the TA support has national coverage.

education. He supports the Addis Ababa City Education Administration and coordinates the work of the Regional Advisers (RA).

Six Regional Advisers (RAs) are placed in Regional Education Bureaus They support the development of region-based, tailored solutions to address special educational needs and practical implementation of inclusive education. Four advisers cover each one the following regions: Amhara, Oromia, SNNP and Tigray, one adviser covers Gambella, Benishangul-Gumuz, and Afar, and one adviser covers Dire Dawa, Harar and Somali region. The placement of the RAs is illustrated in the Figure 1.

Figure 1 Deployment of Technical Assistant



This Technical Assistance is not a project but a limited fund put aside for technical assistance by the Finnish government to enhance the implementation of GEQIP-E. The TA support will place particular emphasis on supporting inclusion of children with disabilities and special needs in the education system but it also takes into consideration more broader dimensions of inclusion, equity and disadvantage, be it due to gender, geographical disadvantage or other reasons for marginalisation and exclusion.

### 1.3. Purpose of the Mid Term Review

The Ministry for Foreign Affairs of Finland (MFA) and the Ethiopian Ministry of Education (MoE ) have commissioned a Mid Term Review (MTR) to analyse how the Finnish supported TA for the GEQIP-E programme can be strengthened and focussed in order to provide the maximum benefit to the implementation of the equity results area of the GEQIP-E programme during the remaining period of the TA support, till 2020. In addition, the Review will analyse the needs and potential scope of an additional 1,5 years of technical assistance for 2021–2022. The review is expected to:

- identify achievements and positive elements of the TA support and analyse how it has managed to contribute to the implementation and results of the GEQIP-E programme;
- identify possible shortcomings of the implementation of the TA towards the project results;
- analyse the possibilities and functioning of the current TA to provide systemic and sustainable support for strengthening inclusive education system in Ethiopia; and

- recommend how the TA should be (re)designed for the remaining period as well as for the additional 1,5 years and link these to the relevant GEQIP-E objectives.

The ToR presented specific questions the MTR is expected to respond. These evaluation questions relate to relevance, effectiveness, efficiency, aid effectiveness and sustainability. The evaluation questions are presented in the Table 3 below. A more detailed MTR matrix is annexed in this report Annex 5.

Table 3 Evaluation questions

Evaluation Criteria	Evaluation questions
Relevance	<p>Relevance and appropriateness of TA support in terms the needs and expectations at the federal level and in the regions, taking into consideration the specificities of the regions.</p> <p><b>EQ 1: How does the Finnish technical assistance respond to MoE's needs and expectations in the implementation of the GEQIP-E programme at the Federal level and in the Regions?</b></p> <p><b>EQ 2: How does the TA respond to the needs and priorities of the final beneficiaries?</b></p> <p><b>EQ 3: Is the Results Framework still relevant?</b></p> <p><b>Key words:</b> Needs, expectations, shared understanding, alignment, regional differences, girls with disabilities, logical model of TA, perceptions</p>
Effectiveness	<p>Outputs and deliverables and their contribution to the overall GEQIP</p> <p><b>EQ 4: What is the progress towards the TA outcomes? What are the main achievements and challenges?</b></p> <p><b>EQ 5: To what extent the needs of girls with disabilities and special educational needs have been addressed within the TA?</b></p> <p><b>EQ 6: To what extent non- discrimination and equity agenda is understood and adopted by different stakeholders?</b></p> <p><b>Key words:</b> support systems, capacities, evidence-based planning/ policies, M&amp;E, supportive/ hindering factors, unexpected results, girls with disabilities, added value, complementarity.</p>
Efficiency	<p>Efficient use of resources for the advancement of the intended results.</p> <p><b>EQ 7: To what extent is the current structure (distribution of RAs, their roles and responsibilities) of the TA efficient? What kind of other alternatives could be considered?</b></p> <p><b>Key words:</b> utilisation, receptiveness and readiness, coordination and support.</p>
Aid effectiveness	<p>How well the TA supports ownership, alignment and mutual accountability.</p> <p><b>EQ 8: How does the TA promote ownership, collaboration and mutual accountability between different stakeholders in inclusive education? What are the expectations/understandings of different stakeholders of the role and coverage of the TA regarding the expected results of GEQIP-E?</b></p> <p><b>EQ 9: How well is the TA integrated and aligned with the GEQIP-E implementation? How consistent and complementary is the TA with other GEQIP-E related TA supports financed by other DPs?</b></p> <p><b>How consistent and complementary is the TA with other GEQIP-E related TA supports financed by other DPs?</b></p> <p><b>Key words:</b> ownership, alignment, harmonisation, results, accountability</p>
Sustainability	<p>How the achievements and key activities can be sustained and scaled up.</p> <p><b>EQ 11: What measures have been taken/are planned in the MoE to ensure the sustainability of results achieved with the TA support? What prerequisites from government side need to be in place for the TA to be feasible?</b></p> <p><b>EQ 12: What are the major risks for sustaining the benefits of the TA? What might be the mitigation measures?</b></p> <p><b>Key words:</b> ownership, financial, institutional, cultural and social sustainability</p>

## 2. APPROACH AND METHODOLOGY

The MTR was implemented in three phases: Inception, data collection and analysis / report writing. Both qualitative and quantitative methods were used for the data collection. The work started with a document review, complemented with semi-structured key-informant interviews in Finland and in Ethiopia, as well as focus group discussion and observation (schools, IERCs, training events) during field missions. An interview topic outline was developed based on the Evaluation Matrix (Annex 5) and adapted to each stakeholder group.

Field mission was conducted in December 2019. The national consultant covered Tigray and Benishangul-Gumuz (11.11.2019 - 27.11.2019) and Somali, Harar, & Dire Dawa (23.12.2019 – 28.12.2019) and attended in a training workshop in Adama (28.11.2019 – 01.12.2019). The international team accompanied by the national consultant visited the Addis Ababa, SNNP, and Amhara region during period 7-18.12.2019. In the regions the consultants interviewed Regional Advisers, REB staff, SNE Focal Points, Itinerant Teachers and visited IERCs. Also, relevant MOE staff and development partners were interviewed. A focus group discussion was held with representatives of Organisations of Persons with Disabilities. The interviews were recorded in a standard reporting template, which was used as a reference for the analysis. The list of persons interviewed is presented in the Annex 4.

A survey was administered to the participants of a training for the itinerant teachers and school principals of the cluster schools that will have IERCs in 2019/2020. A total number of 95 school principals (9 females, 85 male) mainly from three regions Tigray, Oromia and Southern Nations, Nationalities and People (SNNP) responded to the survey. A total number of 118 Itinerant teachers (49 females, 69 male) from seven regions Tigray, Oromia, SNNP, Gambella, Harar, Afar and Benishangul-Gumuz.

*Table 4 Data Collection methods*

- Document review
- Interviews in Finland and Ethiopia
- Field mission:
  - Interviews and focus group discussions
  - Visits to regions: Addis Ababa, Tigray, Amhara, Benishangul Gumuz, SNNP, Dire Dawa, Harari, Somali
  - Participation in training in Adama
  - Survey to itinerant teachers and school principals. A total number of 95 school principals and 118 Itinerant Teachers responded to the survey.
  - Focus group discussion with representatives of Organisations of Persons with Disabilities

### **Limitations**

- The TA support has been active only for a year which should be kept in mind when assessing the achievements so far. Similarly, it is too early to assess how the TA has responded to the needs of the final beneficiaries.

## 3. FINDINGS

### 3.1. Relevance

**EQ 1: How does the Finnish technical assistance respond to MoE's needs and expectations in the implementation of the GEQIP-E programme at the Federal level and in the Regions?**

**EQ 2: How does the TA respond to the needs and priorities of the final beneficiaries?**

**EQ 3: Is the Results Framework still relevant?**

The TA support is highly relevant. It helps the implementation of the policies at Regional levels. However, the differences between the regions was not taken into account and needs assessments or capacity gap analyses were not conducted neither at Federal level or in the REBs. There are different expectations about the role and tasks of the TA support. The MTR team did not find evidence on major actions related to mainstreaming of inclusive education, which is among the key principles of ESDP V.

#### *Responsiveness to MoE's needs and expectations (EQ1)*

In the design of this Technical Assistance support, the deployment of Regional Advisers was done based on the student enrolment data and number of cluster schools in the regions. Based on this calculation, the regions with highest student population (Amhara, SNNP, Tigray, Oromia) received one RA each<sup>6</sup> and three regions of Harari, Dire Dawa and Somali as well as Afar, Gambella and Benishangul Gumuz were clustered together to be covered by one RA. Needs assessments or capacity gap analyses were not conducted neither at Federal level or in the REBs.

The lack of contextualisation was a constant complaint from the persons interviewed. Regional differences were not considered in the work planning and resourcing, although the Project Document indicated that (p. 35) "Distribution of funds between the regions and national level will be decided during the Inception Phase when regional plans are finalized". Instead, the CTA issued instructions (based on the budget allotted to local travel), that every RA can use maximum of 15 days for field missions, not taking into account the size of the region, number or IERCs to be established, distances and logistical challenges and finally, the fact that two Regional Advisers cover three regions. For instance, Afar locates on the opposite side of the country than Benishangul Gumuz and Gambella. Also, in Somali Region it may take days to reach one school.

The regions differ by size (and consequently the coverage of the REB's and RA's work) and in terms of social-cultural contexts and practises, particularly with regards to gender equity. For instance, the GEQIP-E Appraisal Document (World Bank 2017) states that while gender ratios in primary and secondary education have improved at the national level, the regions of Afar, Ethiopia Somali and Benishangul-Gumuz lag significantly behind, partly explained by the gender norms in these three regions, especially in relation to early marriage, and social roles. Also, the approach to inclusive education in pastoralist communities might require an adapted approach.

There are also significant differences between the regions regarding the capacities and experience on inclusive education. For instance, in some regions (such as Somali) there has been staff turnover and the focal points are not specialists of Special Needs or Inclusive Education or have received little orientation on those

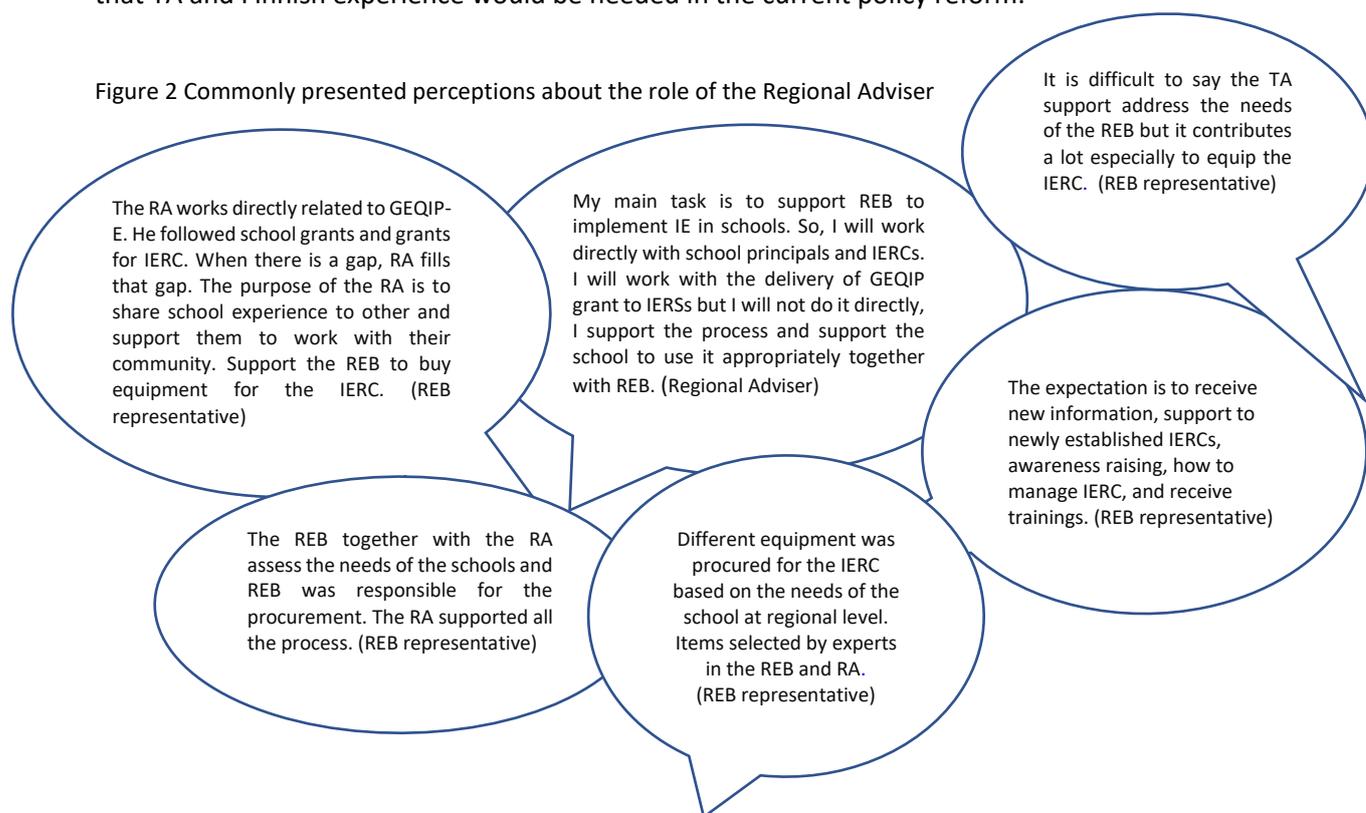
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<sup>6</sup> Amhara (4 016 805 students, 2171 cluster schools); SNNP (4 026 164 students, 1 448 cluster schools), and Tigray (1 000 322, 411 cluster schools). Total number of students in Harari, Dire Dawa and Somali was 978 361, and number of cluster schools was 288, and in Afar, Gambella and Benishangul Gumuz the total number of students was 592 115, cluster schools 394. Oromiya, which is the largest regional state has 7 560 677 students and 2 850 schools and Addis Ababa Region has 371 676 and , cluster schools 278). General Education Statistical Abstract 2009 E.C. (2016/2017) MOE 2017, quoted in the Project Document

issues. There are also Regions which have benefitted from inclusive projects more than others, thus being at more advanced stage in the awareness and implementation.

There are different understandings and expectations about the role of the RA among the stakeholders and among the RAs themselves, which can be attributed to insufficient communication and to the fact that the REBs were not engaged in the identification of TA needs. The stakeholders describe the role of the RAs from a gap filler to school level coach and advisor for REB Bureau Heads, believed to be supporting all levels, from schools and woredas to the Regional Education Bureau. However, **the prevailing assumption in the regions is that the RAs work most time supporting the procurement of the items to the IERCs and supporting the newly established IERCs while their role was originally designed to support the REBs to institutionalise inclusive education at systemic level.** With regards to the CTA, who is placed in the SSIED in the MOE, no specific expectations or requirements were explicitly mentioned, although some MOE Officials mentioned that TA and Finnish experience would be needed in the current policy reform.

Figure 2 Commonly presented perceptions about the role of the Regional Adviser



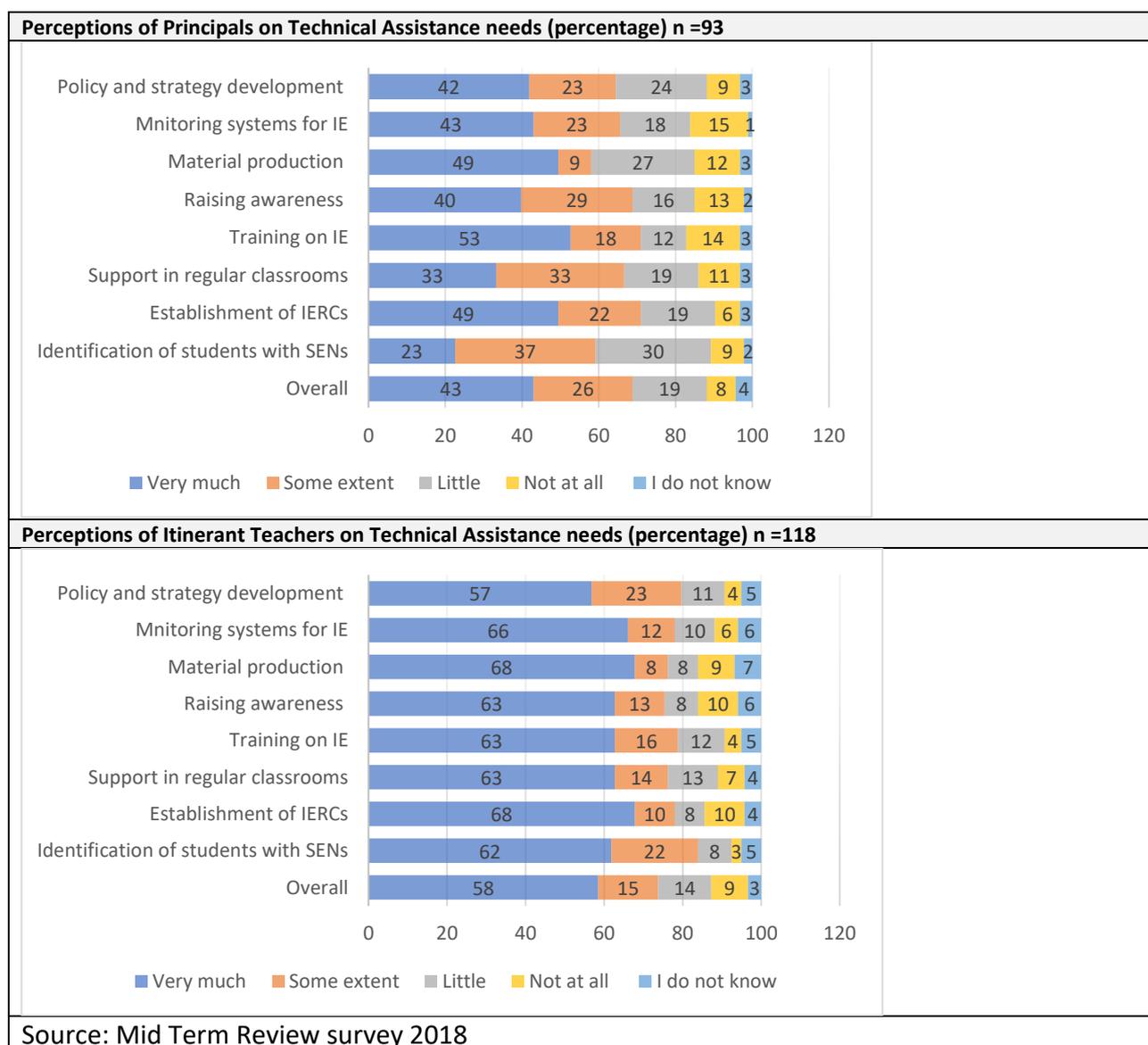
#### *Principals' perception on Technical Assistance needs*

A survey was implemented for Itinerant teachers and principals of the Cluster schools in the training event in Adama. A total number of 95 school principals (9 females, 85 male) and 118 Itinerant Teachers (49 females, 69 male) responded to the survey.

According to the survey results, both principals and Itinerant Teachers concur that there is a need for technical assistance / expert support in the regions (Figure 4). The Itinerant Teachers consider the need higher than principals. **The principals consider that the highest technical support needs relate to training of educational officers in IE, establishment of IERCs and in production of (adapted) instructional materials.** The results of the Itinerant Teachers' survey indicate slightly higher importance for technical assistance in the establishment of IERCs, material production, and in the development of **monitoring systems for inclusive education.**

Interestingly, the principals did not see high need for technical assistance in the practical aspects of implementation of inclusive education such as supporting teachers in regular classrooms (33.3% considered that there was such need) and identification of students with special educational needs (22.6%), which usually are among the top needs in inclusive mainstream school setting. This may indicate that the concept of inclusion as means of having **all** children in a mainstream class is not yet fully understood and that the responses are based on limited experience in inclusive education.

Figure 3 Perceptions of principals and Itinerant Teachers on Technical Assistance Needs (percentage), n=93



*Responsiveness to the needs of final beneficiaries (EQ 2)*

As indicated in the limitations section, it is too early to assess to what extent the TA support has responded to the needs of the final beneficiaries, who are the children and students with disabilities and special educational needs. The Regional Advisers are expected to work in the Regional Level, supporting the REBs to development of sustainable practises for the implementation of the inclusive education policies and mainstreaming of Inclusive Education. Thus, their inputs are indirectly and in long term linked with the needs of the final beneficiaries.

It is, however, pointed out that the needs of the final beneficiaries vary and therefore there is a need to enhance the assessment procedures and tools to identify assess those needs and furthermore, tailor the support services to respond to those identified needs to ensure that that children with disabilities and / or Special Educational needs have access to **learning** and can avoid repeating and dropping out. According to the Master Plan for Inclusive Education (MoE 2016), need for support may vary from temporary to continuous, from minor to major and support should be tailored according to individual needs through a three level approach: 1) general or universal support to all children; 2) intensified or increased support to students at risk and 3) special support to students with severe learning difficulties or disabilities. The role of the TA is to support the REBs in developing suitable strategies to meet these needs and requirements.

*Relevance of the Results framework (EQ 3)*

The Results Framework for the TA support was constructed based on the monitoring framework of GEQIP-E, which includes three Outcomes and intermediate results (IRs) linked to Inclusive Education under the Equity Component. The three result areas and related indicators are presented in Table 4 below.

*Table 5 Inclusive Education Related Outcomes and intermediate Results (IRs)*

IR Outcome	baseline	target value
<b>Outcome 1: Strengthened support systems enabling inclusive education</b>		
% of schools that receive basic and <b>additional school grants</b> in emerging regions by November 30/74. (Intermediate Result Indicator 4.1a.)		
Number of cluster resource centres that receive school grants for SNE by November 30. (Intermediate Result Indicator 4.1b.)	113	678
Enrolment of students with special needs in cluster schools benefiting from services of IERCs (IR Indicator 4.3)	3000	24000
<b>Outcome 2 Strengthened capacities for inclusive, equitable education</b>		
Number of IERCs with community outreach activities and support of special needs children in cluster schools (IR Indicator 4.2)		
<b>Outcome 3 Improved evidence base for planning, policy formulation and management of inclusive, equitable education</b>		
DLI 7: Improved availability, quality and use of data (IR 7.1 & IR 7.2)		

Source: World Bank (2017) Project Appraisal Document (GEQIP-E)

The management has tried to report on the above higher-level outcomes, but the MTR considers that reporting at this stage for instance about an increased enrolment outcome (IR 4.3.) as a result of TA support is superficial and should be taken with caution as the direct contribution is difficult to verify in short term. It would be important to focus on developing monitoring systems which would be able to provide accurate data on the Intermediate Results indicators above, in addition to the TA inputs and achievements. In addition, it should be noted that the list of proposed outputs attached in the Project Document is not fixed and it should be revised to respond to the current needs.

The MTR considers that the Results Framework still relevant to help focusing the work of the technical advisers and its impact, but **the monitoring systems for TA support needs to be developed**. The need for such monitoring framework was already mentined in the Project Document (p. 36): “During the inception phase the overall implementation plan with key performance targets, relevant milestones and *monitoring indicators for the TA support* will be developed, including a *communication and information dissemination* plan to ensure timely information flows with all stakeholders.” This entails that a specific set of indicators would be needed to track the TA work with regards to the three outcome areas as shown above, including indicators related to contributions to the development of regional inclusive education plans (input), availability of approved and budgeted Inclusive education plans (output), or extent of mainstreaming, and monitoring systems to track the functionality of IERCs (including quantity and quality of outreach activities and support services).

## 3.2. Effectiveness

### 3.2.1. Overall progress towards the TA outcomes

**EQ 4: What is the progress towards the TA outcomes? What are the main achievements and challenges?**

**EQ 5: To what extent the needs of girls with disabilities and special educational needs have been addressed within the TA?**

**EQ 6: To what extent non-discrimination and equity agenda is understood and adopted by different stakeholders?**

Progress is made in short period of time in the establishment of new IERCs but policy level inputs are limited both at REB and MOE level. The reports provide limited evidence on the trainings and other capacity building efforts. No progress made with regards to Outcome 3 on supporting the evidence-base development.

#### Progress towards the TA outcomes (EQ4)

The Special Needs Education Program Strategy of 2006 introduced Resource Centres as a mechanism to support the provision of special needs education. According to the Guideline for Establishing and Managing Inclusive Education Resource / Support Centres (2015), the objectives of the centres are to a) support learning of all children, including learners with special education needs, in both special schools and mainstream environments; b) provide guidance and counselling and specialist support; c) provide necessary equipment, assistive devices (like eye glasses and hearing aids); and d) support neighbouring schools and teachers.

GEQIP-E, in turn, supports provision of supplementary school grants to transform 687 cluster center schools to inclusive education resource centers (IERCs) to promote mainstreaming of children with special needs in education. The supplementary grants will be used to: (i) organize awareness raising and training events; (ii) purchase reference materials on special needs, equipment for assessing needs (e.g. embossers, audiometers), and educational resources for children with special needs (sign language dictionary, slate and stylus and tactile learning materials); and (iii) ensure accessible learning environment (e.g., minor refurbishment). A set of eligibility and selection criteria will be used to select IERCs with the aim to maximize the number of beneficiaries. The specific outcomes and outputs towards which the TA is expected to contribute are drawn from the GEQIP-E results framework. The status of the implementation as of December 2019 is presented in the Table 5 below and further elaborated in the following sections.

Table 6 Summary of the Status Outcomes and outputs of the TA support

Outcome 1: Strengthened support systems enabling inclusive education		
Outputs	Findings December 2019	Emerging issues
<b>Output 1.1.</b> School grants targeting cluster inclusive education resource centres are effectively allocated, distributed and utilized.	<ul style="list-style-type: none"> <li>100 IERCs have been established 2018/19; total 200 IERCs in 2019; TA and coaching has been provided to 57 IERCs.</li> <li>IE Core teams have been established.</li> </ul>	Diverse perceptions about the functionality of the IERCs; Transport of RAs for monitoring visits; Addis Ababa REB has received minimal support; Policy level inputs at Federal level not yet defined.
<b>Output 1.2.</b> Inclusive education resource centres are supported to function effectively to provide outreach support services to children with special needs and their teachers	<ul style="list-style-type: none"> <li>Training to RCs, Itinerant Teachers, REB staff, teachers, and school directors</li> <li>RAs have supported procurement for IERCs; materials are delivered</li> <li>Guidelines and screening tools have been distributed; Some are being revised.</li> <li>Awareness has been increased at the community level and in REBs</li> <li>On-the job coaching takes place</li> </ul>	Need for customised training for different groups; limited documentation on procurement and delivery.

<b>Outcome 2: Strengthened capacities for inclusive and equitable education</b>		
<b>Output 2.1.</b> Capacities for planning, supporting and monitoring inclusive, equitable education at national, regional and local level improved.	<ul style="list-style-type: none"> <li>• Checklist for follow-up has been developed and taken into use by some REBs.</li> <li>• The RAs have tried to further develop the data collection systems and tools at Regional levels.</li> </ul>	Need for clarification of indicators and standardization of the data collection tools; strengthening the capacities in use of monitoring data an IERC and REB level.
<b>Output 2.2.</b> Capacities for implementing inclusive and equitable teaching and learning and school improvement have improved.	<ul style="list-style-type: none"> <li>• Training to RCs, Itinerant Teachers, REB staff, teachers, Woreda and school directors</li> <li>• RAs have supported procurement for IERCs; materials are delivered</li> <li>• Awareness has been increased at the community level and in REBs</li> <li>• On-the job coaching takes place</li> </ul>	Need for customised training for different groups; limited documentation on procurement and delivery.
<b>Outcome 3 Improved evidence base for planning and management of inclusive and equitable education.</b>		
<b>Output 3.1.</b> Reliable and relevant data available to support well-informed decision making concerning equitable and inclusive education.	<ul style="list-style-type: none"> <li>• No progress reported</li> </ul>	What role the TA team and particularly RAs could play in the development of appropriate indicators and shifting the focus of indicators from medical categorisation towards education-oriented indicators.

### **Outcome 1: Strengthened support systems enabling inclusive education**

School grants targeting cluster inclusive education resource centres are allocated, items procured and distributed but with delay, caused by external factors beyond the control of the TA team. A total number of 57 Inclusive education resource centres (56 %) have been supported. Although the MTR did not extensively survey the functions of the IERCs, some anecdotal evidence was found that some of them have started at least with community activities. Inclusive education core teams have been established.

Altogether 100 IERCs have been established in 2018/19 during the first year of TA support<sup>7</sup>. The Regional Advisers reported that support and coaching has been provided through field visits to 57 IERCs (see Table 6). In Tigray it is reported that all new IERCs have been supported, while in Somali Region, support to IERCs has not been provided because both IERCs are very far. A short-term TA was hired for two-and-a-half-month to support the REB of Addis Ababa city administration, which is originally assigned to the CTA. This REB has received regular support only since November 2019. Prior that, the REB reported that there was one IE focal point to work with. At the time of this MTR there are two IE experts working at the REB, together with the short-term advisor.

<sup>7</sup> There are already some 300+ IERCs existing in addition to the newly established IERCs. Many of them are not functional, and would need support as well. These IERCs also receive annual school grant, if the regions have recorded them as 'functional'.

Table 7 Inclusive Education Resource centres established and supported 2018/19

Region	2018/19	Number of IERCs supported		2019/20
Addis Ababa City Administration	5	The short-term RA has supported all 5 IERCs.	100%	12
Tigray Region	10	All the 10 IERCs, three times for each.	100%	24
Amhara Region	17	12 IERCs. e RA: 9 IERCs, STA 3 IERCs.	70%	33
Oromia Region	25	The RA together with STA have supported 6 IERCs	24%	35
Afar	2	The RA has supported 1 IERC.	50%	10
Benishangul Gumuz Region	3	The RA has supported 1 IERC.	33%	10
Gambella Region	2	The RA has supported 1 IERC.	50%	10
SNNP Region	30	17 IERCs in two phases (14 3)	57%	40
Harari Region	2	The RA has supported 2 IERCs.	100%	8
Dire Dawa City	2	The RA has supported 2 IERCs.	100%	8
Somali Region	2	The RA has not supported any IERC.	0%	10
	100	57	56%	200
Source: Regional Advisor interviews January 2020				

The Regional Advisers have supported the procurement of items to IERCs, financed by the GEQIP-E. The schools can select the items from a standard list which is developed with the MoE, based on the existing guidelines and approved in the GEQIP-E Equity Task Force. It is unclear on what basis the schools select the items and to what extent the needs of the satellite schools are taken into account. The list contains assistive devices and educational materials.

The process of purchasing the materials has been time consuming due to the delay of GEQIP-E fund disbursement, long procurement processes and limited availability of the items on the market. Thus, it was not possible to accomplish this task within the planned time. Also, transporting the purchased materials to the IERCs has been a logistical challenge. It was also reported that some suppliers were not interested to provide offers due to the transportation costs. The RAs have used significant amount of time in solving these challenges.

## Outcome 2: Strengthened capacities for inclusive and equitable education

The TA team has developed a checklist to be used in monitoring inclusive, equitable education. The RAs have also worked with the REBs to further develop and standardise the data collection tools. However, less work has been done with the Regional EMIS to clarify the concepts and definitions.

The RAs have organised trainings in topics such as anti-drugs and HIV AIDS for Deaf students in Sign Language. They have also supported the IERCs to provide outreach support services to children with special needs and their teachers. It was reported that in some IERCs, the PTA (Parent Teacher Association) support the school activities and that some schools have started to create conducive environment by their own and by the contribution of the community. The MTR also visited well-functioning IERCs, whose experience could be used for broader dissemination, showing examples and models to others. The MTR observed good community mobilization and increased ownership at all levels.

## SUCCESS STORIES

### ON INCLUSION: CHILDREN OF HOPE

Tabor primary school in Hawassa, Southern Nations Nationalities People Region, has 111 pupils with disabilities and 63 orphan children. It has also a rehabilitation programme for street children (currently 31). So, a total of 205 students with special educational needs are benefited from the school from a total population of 1309 students. The street children first receive behaviour support, after which they can enrol in regular classes. The school collaborates with a local NGO and together they have succeeded in finding volunteer parents for these children. The teachers have a savings credit union and each member will save additional money that can only be used for street children, and the school works actively with the community to mobilise funds. With community participation, they have built three small shops outside the school premises which they rent for local entrepreneurs. This way the school has a regular monthly income which they use for the students with disabilities, orphans and street children. Once a month a traditional coffee ceremony is organized in a family of students with disabilities. This is an opportunity to discuss the schooling of the children with their parents. The school does also home to home visits in the nearby kebeles to detect children with disabilities who are not yet in school. Learning results of the CSEN are remarkable: last year six of them stood best in their classes. The school calls their SEN-pupils *Children of Future Hope!*

### Success story from Afetesa School

Parents bring their children with disability to school and the principal didn't allow the child to participate in the school. The SNE experts were trying to convince the principal to register the child. At last, the principal was convinced and accept the child. As the principal said, in the beginning the child could not sit for one period and it was difficult to get a direct eye contact with him. After the child enrolled into the school, they started to support him and the child make progress. The school visited the parent's house as a result the attendance has improved.

The Regional Advisers have organised trainings to the staff of their respective REB, which is a good start for the mainstreaming. According to the REB staff this training and the overall existence of the RAs has increased the awareness on Inclusive Education. For instance, in Harar, the supervisors from the Curriculum Planning and Implementation directorate of the REB went to monitor schools, and they included IE as a main focus. This REB has bought material by their own budget to distribute to schools that have not IERC. Last year, they organized an annual conference as a community mobilization activity. In Amhara, the REB indicated that awareness on IE has been increased through the training provided by the RA, and that the REB would now need **an action plan or road map for the implementation, covering all units and directorates, and also collaboration with the line ministries.** The MTR team considers that this could be a major output of the TA support overall.

The MTR had an opportunity to attend trainings organised to the principals and Itinerant teachers by SSIED. The training covered topics such as "Who are Gifted and Talented Students", "Right Based Educational Program", "The Concept of Inclusive Education", "Primary school Students Screening Tools" and "Pre-school Students Screening Tools". The training participants received documents to take into their schools such as "Assessment and Support of Students with Special Educational Needs in Primary School" and the "Guide to establish IERC" (both English and Amharic Version). Training events included a visit to an IERC where the directors shared their achievements and how they managed the work.

The MTR learned that the SSIE has not consulted the Technical Assistants in the training preparation and the TA Team attended the trainings as facilitation participants. It was also observed that more could be achieved if the trainings were tailored according to the participant's needs. Now the principals and Itinerant Teachers attended the same training and it remained unclear how much the principals benefited from the knowledge about the screening tools, whereas the Itinerant Teachers, in turn, would need an in-depth training in the use of those tools.

So far, training has been delivered to the REB officers and the IERCs. As correctly pointed out by the TA team, the middle level of Woredas, which play an important role in inclusive education implementation, is not covered. Thus, the TA team has made a suggestion to organise a training for them. However, organising stand-alone trainings is not sufficient and sustainable measure and specific efforts would be needed to

support the REB to cover all Woredas. **The REBs could include training of Woredas in their annual plans to get MoE's support for it and the TA can support SSIE and REBs in planning and delivering of these trainings.**

Short term TA was hired to revise three documents namely "Guide to establish RCs" "Pre-school students screening tools" and "Primary School students screening tools". It remained unclear how relevant the revision is at this point as these guides were developed during the last Finnish supported project in 2017 and they have not been used yet. The reason given was that it did not cover all aspects, but the MTR was not able to verify this. It would be useful to 'pilot' and test the guides first and build the revision on the feedback.

In addition to the activities described above, capacity building has taken place in form of coaching and advising and working together. The MTR considers that a **strategic planning for capacity development** would be needed to ensure sustainable impacts for TA inputs. For instance, the TA Team could work together in developing training programmes and materials for certain groups of stakeholders. Also, possibilities to engage modern technology (video, youtube) could be considered to make basic orientation available to all. This would provide an important input to the sustainability of activities after the TA support comes to its end.

The MTR learned that adequate information about the functions is not systematically reported and compiled, thus making it difficult for the REBs and MOE to assess the functionality of the IERCs. Lack of this information also hinders planning and resourcing. Also, the Regional Advisers' progress reports provide limited information about the activities they have carried out.

### **Outcome 3: Improved evidence base for planning and management of inclusive and equitable education**

As indicated earlier in this report, there are challenges in the data quality regarding enrolment of children with disabilities and special needs. Therefore, one of the core tasks of the TA is to assist the MOE in the development of mechanisms to track enrolment of students with special needs and service provision of IERCs and assist the education officials at all levels of the education system to make use of this data in planning and decision making. More specifically, the TA is expected to support EMIS (Education Management Information System) Directorate to revise the IE related indicators. The CTA informed that the possibility to provide TA to EMIS has been discussed, but EMIS directorate considered that a short-term TA would not be a feasible solution and that longer-term support would be needed.

The MTR learned that there are development partners who are interested in supporting the EMIS development. One of the critical questions is how the TA team could be used as a resource to bring in practical information from the operational level on the needs and current data collection practises, also regarding girls with disabilities. What was constantly pointed out by the stakeholders and EMIS in the Regions that clarifications of the indicators is needed particularly on disability categorisation and how 'partial' disability is defined. It is also essential to develop indicators to track the functionality of the IERCs and continue standardizing the data collection instruments used in the Regions.

The MTR team also considers that this would be an opportunity to further develop the EMIS more inclusive education oriented as in its current form, categorization students by 'diagnosis' is not in line with the philosophy of inclusion as it aims to move from medical definition to removing the barriers to education for a broad range of students with special needs (See UNESCO 2018). Instead, focus should be on the support needs (see Master Plan for Inclusive Education) and provision of support, which would also help the MOE and REBs in resource allocation and planning.

## *Gender (EQ5)*

The document review and stakeholder consultation indicate that while Gender issues have been in the front during the whole implementation of the GEQIP-E, in particular the GEQIP-E Equity Task Force, the needs of girls with disabilities and special educational needs have not been addressed by the TA so far.

Overall, very little is known specifically about gender in inclusive education context. Studies generally indicate<sup>8</sup> that disability and poverty are additional risk factors leading to gender-based violence, but otherwise limited information is available particularly about gender issues and disabilities in a school system. Some stakeholders pointed out that there are stereotypes and suggested that bringing in role models would be important for any student to see the abilities rather than disabilities. It was also learned that in principle, girls' clubs also address the issue of girls with disabilities but according to the informants, this hardly happens in practise. SIP and school inspection guidelines were also revised to reflect disability and gender, but so far there is limited information about the level of application.

The inception report mentions that a gender analysis would be done but so far, it has not been carried out. Implementation of such study is time consuming and would require significant resources and expertise. Therefore, it would be advisable to link gender analysis in the regional planning process and look for partners to implement such study with. Such study would be needed particularly in the regions where significant gender disparities exist and for instance in regions where girls face multiple challenges to get educated due to cultural and socio-economic factors.

## *Challenges faced*

The review of the reports and interviews indicate that the TA team has faced some challenges mainly due to the long procedures by MOE to get approvals for the activities and for procurement, lack of skilled personnel in procurement department and limited capacities at the ground level to identify the special educational needs and data recording. Also, the issue of Itinerant Teachers (job description, training and salary structure) remains unsolved.

Logistical problems, lack of transport and unclear regulations regarding transportation hampered monitoring visits to IERCs, especially in the remote areas. According to the Project Document, Regional Advisors were expected to coordinate their monitoring visits to the schedule of the REBs that usually make two rounds of visits annually. Also, the assumption that the REBs would provide vehicles while the travel costs would be covered by the TA budget did not hold. There is insufficient number of vehicles in the regions and / or they are not available. Security problems as a result of local level conflicts have been making it difficult to provide timely technical support.

As indicated earlier in this report, there has been misunderstandings on the role and tasks of the RAs. According to the project document, the work of the RAs is targeted to the systemic REB level and they are not expected to attend every IERC. This view was supported by the Steering Committee January 2019 meeting, in which the Chair of the SC said that the RAs cannot travel across the vast regions and that they need to concentrate on few sample schools<sup>9</sup>.

There has been an interest to organise more trainings, but lack of funds was reported. This is a larger question as training should mainly be funded by the GEQIP-E. According to the GEQIP Coordinator at MOE, trainings which are linked to the DLIs usually get funding even though they had not been included in the annual plans.

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<sup>8</sup> Samrawit Dessie, Yirgashewa Bekele & Margarita Bilger (2019) Sexual violence against girls and young women with disabilities in Ethiopia. Including a capability perspective. *Journal of Global Ethics*, Volume 15, 2019 - Issue 3. Published Online: 15 Nov 2019. <https://www.tandfonline.com/doi/full/10.1080/17449626.2019.1690554>

<sup>9</sup> [Minutes of the Steering Committee meeting, January 22, 2019.](#)

However, it requires planning well ahead of time as the approval and disbursement is a lengthy process. After the August Steering Committee meeting, the CTA instructed the RAs to start organizing trainings and authorized them to use project funds.

### 3.3. Efficiency

**EQ 7: To what extent is the current structure (distribution of RAs, their roles and responsibilities) of the TA efficient? What kind of other alternatives could be considered?**

The TA support to regions is an efficient modality in particular when local experts, who are familiar with the culture and language (except Somali) are engaged. However, the potential of the TA team as a group of experts has not been fully utilised, for reasons described in the following chapter.

Overall, the MTR considers that the TA support to regions is an appropriate modality in particular when local experts, who are familiar with the culture and language (except Somali) are engaged. The knowledge of the official language has a positive effect in general and increases the efficiency of the TA performance. This support has also appeared to be a continuity of the Finnish support to the IE as some Technical Assistants are graduates from the Finnish sponsored academic programmes and several have served previously in Finnish funded projects.

The MTR Team analysed issues that have impacted the efficiency of the Technical Assistance. Some of the issues are already discussed earlier in this report and are now analysed from the efficiency perspective, such as the distribution of the RAs and their workload, the use of funds, planning and the overall management.

#### *Distribution of Regional Advisers and their work load*

The distribution of work between the RAs is uneven. As the RAs are supposed to attend primarily the REBs, two of the RAs have triple the number than those who serve only one REB. Since their days of travel to the three regions had been limited to the same number as for those attending only one region, the RA serving B-G, Afar and Gambella has been able to visit each region only twice a year. The RA who supports Harari, Dire Dawa and Somali region has visited Somali only on call and his stay there has been limited.

Short-term Technical Assistance (STA) were recruited toward the end of the year 2019 to support four regions: Amhara, Oromia, SNNP and Addis Ababa. According to the CTA, the rationale for the selection of these regions was their size. The MTR Team considers that from the results perspective and to achieve the DLIs, the priority however could have been on the emerging regions, which have support only from a rotating Regional Adviser. The decision of the recruitment of the STA was based on a surplus in the budget - caused mainly by the delayed recruitment of regional advisors in 2018. The STAs are used mainly for stepping up the monitoring and training activities and their tasks end in January 2020.

The Chief Technical Adviser (CTA) has several tasks, including advisory tasks related to the Federal Ministry of Education and Addis Ababa City Education Bureau, coordinating and supporting the RAs work and the overall management of the TA programme. The CTA himself estimates that only about 10 % of his time is spent on administrative tasks and the rest on advisory work, which is divided between the MoE, Addis Ababa REB and the regional advisors. He is in weekly contact with RAs by phone, makes monitoring visits and organizes review and planning meetings once in a quarter. However, the review of the Monthly reports indicates that overall management issues have consumed a considerable amount of time. The CTA further estimates that, in average, he has allotted 15 % of his time to the Addis Ababa REB, but the MTR Team did not quite find evidence for this; on the contrary, none of the monthly reports had any mention about the AA REB. This finding was also confirmed by the AA REB, which got a STA to support its activities.

The MTR heard different views about the CTA's advisory role in the Federal Ministry of Education. It was reported that the CTA is a necessary, because the Inclusive Education Unit (SSIED), in which the CTA is located, is overloaded with work and seems to be responding to ad hoc tasks, rather than strategic policy work. The Unit, which currently has a staff of four, has presented a proposal to the MoE to get another four staff members, but so far, no decision has been taken. So far, no major policy level inputs are reported apart from general discussions held with some MOE units on the mainstreaming and commenting of the new Education Law, which is crucial for ensuring access to education for all.

#### *Use of financial resources*

The total funding for the TA support is 850 000 Euros to be used during 30 months. The budget execution started in August 2018. There was a delay in the recruitment of the advisors and an unexpected change of the Oromia advisor, which meant a late start of activities and led to a considerable budget carry over for 2019. The TA is intended to be an additional technical support to the implementation of the GEQIP-E and it has only a limited operational budget for instance for the local travel of the TA team, and for example the trainings are expected to be covered by the GEQIP-E budget

In the August 2019 Steering Committee meeting, the semi-annual financial report (January-June) was presented and it showed that by the end of June 2019, only 9 % of the available RA travel budget had been used since the beginning of 2019. This is due to several reasons, including the fact that the School Grants intended for the establishment of IERCs were distributed only in November 2018; the procurement took time and the actual work took place as late as during the first-second quarter of 2019. There was also unclarity about the travelling regulations of the RAs. The Project Document indicated that the transportation should be provided by the REBs, but this transport was not always available. Therefore, the Steering Committee, preoccupied about the possibility of ending up again with a major carry over at the end of the year, requested the CTA to prepare a plan for a reallocation of funds. Steering Committee decided that "Budget shall be revised to address some of the challenges presented in the (CTA's semi-annual) report. These activities shall be performed before the end of this year." The SC also decided that "additional experts have to be employed to enhance monitoring and capacity building activities". However, challenges to be addressed and complementarity of these STA were not elaborated in the SC minutes.

The CTA submitted the plan "for the approval of the Embassy" and it included, among others, the recruitment of four short-term experts to support regional advisors in Amhara, Oromia, SNNP and Addis Ababa, revision/updating of guidelines and documents, and purchase of books. The funds were proposed to be taken from the budget lines for RAs local travel and from the surplus of regional advisor fees. With regards the updating of guidelines, the MTR Team found out that among them were guidelines that had only been developed a couple of years earlier by the Finnish funded IE project. The cost for the revision was estimated 5000 euros per document, which the MTR team considers a relatively high remuneration for a revision task. It was informed that the plan was shared with the SC members for their perusal and approval and that after their consent, the Embassy gave no objection, but the MTR did not receive any official approval documentation by the Steering committee for these modifications. It is also noted that these changes were not made in consultation with the Regional Advisers and REBs who had an impression that there is no budget for local travel, while majority of this budget was unspent.

Also, the findings of the utilisation of this expertise at policy level are mixed. As indicated earlier in this report, the SSIED has not fully made advantage of the Technical Expertise in the training delivery. Similar underutilisation is observed within the TA team itself. For instance, the reallocation proposal was not prepared in consultation with the TA Team. The Team could play a bigger role e.g. in providing first-hand information from the field, expert opinions, and in contributing to current development processes at MoE. In the regions, in the absence of proper regional plans and defined results, it is difficult to assess to what extent the TA is used efficiently. All this calls for enhanced team work and results-oriented work planning.

## Management of the TA

The decision-making structures proposed by the Project Document were not set up. For instance, the Coordination Team was not established as proposed in the Project Document. In the absence of such collaborative platform, the CTA made decisions without engagement of the TA team and SSIED. Also, decisions by the Steering Committee are not recorded systematically. Furthermore, the TA management followed literally the Project Document in the monitor of the TA contributions through the generic Results Framework, but did not implement many of the necessary preparatory activities mentioned in the PD.

The MTR learned that the management of the TA is done by the Chief Technical Adviser with limited consultation with the SSIED and the TA team. Setting up a Coordination Committee or Management Team such team was suggested in the Project Document (as Coordination Team), but the Steering Committee concluded that the tasks could be taken by the GEQIP-E Equity Task Force which deals with all matters related to equity. However, as shown by this MTR, there are practical management issues such as reallocation of funds, transport issues and roles and tasks of the RAs which are purely TA management related issues and would require engagement of the RAs. The MTR believes that existence of such committee as a joint platform would have helped to avoid the communication problems and managerial problems described above.

Several stakeholders reported about insufficient and ineffective information. For instance, the SSIED team consider that it would need more first-hand information from the TA Team as the work the RAs are doing in the REBs should be part of the MOE's and SSIED's reporting to the Minister. Similarly, the RAs did not have sufficient information about the TA budget and they reported of not seeing the progress reports. They have also not been informed and engaged in the planning of the reallocation of funds. The MTR also learned about incidents which the Steering Committee was not aware of. All this supports the conclusion that there is a need for improvements in the communication at all levels.

There is a need to enhance risk monitoring and management. The Inception Report from the first six months of the programme identified some risks, but since then there is no mention anywhere of their monitoring or mitigation. The MTR Team has not found any risk monitoring plan either, which should be a core document for the management of the TA. The SC should be informed about the risks affecting the implementation of the TA and achievement of the results as well as about risks related to sustainability as only through this information corrective and mitigation measures can be planned for. In order to provide such information, the TA team might need some orientation on risk management.

### 3.4. Aid effectiveness

***EQ 8: How does the TA promote ownership, collaboration and mutual accountability between different stakeholders in inclusive education? What are the expectations/understandings of different stakeholders of the role and coverage of the TA regarding the expected results of GEQIP-E?***

***EQ 9: How well is the TA integrated and aligned with the GEQIP-E implementation? How consistent and complementary is the TA with other GEQIP-E related TA supports financed by other DPs? How consistent and complementary is the TA with other GEQIP-E related TA supports financed by other DPs?***

There is high level ownership as the TA is directly linked for the implementation of the ESDP V. Also, the government procedures are used. Measures oriented towards ownership and sustainability have focused on awareness raising and training of staff. Problems in information sharing were reported

The TA support is highly relevant. It supports implementation the ESDP V, which has a specific target to establish 800 IERCs by 2021/2022. TA supports the achievement of the GEQIP-E targets of transforming 687 cluster schools to IERCs and the related Disbursement Linked Indicators (DLI), which is a precondition for the disbursement of funds in the framework of the GEQIP-E 'Program-for-Results (PforR) financing instrument. In accordance with the principles of the ESDP, the TA is expected to work in mainstreaming inclusion into various MOE's guidelines and documents. However, the MTR team did not find evidence on major actions related to mainstreaming. TA support is also well aligned with the Master Plan for Inclusive Education (MOE 2016).

The importance of the TA support is recognised and appreciated by the different departments of MOE, REBs and development partners. All stakeholders consider that provision of the TA support to regions as a complementary intervention to GEQIP-E is a suitable mechanism at this point as the MOE has faced delays in the operationalisation of the GEQIP-E Technical Assistance pool and in hiring experts. However, the Embassy of Finland should follow-up the developments of this TA pool of, so that if found feasible, hiring experts for IE in the future could be done from this pool.

However, while it is broadly reported, and also verified by the MTR, that there is an increasing awareness on IE among the MOE officials, but this awareness has not yet turned to concrete actions. In REBs, ownership varies. This is because of staff turnover in REBs and because some REBs do not have capacities or more staff specialised in Inclusive Education.

DFID is in a process of launching a programme TARGET which will focus on equity in emerging regions, among other targets. According to the TARGET management, advisers will be deployed to the Federal Ministry of Education and in the Regions. The potential synergy benefits should be sought for. The MTR also learned that for instance USAID is focusing on EMIS development. The TA Team should explore whether there is a possibility to incorporate the development needs of the inclusive education in these interventions.

### 3.5. Sustainability

**EQ 10: What measures have been taken/are planned in the MoE to ensure the sustainability of results achieved with the TA support?**

**EQ 11: What are the major risks for sustaining the benefits of the TA? What might be the mitigation measures?**

Measures oriented towards ownership and sustainability have focused on awareness raising and training of staff. The MOE has not yet addressed the critical structural issues of defining the tasks and salary structures of the IESE specialists which is fundamental for the inclusive education sustainability.

No measures towards sustainability have been reported so far. At the central level, the critical issue for the MOE is to address structural deficiencies identified already in the Master Plan for Inclusive Education and Special Needs Education (MOE 2016), namely actions in defining qualification requirements, career structures and job profiles for special needs education teachers and particularly for Itinerant Teachers, who are expected to take care of the IERCs. The CTA reported that a letter on the salary structures has been submitted to the State Minister, but detailed information about the proposal and by whom it has been developed was not available to the MTR team and details are also not presented in the TA reports, thus, it remains unclear what the status of this proposal is. The critical issues for MOE to focus on, are the status and salary structures of Itinerant Teachers and special education experts as they play an important role for the inclusive education to realise.

Secondly, concrete measures are needed to ensure that inclusive approach is mainstreamed across all education sector programmes as defined in the ESDP V. This requires the involvement of all the sub-

programmes and their respective departments both at the Federal and REB level. The TA should support this process as much as possible during the last year of the TA programme. The disability law, which is currently being drafted by MOLSA, needs to be taken into account.

Thirdly, in order to make the service provision of IERCs sustainable, collaboration with the line ministries (MoLSA and MoH) needs to be established and policies developed to ensure that the students with disabilities will have access to appropriate assistive devices and specialist support, so that IERCs can concentrate on promoting pedagogical and educational issues. The approach for the MOE to provide disability aids and devices is not a sustainable in long term after the GEQIP-E funding comes to its end. Although the need is well understood, it is too much to expect that the MOE and IERCs provide assistive device, but it should be the responsibility of the health and social protection sector. MOE's task, in turn, is to promote and support inclusive educational practises and pedagogies, and **learning** for all and particularly for students with special educational needs.

The Inclusive Education Task Force under the sector working group (which was c-chaired by Finland until 2018) recommended that the MoE initiates the establishment / revitalisation of National Council on Inclusive Education as a multi-agency forum for collaboration. The then-State Minister was in favour of such mechanism, and the SSIE prepared an initial draft of the structure. However, the SSIE hasn't taken decisive and determined move towards taking this initiative forward. The TA could take an active role in promoting this collaboration, identification of bottlenecks and seeking for solutions.

With regards to the continuity of activities, so far, the MOE has not been able to recruit and employ the procurement and contract administration staff which are needed at the central level to execute the procurement activities of the program. Similarly, the findings of the procurement risk assessment already during the GEQIP-E design indicated that REBs do not have experienced procurement staff, which still is the situation in most of the regions. A critical issue for the MOE and REBs is to consider how the procurements will be done in the future when the inputs from the TA are not anymore available.

## 4. CONCLUSIONS AND EMERGING ISSUES

According to the findings of this MTR, the Technical Assistance support is highly relevant and it has started to deliver results in supporting the establishment of IERCs. The TA has contributed to the achievement of the DLIs, although with a delay due to external factors beyond the control of the TA team. It is evident that the awareness on inclusive education has increased in the REBs as a result of TA work, but the next step is to transfer this awareness into action.

The stakeholders consider that seconding Technical Experts to regions is relevant strategy *firstly*, for taking the policies into practise and *secondly*, for the implementation of the GEQIP-E. However, there is a unanimous opinion that the deployment of a seven technical Advisers is far too little to cover the whole country and a larger number of Technical Assistants would be needed.

Limited progress is made in the systemic level of supporting REBs in the institutionalisation of Inclusive Education, which is the original purpose of the TA support. Therefore, **during the last 12 months of the TA should focus on systemic level, such as development of a costed mid-term and long term plan and/or roadmaps for the Inclusive Education** in the Regions as part of the regional plans in collaboration with the REB staff, including building the capacities of the REBs, zones and Woredas. The TA should assist the REBs to include funding for these capacity activities in the REB budget.

There is a need to further clarify the role and tasks of the Technical Assistants. The work of the Regional Advisers is intended to **focus on the systemic level in the Regions**, covering only few IERCs (as advised by the Steering Committee). Therefore, their role is to support the REBs in the development of regional level strategies for the establishment and maintenance of the IERCs, also because the number of IERCs is increasing and resources are not sufficient to provide “hands-on-support” to each of them.

The MTR considers that the overall efficiency of the TA support has not reached the level it could. The capacity and inclusive education expertise of the RAs has not been fully utilised, mainly because they have spent time on purchasing of materials for IERCs and follow-up, instead of addressing systemic issues and issues related to inclusive pedagogies, which is their area of speciality. Also due to the transport problems, unclarity of their tasks and responsibilities by the REBs and woredas as well as unclear regulations from the TA management, the RAs have not been able to follow-up effectively the developments of the IERCs. The lack of staff at REBs, mentioned by all interviewees, has meant that regional advisors have been carrying out tasks of a more practical character than of an advisory nature. It also seems that there is still a need to clarify with the stakeholders the purpose of the TA support as an input to the implementation of the GEQIP-E, ESDP and Master plan.

Omitting of some fundamental activities during the Inception Phase has led to problems which could have been avoided by proper management and home office support. For instance, the development of regional plans is imperative for the effectiveness and efficiency of the TA support. Secondly, a management team to support the CTA in coordination, information sharing and reporting would have improved the effectiveness and efficiency of the programme and helped in avoiding communication challenges. Also, the requirement of development of customised monitoring system so track TA inputs and their effects would have helped the use of monitoring data as a management and learning tool. Now the reports are superficially linked to the higher-level goals which cannot be assessed at this point of implementation. The Home Office should ensure that there is an adequate monitoring system and follow-up to track that the work of the CTA is also geared towards the achievement of the overall objectives of the TA support, both at the Ministerial and Addis Ababa REB.

The RAs have organised trainings to the REB senior staff which has raised their awareness. This should continue with an aim of mainstreaming inclusive education as indicated in the ESDP V. Capacity building is not only about delivering training but it can also include joint working processes, coaching or on-the-job support. In the context of high staff turnover, capacity building in form of training is not a sufficient measure for ensuring sustainability and alternatives for institutionalising inclusive education in the REB plans, processes and monitoring systems should be looked for. These could entail, development of standard orientation packages to be available e.g. online.

The TA is intended to be temporary support to the REBs and GEQIP-E Implementation. As indicated earlier, much of the RAs time was used to supporting the procurement for the IERCs which actually should be the task of the MOE/REB procurement officers. At the time of the MTR, there were five GEQIP-E operations officers’ (coordinators) vacancies open at REBs (Gambella, Afar, Tigrai, Addis Ababa and Harari), so the IE focal persons were required to support more the GEQIP implementation. The same goes for the RAs and concerns especially the procurement process. The critical issues for the MOE to consider is how the procurement will be arranged in the future for the new IERCs not covered by the GEGIP-E and how the TA could support now this forthcoming arrangement.

The team composed of the regional advisors and the CTA could be a very strong support instrument for the implementation of the GEQIP-E and inclusive education, as all the advisors are qualified professionals with a lot of experience. To take this resource fully in use would require better strategic-results oriented planning, team work and good monitoring systems as well as experience exchange which should take place not only between technical experts but also between REBs. Also, a suitable balance between policy level work and support to regional levels should be found. The TA Team has a strong technical expertise, but policy dialogue

might require international expertise, for instance in areas of curriculum adaptation, development of monitoring systems and supporting inclusive pedagogies (subject specific, general).

The steering role of the consultancy company and the Steering Committee itself should be stronger in guiding the CTA and the whole TA team as indicated in its ToR. The Home Office of the Consulting Company should comply with its duty to monitor the performance and react timely when need be. The TA team should prepare a risk management plan and reporting on the risks and their mitigation should be a regular item on the Steering Committee agenda. There might be a need for capacity building in strategic planning and risk management, which should be addressed accordingly.

While it is well understood that it is challenging to get assistive devices<sup>10</sup> for school-age children, the MTR questions whether provision of such aids is the task for an IERC, which does not have specialist such as audiometricians. It also remains unclear how the availability and maintenance of such personalised items can be secured in long term. The MTR also learned that so far, the mobility aids such as wheelchair and crutches have not been used by the students but a case was reported that the REB agreed with the school that have IERC to provide a wheelchair to the teacher. Also, one school borrowed crutches for a person who had an accident. Although such activities are good community service, it is questionable to what extent it is the task of the IERC to provide the disability aids to the community members and borrowing has a high risk of not getting the items back.

Against these findings, and in order to sustain the activities of the IERCs the MTR considers that there is still a need to revise the Guideline for Establishing and Managing Inclusive Education Resource / Support Centres and consequently the list of items and, ensure that the items to be procured through the GEQIP-E grant are education related and support curriculum implementation, inclusive pedagogies and learning of students with special education needs. In terms of provision of assistive devices such as hearing aids and wheelchairs, the TA team could help the MOE and REBs in the establishment of cooperation with social welfare and health ministries as indicated already in the Master Plan for Inclusive Education (MoE 2006). The Master Plan for Inclusive Education (p. 24) points out that support for people with disabilities cannot be the responsibility of the education sector only but a joint liability of several ministries like the Ministry of Labour and Social Affairs (MoLSA), the Ministry of Health (MoH) and the Ministry of Education (MoE).

Finally, the needs for Technical Assistance at the Federal Ministry should be clearly defined and assistance could also include targeted support provided 'on call' by a team of experts or by Short Term Experts. The Education Road Map and Education Sector Development Plan VI as well as the national curriculum framework are currently under preparation. These are major sector guidance for the coming 10 years, and the TA should provide its support to these processes.

## 5. RECOMMENDATIONS

Overall, the overarching recommendation is that the Technical Assistance support needs a strategic, results-oriented plan both at Federal and Regional levels. This plan should be developed in collaboration with the TA Team, REBs and SSIED/ MoE, based on needs and gaps analysis and results-oriented approach. This strategy planning process should also clarify the purpose and targets of the TA; to what extent it is expected to support the REBs at systemic level and the IERCs and policy development at central level. This is because there are different perceptions and expectations about the role of the Technical Assistants. The underlining principle, however, is that the success of the Technical Assistance team will be assessed through the systemic changes and sustainability measures as well as mainstreaming efforts of Inclusive education both at REB and Federal levels.

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<sup>10</sup> Afetesa Primary School in Dire Dawa received items such as Slate and Stylus, White cane, Braille ruler, Braille Paper, Magnifying glass, Tactile maps, Braille type writer, Braille dictionary, Hearing aid, Talking calculator, Brailer Board, Abacus, Wheelchair, Crutch, Aluminum Stick, Ethiopian Sign Language Dictionary.

The role of the RAs (also including CTA which is expected to support Addis Ababa REB) should focus development of regional level **strategies for the establishment and maintenance of the IERCs** and development of an overall road map for Inclusive education for each region, including mainstreaming and collaboration with local stakeholders and line ministries.

The following presents the recommendations of the MTR for the remaining period of TA support implementation and for the forthcoming second phase.

<i>Recommendations for the remaining period of TA support, till end of 2020</i>	
<i>Recommendations by Result Area</i>	
<b>Outcome 1 Strengthened support systems enabling inclusive education</b>	<ul style="list-style-type: none"> <li>• The TA team together with the respective REBs should develop strategies and tools to support and monitor all new and old IERCs in each region.</li> <li>• The financing mechanisms and regulations of the TA’s field missions should be revised in accordance with the developed regional plans ensuring that there is equal allocation of time to all regions. Field visits should support the systemic development.</li> <li>• It would be advisable, for the GEQIP- E management and MOE to revise the list of items procured for the IERCs to ensure that the items are relevant from educational and curriculum perspective and that they are easily available in the local markets. Cooperation with line ministries (MoLSA and MOH) is needed for the provision of specific assistive devices.</li> <li>• The CTA should focus more the Addis Ababa REB. Areas for policy level inputs at Federal Level should be specified with MOE and international expertise could be engaged in specific areas, if budget allows.</li> </ul>
<b>Outcome 2: Strengthened capacities for inclusive and equitable education</b>	<ul style="list-style-type: none"> <li>• The TA support could be more efficiently used for the development and delivery of customised training for different groups and development of strategic capacity development plans.</li> <li>• The opportunity to develop alternative, sustainable measures for capacity development using modern technology could be explored.</li> <li>• The TA should support the REBs to include training of Woredas in the annual plans and budgets.</li> </ul>
<b>Outcome 3 Improved evidence base for planning and management of inclusive and equitable education.</b>	<ul style="list-style-type: none"> <li>• Means how the TA could support the development of EMIS and IE monitoring systems should be defined.</li> <li>• The indicators should focus on actions made to removing the barriers for education indicators related to functions of the IERC and enrolment / attendance data of students with disabilities. The focus should be on support system rather than on disability type.</li> </ul>
<i>Recommendations by evaluation criteria</i>	
Relevance	<b>Each RA should be supported to identify and assess the needs and priorities for the TA work in each region, with focus on systemic changes, mainstreaming and gender issues.</b> Based on this, the RAs and their counterparts should develop a specific work plans for technical assistance (with clear targets), aligned with the REB annual plan. Then, reporting should be against the targets. Establish collaboration with relevant partners to conduct a proper gender analysis in the regions, if needed
Effectiveness	<b>The Steering Committee should set up a Management Team to support the CTA in planning, monitoring and reporting about TA support activities and achievements and to serve as a platform for information sharing.</b>

	In order to keep the team manageable, the team members could be the CTA, RA representatives (on rotating basis) and representative of SSIED. Representatives from different MOE directorates would be called when needed. The indicative ToR for such Team is included in the Project Document and should be adjusted.
	<b>The Steering Committee and Home Office should take a stronger role in steering the TA support.</b> All decisions should be well recorded. For ensuring better communication and information sharing, it would be useful to invite one RA in the SC meeting on rotating basis
	The TA Team should develop and take into use indicators and monitoring systems which would track their contributions and results of their work.
Sustainability	The TA should intensively work towards progressing the critical structural issues of defining the tasks and salary structures of the IESE specialists which is fundamental for the inclusive education sustainability
	For the well performing regions, a phasing out strategy for the TA and/or sustainability strategy should be developed as the suggestion of the MTR team is to focus on emerging regions during the forthcoming phase.

#### *Recommendations for the additional 1,5 years*

##### *Scope*

- Focus on emerging regions. Deploy full time RAs for those regions with clear targets and work plans.
- Provide the well performing REBs with follow-up support and experience exchange. Advanced trainings should be included in the REB budgets.
- Continue supporting the policy level work through high level expertise and in areas defined by the MOE, including mainstreaming.
- While the Teacher Education is the core for sustainability and quality of IE, the forthcoming phase could collect and disseminate good practises and share them to teacher training.
- Continue supporting mainstreaming of IE both and Federal at REB levels, based on region specific needs and readiness.

##### *Collaboration and coordination*

- Plan and implement the TA support in close coordination to mainstream inclusive education with DFID (Target), WORD BANK (Curriculum development, particularly in adaptations) and USAID (EMIS) and line ministries.

# Annex 1: Terms of Reference

Date: 12 September 2019  
Intervention Code: UHA2017-001580  
Prepared by: ADD

Technical Support for Enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia

## Terms of Reference for a Mid-Term Review

### 1. Background to the review

#### 1.1. Programme context

Ethiopia is a large, landlocked and diverse country with more than 90 ethnic and linguistic groups and a population of over 100 million. It is the fastest growing economy in Africa<sup>11</sup>. Real GDP growth has averaged 10.3% annually from 2006 to 2017, and contributed to the reduction of extreme poverty in both urban and rural areas. The share of the population living below the national poverty line decreased from 30% in 2011 to 24% in 2016. Ethiopia's main challenges are sustaining its positive economic growth and accelerating poverty reduction. The government is investing a high share of its budget to pro-poor programmes and investments for the future, such as education. In 2017/2018, 25% of the budget was directed to the education sector<sup>12</sup>. 46% of the funding was spent in Higher Education, and 43% in General Education. Technical and Vocational Education and Training received 9% of the sector share. In terms of distribution of students across the sector, 96% of students were in General Education. With annual population growth of 2,62%<sup>13</sup> which means new age cohorts of about 2,5 million, the education sector is under pressure of constant expansion.

Ethiopia has made tremendous gains in increasing access to primary education. Learning outcomes have shown some improvement over the last ten years though proficiency levels are still very low in general education: in Grade 10, more than half of the students are below the proficiency level across subjects, and there has been a downward trend in terms of Mean Scores in the Grade 10 examinations. In early learning in eight major languages, basic reading skills have not improved in the past four years; and about one third of learners in Grade 3 achieve 'zero score' in reading.<sup>14</sup> Low learning levels, hence, present a major challenge to education, with huge numbers of students leaving school without having acquired basic skills in reading, writing and numeracy.

Poor quality inputs contribute to low student performance. In addition, equity remains a concern, particularly for girls, students with special needs, and children from pastoralist communities. Gender inequity also exists among students with special needs. Furthermore, there are significant regional disparities. For instance, while gender ratio in primary and secondary education have improved at the national level, Afar, Ethiopia Somali, Gambella region and Benishangul-Gumuz lag significantly behind other regions.

High dropout rates from the primary grades (especially grade 1), low completion rates of primary education, as well as low and stagnating enrolment rates at the Grades 9–10 and 11–12 of secondary education are alarming. Grade 1 dropout rates have declined from 28% in 2008/09, but even 2017/18 remained high at 19,5%. The cumulative effect of the dropout rates in the first cycle of primary education is that only about half of those who start grade 1 complete grade 5 and about half of those continuing to the second cycle of primary education (5–8) complete grade 8.

#### *General Education Quality Improvement Programme (GEQIP)<sup>15</sup>*

Since 2009, the Ethiopian Government has increased its efforts to improve students' learning outcomes and completion rates. Funded by a pool of donors, a comprehensive program to improve quality (the General Education Quality

<sup>11</sup> World Bank (2019) Ethiopia. <https://www.worldbank.org/en/country/ethiopia/overview>

<sup>12</sup> ESDP V Mid-term Review. Jimma University. January 2018.

<sup>13</sup> World Bank data <https://data.worldbank.org/indicator/SP.POP.GROW?locations=ET>

<sup>14</sup> Ethiopian third national learning assessment of Grade 10 & 12 students' achievement (ETNLA 2017) & EGRA 2018 key findings. (2019)

<sup>15</sup> World Bank (2017) *Program Appraisal Document on a Proposed IDA Grant and Multi-Donor Trust Fund Grant... for the General Education Quality Improvement Program for Equity (GEQIP-E)*. Report: 121294-ET

Improvement Program, GEQIP) has supported this effort. The GEQIP I and II implemented since 2009 made massive interventions to improve learning conditions in primary and secondary schools and to strengthen institutions at different levels of educational administration. These programmes focused on curriculum implementation, teaching and learning materials, teachers' and education leaders' development, school improvement, Information and Communication Technology, system management and capacity building. GEQIP I and II were managed by the World Bank and funded by several donors, including Finland. Finland's contribution to GEQIP I was 19.9 Million euro and GEQIP II 19.8 Million euro.

GEQIP-E support phases V and VI of the Education Sector Development Plan (ESDP) which serve as the framework for educational development in Ethiopia. ESDP V (2015/16-2019/20) identifies six priority programmes from which all GEQIP-E goals are derived. The current GEQIP-programme for Equity (GEQIP-E) (2018–2022), funded by the World Bank, DFID, Finland (16,9 Million euro), Norway and UNICEF, aims to improve overall quality of the Ethiopian education sector through focusing on the pervasive challenges: internal inefficiency; inequity; and poor education quality. The equity result area of the programme envisages to improve access to and attendance in education particularly in the so-called emerging regions. Improving gender parity, and girls' completion of general education are also in the focus of the equity result area.<sup>16</sup> Significant efforts are needed to address social-cultural gender practices, and schools need to be developed as safe places for girls. Poverty and pastoralist life style are also major external barriers to education that necessitate specific interventions.

In special needs education, the MoE has mainstreamed inclusive education as a cross-cutting issue in the ESDP V. A step taken towards a broader system level change was the introduction of equity measures such as school grant allocations for special needs through the GEQIP II school grants. Support to special needs education was roughly calculated as 1% of the overall per-capita school grant allocated for each region, in the first year, then doubled to 2% in the 2016/17 academic year and again to 4% in the 2017/18 academic year. It was expected that regions and schools could meaningfully support special needs students but the necessities have been much wider.

Despite the efforts, only about 9% of children with disabilities and special educational needs have access to primary education and only about 2,8% in secondary education in 2018. These figures need to be taken with caution as information concerning the number of children with disabilities in schools is rather unreliable, due to difficulties in gathering appropriate information from the schools. Low enrolment rates are alluded to under reporting from schools; research findings show that even obvious impairments are not identified<sup>17</sup>. There is a serious lack of awareness and capacity to provide support to children with disabilities and special educational needs in mainstream schools, and many established inclusive education resource centres (IERC) are not functional. Findings of a Baseline Study<sup>18</sup> of sample of 32 schools (9 IERC, 14 cluster schools, 9 satellite schools) indicate that there is no significant difference between IERCs and cluster schools that were hosting the new IERCs as regards to the physical environment of the schools. School compounds are generally not modified to make them accessible to all children; there are toilets in schools (but the toilets could be locked or out of service). Clean water is available in 50% the sample schools but only 10% of these are accessible for children with physical disability. There are trained special education teachers in 34% of the schools but 60% of them have only short-term trainings. Cluster schools are supposed to support satellite schools in improving quality of teaching and learning. However, it seems that the focus is on supervision rather than on providing quality improvement inputs. Meetings for teachers of the same subject area are seldom organized. Experienced teachers have no opportunities to share their knowledge nor provide support to less experienced teachers. The role of teachers in cluster schools and resource centres as centres of capacity strengthening has not been given sufficient attention.

The current GEQIP-E envisages increasing support by creating adequate learning conditions for children with disabilities and special educational needs. This is done by providing supplementary school grants (US\$ 15,000) for the establishment of inclusive education resource centres (IERC) in existing cluster schools, and supporting the existing IERCs with an annual, additional school grant of 10,000 ETB. Following this, the number of cluster schools transformed to IERCs will increase and reach 687 by the end of GEQIP-E implementation to comply with the ESDP V target of 800.

GEQIP-E is built on the financing instrument Program-for-Results (PforR) which is using country's own institutions and processes, and linking disbursement of funds directly to the achievement of specific programme results (Disbursement Linked Indicators, DLI's)<sup>19</sup>. The model is expected to strengthen results-based management (RBM) but has faced difficulties

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<sup>16</sup> Federal Democratic Republic of Ethiopia, Ministry of Education (2018) *Education Statistics Annual Abstract 2010 E.C. (2017/2018)*

<sup>17</sup> RTI International (2017) *Assistive Technology Capacity Building Initiative – Endline Report – Reading for Ethiopia's Achievement Development Technical Assistance (READ TA)*.

<sup>18</sup> *Technical Support for enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia. Inception report*, December 2018

<sup>19</sup> World Bank (2015) *Program-for-Results. A New Approach to World Bank Financing*.  
<http://pubdocs.worldbank.org/en/904551435264587829/PforR-brochure.pdf>

in achieving the results timely due to both internal and external challenges. The programme is currently under restructuring to address the difficulties experienced during Year 1 of the implementation.

#### *Finnish support to Education Sector in Ethiopia*

The Finnish bilateral cooperation with Ethiopia in the education sector dates to the eighties. During the eighties and nineties tens of Ethiopians accomplished their degree studies in Special Needs Education at the Universities of Jyväskylä and Joensuu. Finland also assisted the Addis Ababa University to develop special needs education as an academic discipline. Many Ethiopian special needs education graduates from Finnish universities have acquired positions in Ethiopian universities, and developed there SNE degree programmes.

The Special Needs Education Project (1994–1998) contributed to establishment of Sebeta Special Education Teacher Training Centre and capacity building, and quality improvement in the Amhara and Benishangul Gumuz regions, as well as at the federal level in the Ministry of Education. Teachers' Development Programme (TDP), which started in 2003 was a pooled funding programme and a part of a sector programme financed with a number of other donors. At the same time, Finland's support to Special Needs Education continued through Finnish technical assistance to the Ministry of Education 2004-2007. As a major output, the first Special Needs Education Programme Strategy was published in 2006. Finland supported the implementation of the strategy through technical assistance (2008–2012) resulting in, for example, the revision of Special Needs/Inclusive Education Strategy, endorsed by the MOE in 2012, and accompanied with Strategy Implementation Guidelines. A project titled "Enhancing Inclusive Education Capacity of Teacher Education and Resource Centre in Ethiopia" was implemented during the period 2013-2017. This project aimed at improving the capacity of the Colleges of Teacher Education (CTEs) to introduce a pedagogical approach to Special Needs Education/Inclusive Education, and to strengthening the Inclusive Education Resource Centre (IERC) network. The project also supported the development of a ten-year Master Plan for Special Needs Education/Inclusive Education 2016-2025. The two consecutive technical assistance projects supported also the establishment of 21 inclusive education resource centres, as pilots.

An evaluation of the Finnish support for inclusive education in Ethiopia 2004-2013<sup>20</sup> concluded that Finland's contribution has had a significant impact in changing attitudes and systematizing inclusive education within teacher education. However, these efforts had not led to a wide-scale implementation in schools, and the structures put in place were not scalable due to lack of government support and donors' omission of inclusive education as a programmatic focus. The evaluation recommended directing support more strategically by channelling expertise and resources towards system level change and at the national scale. In the design of the GEQIP-E programme, inclusive education is now identified as one of the responses to address inequity through the establishment of IERCs.

#### **1.2. Description of the programme to be evaluated**

Technical Support for Enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia 2018–2020 provides technical assistance (TA) to the Ministry of Education (MoE) and Regional Education Bureaus (REB) for the implementation of the General Education Quality Improvement Programme for Equity (GEQIP-E), and its 'equitable access' results area. The TA is not a usual separate project with independent results but additional funding of 850,000 euros by the Finnish government. The TA aims to make contribution to three outcomes, aligned with the GEQIP-E results framework:

- 1) Strengthened support systems enabling inclusive education
- 2) Strengthened capacities for inclusive, equitable education
- 3) Improved evidence base for planning, policy formulation and management of inclusive, equitable education

The TA support focuses on improving access and educational support for children with disabilities and special educational needs, and ensuring that girls with disabilities and special educational needs benefit equally from educational opportunities. This focus resonates directly with Finland's Development Policy goal of eradication of extreme poverty and inequality, and places importance to improving girls' rights and equality. The TA also contributes directly to the priority area of Democratic Societies, through the promotion of human rights, and in particular, the right to education.

Although the implementation of the SNE/IE Strategy has been going on over six years already, with support of MFA, the progress has been slow. The TA Inception Report points out that notwithstanding the SNE/IE policy and strategy, accompanying guidelines and directives, as well as several awareness raising and training programmes, it seems that there are constant difficulties to disseminate the policy implementation to schools. The GEQIP-E TA carried out a Baseline Study in selected schools across regions during the Inception. The study concluded that in all schools that were included in the Study, there was no evidence of documentation showing that the schools have taken steps to implement the policy. Parents had

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<sup>20</sup> Graham, N. (2015/5d) Inclusive Education in Finland's Development Cooperation in 2004 – 2013. Case study: Finnish Development Cooperation in Inclusive Education in Ethiopia.

not been requested to bring all children, including children with disabilities, to school at the beginning of the school year, school directors and teachers had not given clear instruction to accept all children to their schools and classrooms, and the community had not been informed of the inclusive education policy. Furthermore, the Baseline Study data did not show differences in implementing the policy among the existing resource centers, cluster schools and satellite schools. Neither had they taken steps to disseminate the policy in a planned manner to all teachers, students, community and support staff. Thus, further support is needed to develop a sustainable system for educational support and to strengthen the capacity of MoE at different levels to address the learning needs of all learners.

The situation in the country has changed dramatically since the TA project appraisal was carried out February – March 2018. Although the political space seems to have widened and people are freer to express their views, there are tensions between communities based on language differences or places of origin. As a result, large-scale displacements of families and children have resulted in disruption of education of children. As is always the case, in such instances most vulnerable groups such as children with disabilities, girls, and the elderly are highly affected. On the other hand, the newly found freedom has brought about positive energy, hope and openness to change.

The TA support started in August 2018, with the recruitment of the Chief Technical Adviser (CTA). He is placed at the Federal Ministry of Education, Directorate for Special Support and Inclusive Education. His task is to support the development of support systems, capacities and monitoring systems, and to support the work of the Regional Advisers (RA). He also supports the Addis Ababa City Education Administration. Six RAs support the development of region-based, tailored solutions to address special educational needs and practical implementation of inclusive education. Due to the large number of applicants, the recruitment process took longer than expected, and was further delayed as some of the initially selected RAs could not get a leave-on-absence from their employers. However, the RAs were finally recruited in October – November 2018. Four advisers cover each one the following regions: Amhara, Oromia, SNNP and Tigray, one adviser covers Gambella, Benishangul-Gumuz, and Afar, and one adviser covers Dire Dawa, Harar and Somali region.

In December 2018, the Oromia REB requested that the regional adviser for inclusive education should be replaced. The process of termination of the contract and recruitment of a new RA took time, and Oromia has benefitted from the RA support only from June 2019. Overall, the SSIE Directorate has been supportive of the TA work and has made a great effort to make the TA activities as part of its own. Similar positive energy and willingness to change have also been noted among teachers, REB, WEO and cluster/Inclusive education RCs as observed during field visits and training sessions<sup>21</sup>. During its first year of implementation<sup>22</sup>, the TA has identified a number of issues that create obstacles for the smooth implementation of the GEQIP-E activities in the Result Area 2 in general, and support given to the MoE:

- Some parts of Oromia, Benishangul Gumuz, Somali and Gambella were highly unstable for most of the Year 1. Pockets of conflicts were observed in Dire Dawa, Harar, SNNP, and Amhara regions, and localised conflicts still continue. About 2,9 million conflict related new displacements were recorded in 2018, and about 2.2 million people are living in temporary camps, church compounds or with relatives<sup>23</sup>. As a result children are out of school. This situation will affect the achievement of number of cluster schools to be transformed into resource centres as well as the RCs to be provided with technical support. As monitoring visits would not be easy, technical support to be provided by TA and local experts would be hampered.
- Regional Education Bureaus are expected to carry out the procurement of equipment and materials for the resource centres. There have been a number of delays in procurement, as well as difficulties in finding appropriately contextualised and needs-driven materials.
- Information flow, and school grant allocation to schools are sometimes hampered due to conflicts, staff turnover, human error, lack of IE focal persons in the regions, and other technical factors.
- Inadequacy of trained Itinerant teachers to support the resource centres is of major concern. Cluster schools find the support extremely essential to establish a functional resource centres.
- Motivation of Itinerant teachers is key for the success of inclusive education and improved learning of students with SEN. Job descriptions, salary scales, and career development opportunities for itinerant teachers are still not formalized resulting in high rate of job abandonment.
- The geographical distribution of the selected cluster schools is not necessarily informed by careful assessment of feasibility or strategic choices in terms of supporting their establishment. In larger regions, it is not possible for the Regional Advisers to visit tens of cluster schools and provide technical support. While the number of IERCs to be established in the first year of GEQIP-E was 100, the consequent years would follow with 200 IERCs/year, putting a lot of pressure to the TA. RAs are expected to provide support and technical advise to existing and newly

<sup>21</sup> Technical Support for enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia. Inception report, December 2018

<sup>22</sup> Technical Support for enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia. Inception report, December 2018

<sup>23</sup> Internal Displacement Monitoring Centre: <http://www.internal-displacement.org/countries/ethiopia>

established IERCs. Equally of concern is the arrangement where one RA is expected to support three emerging regions that require more technical support. Similar challenges are observed in Addis Ababa region.

- The TA has very limited operational funding, as it is expected that the implementation is catered from the GEQIP-E funding. Technical support to IERCs, Woreda Education Offices, etc. would require more substantial funds.
- The outcomes and outputs in the project appraisal document are broad as they are formulated for GEQIP-E. Considering the high staff turnover at different levels of the government structure and the motivation level of teachers and other experts, it would be extremely difficult to achieve some of the outcome areas in the given lifespan of the TA support.

## **2. Rationale, purpose and objectives of the review**

During the Appraisal of proposed Technical Assistance Support<sup>24</sup>, it was revealed that the Ministry for Foreign Affairs of Finland (MFA) funding available for the provision of the TA, in particular, through assigning seven national advisors for inclusive education, would not cater for the full duration of the GEQIP-E programme. Therefore, it was suggested that a MTR would be conducted in the end of 2019 **to analyse the needs and potential scope of an additional 1,5 years of technical assistance.**

The MTR will be used to inform the MFA and Ethiopian MoE about how the Finnish TA for the GEQIP-E programme can be strengthened and focussed in order to provide the maximum benefit to the MoE in the implementation of the equity results area of the GEQIP-E programme during the remaining TA implementation. It will be also used for the preparation of the additional technical assistance for 1,5 years in 2021–2022 .

The review is expected to:

1. identify possible shortcomings of the implementation of the TA towards the project results;
2. identify achievements and positive elements of the TA support and analyse how it has managed to contribute to the implementation and results of the GEQIP-E programme;
3. analyse the possibilities and functioning of the current TA to provide systemic and sustainable support for strengthening inclusive education system in Ethiopia; and
4. recommend how the TA should be (re)designed for the remaining period as well as for the additional 1,5 years and link these to the relevant GEQIP-E objectives.

## **3. Scope of the evaluation**

The Mid-Term Review is requested to focus on the progress of current TA in relation to its results framework, as well as to identify positive aspects of the TA support and its contribution to the GEQIP-E programme. It should explore the functioning of the current TA within the current operational environment. The review is further requested to recommend possible adjustments to the current TA, and identify needs and potential scope of an additional 1,5 years of technical assistance. It should be noted that the TA project appraisal document serves as the project plan, with the results framework mainly derived from the GEQIP-E programme. Therefore, most of the TA objectives should be considered as end results to be achieved by the MoE through the GEQIP-E implementation, whereas the TA provides expertise and human resources for the effective implementation of the GEQIP-E programme.

In order to ensure that the Review captures accurately key stakeholders' perspectives, close collaboration and consultation with the MoE Directorates for Planning and Resource Mobilisation, Special Support and Inclusive Education, and other directorates, as appropriate, is needed. A close collaboration with the REB inclusive education focal points, some selected IERCs and the TA staff is also required. Development Partners involved in the GEQIP-E programme might provide valuable insights. The MTR should cover TA in all regions.

A World Bank commissioned Situation Analysis of the functionality of the current IERCs (to be released in September-November 2019) will provide an overall analysis of the situation of the IERCs. The Report can be used as a reference point of the current situation regarding the IERCs, and a reference for focussing the continuation of the TA. For detailed analysis, if needed, the raw data of the IERC Situation Analysis will be available. Therefore, the MTR should investigate how the implementation of the TA can best support the MoE in achieving the GEQIP-E results related to equity results area, and how the TA contributes towards systemic changes within the MoE structures.

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<sup>24</sup> Technical Support for enhancing Equity and Inclusion in the General Education Quality Improvement Programme in Ethiopia 2018-2020. Document for Technical Assistance Support (Appraisal)

#### 4. Issues to be addressed and review questions

The Mid-Term Review criteria to be applied and the key questions are presented below:

Relevance:

- How does the Finnish technical assistance respond to MoE's needs and expectations in the implementation of the GEQIP-E programme at the Federal level and in the Regions?
- How does the TA respond to the needs and priorities of the final beneficiaries?
- Is the Results Framework still relevant?

Effectiveness:

- What is the progress towards the TA outcomes? What are the main achievements and challenges?
- To what extent the needs of girls with disabilities and special educational needs have been addressed within the TA? What are the main barriers in availing equal opportunities for girls with disabilities and special educational needs? How can these barriers be overcome?
- To what extent non-discrimination and equity agenda is understood and adopted by different stakeholders?

Efficiency:

- To what extent the current structure (distribution of RAs, their roles and responsibilities) of the TA is efficient? What kind of other alternatives could be considered?

Aid effectiveness:

- How does the TA promote ownership, collaboration and mutual accountability between different stakeholders in inclusive education? What are the expectations/understandings of different stakeholders of the role and coverage of the TA regarding the expected results of GEQIP-E?
- How well is the TA integrated and aligned with the GEQIP-E implementation? How consistent and complementary is the TA with other GEQIP-E related TA supports financed by other DPs?

Sustainability:

- What measures have been taken/are planned in the MoE to ensure the sustainability of results achieved with the TA support? What prerequisites from government side need to be in place for the TA to be feasible?
- What are the major risks for sustaining the benefits of the TA? What might be the mitigation measures?

#### 5. Methodology

The reviewers are expected to propose the detailed evaluation methodology. The data in relation to the results framework is both quantitative and qualitative by nature. Quantitative data may be obtained from the MoE EMIS system but might require cross-checking from the REBs. The qualitative data production could include various methods, but should cover different levels of the education system, such as Federal MoE, REBs, woredas and IERCs, as well as various stakeholders. The reviewers are encouraged to use both programme and process approaches.<sup>25</sup>

The key background documents are listed in the end of this document.

#### 6. The evaluation process, schedule and reporting

Tentatively, the MTR should be carried out according to the following outline and schedule:

Phase	Activity & purpose	Outcome	Participants
<b>Start-up</b> 21 October, 2019	Start-up meeting (video conference): overall understanding on the Mid-Term Review	Recommendations for the MTR-team	MFA-Helsinki, Embassy, MTR team, MoE

<sup>25</sup> Patrinos, H.A. & Cross, J. (2012) *Generating Evidence in Education. Impact evaluations*. Building Evidence in Education working group. World Bank.  
[https://www.usaid.gov/sites/default/files/documents/1865/BE2\\_Guidance\\_Note\\_Generating\\_Evidence.pdf](https://www.usaid.gov/sites/default/files/documents/1865/BE2_Guidance_Note_Generating_Evidence.pdf)

<b>Inception</b> 15 November 25 November 29 November	Desk study, planning of the Review implementation Comments on the Inception report Revised Inception report for approval Preparation of preliminary programme for the field work; logistical arrangements	<b>Draft Inception report</b> By 15 November  Final Inception report	MTR team MFA, Embassy, TA team, Niras, MoE MFA, Embassy, MTR team MTR team, Embassy, TA team, MoE, CTA, Niras
<b>Field work in Ethiopia</b> 8-21 December	Briefing of the MTR team, data production and initial analysis, debriefing workshop	Debriefing meeting: Preliminary findings, triangulation of findings, clarifying perceptions, findings, observations	MFA-Helsinki, Embassy, MTR team, TA team, Niras, MoE; other stakeholders
<b>Reporting</b> December 2019 – January 2020 24 January, 2020 3 February, 2020 Mid-February 2020	Data analysis and report writing: final analysis of data; writing the draft Review report Comments on the Draft Report Revised and finalised MTR Report Dissemination of the MTR	Draft Mid-Term Review report for comments by <b>15 January 2020</b>  Final MTR Report	MTR team MFA, Embassy, TA team, Niras, MoE; other stakeholders MFA, Embassy, MTR team Embassy, MoE, TA team

## 7. Reporting

The MTR team is expected to produce and submit the following deliverables:

- Inception report (draft by 15 November 2019 and final inception report by 29 November 2019)
- Field mission between 8-21 December, 2019
- Presentation on the initial field findings by 20 December, 2019
- Draft final report (by 15 January, 2020)
- Final report (by 3 February, 2020)

Each deliverable is subjected to specific approval. The MTR team is able to move to the next phase only after receiving a written statement of acceptance by the MFA. The reporting schedule is included in the contract. A detailed work plan will be left to the Reviewers to propose.

## 8. Quality assurance

The tenderer is requested to propose and implement a quality assurance system for the MTR. The proposal must specify the quality assurance process, and methodology and tools as well as number adequate contributions of this for both the Inception report and Final report.

## 9. Expertise required

The Mid-Term Review team should consist of 2-3 international and national experts. One international expert shall be named as the Team Leader. The review team shall ensure solid experience and knowledge in the following fields:

- Programme evaluations and planning in the education sector.
- Project cycle management (PCM) and Results Based Management (RBM), and their application in programme design, monitoring and evaluation (M&E);
- Relevant education sector experience, including experience in and knowledge of inclusive education and/or special needs education, gender equity issues as well as experience from Ethiopia;
- Understanding of relevant cross cutting objectives: Promotion of human rights and gender equality, and non-discrimination.

## Annex 2 Inclusive Education Resource Centers established

No	Regional Education Bureau	Name of IERC	Address of IERC		Recommendation
			Zone/sub City	Wereda	
1	Harari	1.Shek Abubeker		Abadir	All IERCs are established in cluster schools of primary schools
		2.Suqul		Dire Teyara	
2	Tigray	1.Gerjele	Southern	Raya Alamata	
		2.Gijet	South- east	S/Samre	
		3.Quiha	Mekele City	Quiha	
		4.Arbaha Atsebiha	Central	Aksum	
		5.Adi Gebru	North-west	Asgede Tsimbila	
		6.Mieda Agame	Eastern	Adigrat	
		7.Wefri Selam	Southern	Maichew	
		8.Arena	South-east	Hintalo wederat	
		9.Hawzen	Western	Setit Humera	
		10.Megab	Eastern	Hawzen	
3.	Dire Dawa	1.Afeteyisa	Dire Dawa Town	Kebele 09	
		2.Melka Jebdu	Dire Dawa Town	Kebele 01	
4	Benishanigul	1.Dibati	Metekel	Dibati	
		2.Famapere	Asosa	Kurmuk	
		3. Kemashi No.1	Kemashi	Kemashi	
5	Addis Ababa city Administration	1.Abay	Nifas Silk Lafto Sub city		
		2.Akaki Mengist	Akaki Kality		
		3.Felege Yordanos	Kirkos Sub City		
		4.Yeka Abado	Yeka Sub City		
		5.Sefere Selam	Addis ketema		
6	Oromia	1.Negele	West Arsi	Negele	All IERCs are established in cluster schools of primary schools
		2. jiena	Arsi	Robie	
		3.Weyib	Bale	Agarfa	
		4.Bulbul	Borena	Bulbul	
		5.Arbamuda	Guji	Sorra	
		6.Torie	West Guji	Gelana	
		7.Girawa	East Hararge	Girawa	
		8.Hirna No.1	West Hararge	tulo	
		9. Seqela	Horo Guduru Welega	Horo Buluq	
		10.Kidus Gebriel	Illi ababora	Metu town Admin.	
		11.Ras Desta	Jimma	Agaro	
		12.Kolobo	Finfine Special zone	welmera	
		13.Babo Genbiel	Qelem welega	Babo Genbiel	
		14.Abiyot firie	North shewa	Fiche town Admin	
		15.Shenen	West shewa	Jibat	
		16.Limmu	East welega	Limmu	
		17.Jarso	West welega	Jarso	
		18.Dabo Temo	Buno Bedele	Dabo Hanna	
		19.Adama	Adama Town Admin.	Adama	

		20.Liben mecha	Ambo Town Admin.	Ambo	
		21.Dosha	Asella Town Admin.	Asella	
		22.Hibret	Jimma Town Admin.	Jimma	
		23.Biherawi	Shashemene Town	Shashemene	
		24.Burka Bekumsa	Nekemt Town Admin.	Nekemt	
		25.Robie	Robie Town Admn.	Robie	
7	SNNP	1.Kayisa	South Omo	S/Ari	
		2.Chencha	Gamo Gofa	Chencha Town Admin.	
		3.Selam Ber	Gamo Gofa	Kucha	
		4.Dissa	Dawro	Dissa	
		5.Waka	Dawro	Mareqa	
		6.Benewasie	welayita	Boloso Sorie	
		7.Bekenefa	Welayita	Sodo	
		8.Lenda	Hadiya	North Badawacho	
		9.Danssa Hafulie	Hadiya	Dunna	
		10.Duramie	Kambata Tembaro	Duramie Town Admin.	
		11.Gemesha	Kambata Tembaro	Kacha Bira	
		12.werabie	Siltie	Werabie Town Admin.	
		13.Liera	Siltie	West Azernet	
		14.Bu'e	Guragie	Soddo	
		15.Ensorro	Guragie	Mesqan	
		16.Sheta	Kaffa	Bonga Town Admin.	
		17.Qocha Wacha	Kaffa	Chena	
		18.Bachuma	Bench Maji	Minit Goldiya	
		19.Shewa Bench	Bench Maji	Shewa Bench	
		20.Tiepi	Shaka	Tiepi Town Admin.	
		21.Tabor	Hawassa City Admin.	Hawassa	
		22.Werjimeyisha	Basketo	Basketo	
		23.CHida	Konta	Konta	
		24.Guba	Halaba	Halaba	
		25.Saja Millennium	Yem	Yem	
		26.Segen	Segen	Segen Town Admin.	
		27.mejjo	Sidama	Aroresa	
		28.Chire Balo	Sidama	Chire	
		29.Wonago	Gedeo	Wonago	
		30.Bulie	Gedeo	Bulie	
8	Amhara	1.Abrhawetsibiha	East Gojjam	Enebse	
		2.Yeaduha	East Gojjam	Shebel	
		3.Cher Tekel	East Gojjam	Gozamn	
		4.Feres bet	West Gojjam	Dega Damot	
		5.Jawi	Awi	Jawi	
		6.Zigem	Awi	Zigem	
		7.Masha	South Wollo	Mekdela	
		8.Kolo Genet	South Wollo	Tenta	
		9.Wegen	Northern Gonder	Dabat	
		10.Qola Diba	Central Gonder	West Dembiya	

		11. Shehura	Central Gonder	Alefa	
		12. Wegeda	South Gonder	Simada	
		13. Tatek	South Gonder	Tach Gayint	
		14. Atse Fasil	Gonder	Gonder Town Admin.	
		15. Sefene Selam	Dessie Town Admin	Dessie	
		16. Yebetie	Oromiya	Jelie Timuga	
		17. Edget	North Shewa	Menz Gera	
9	Afar	Mohammed Humed yayo	One/Awsa	Ayisa'eta	
		Werer	Three/Gebiresu	Amibara	
10	Ethiopian Somalie	Ugaz Mohammud	Jerer	Degahabur Town Council	
		Seid Mohammed	Korahie	Kebridahar Town Council	
11	Gambella	Ras Gobena	Gambella Town Admin.	Gambella Town Admin.	
		Akashi	Mejang	Goderie	
<b>Total</b>			<b>100</b>		

## Annex 3 Documents consulted

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## Annex 4 Persons consulted

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## Annex 5 Evaluation Matrix

Annex 5 Evaluation Matrix														
	Evaluation question in the ToR	DETAILED MTR QUESTIONS	Indicators/ Progress markers	Document	INTERVIEWS					CASE STUDY				
					MOE	REB	CTA/RA	CSOs/DPs	IERC	Head teacher	Cluster schools	Teachers	students	PTA/ SMC
EQ 1 How does the Finnish technical assistance respond to MoE's needs and expectations in the implementation of the GEQIP-E programme at the Federal level and in the Regions?	1.1. What are the needs at Federal level and in the Regions by stakeholder group? (direct beneficiaries/ duty bearers)	<ul style="list-style-type: none"> <li>Mechanisms on how TA support needs were identified.</li> <li>Needs and capacity gaps.</li> <li>Connectedness of the TA with the needs and capacity gaps.</li> </ul>	√	√	√	√	√						√	
	1.2. Do all the stakeholders have same understanding/ expectations of the role and coverage of the TA regarding the expected results of GEQIP-E?	<ul style="list-style-type: none"> <li>Perceptions of stakeholders on the role of TA.</li> <li>Perceptions of stakeholders on the appropriate coverage / deployment of TA.</li> </ul>		√	√	√	√	√						
	1.3. How is the TA integrated and aligned with the GEQIP-E planning, implementation and monitoring? How is TA aligned with the IE/SNE Strategic documents?	<ul style="list-style-type: none"> <li>TA links with GEQIP-E (planning, implementation, monitoring) and guiding policy documents</li> </ul>	√	√	√	√	√							
	1.5. How regional differences have been taken into account in the TA support and overall, in IE development?	<ul style="list-style-type: none"> <li>Regional differences in planning, implementation and monitoring of TA support.</li> </ul>	√	√	√	√	√	√						
	EQ 2 How does the TA respond to the needs and priorities	2.1. To what extent the TA responds to the needs and priorities of the final beneficiaries.	<ul style="list-style-type: none"> <li>Responsiveness to the needs of children / students with disabilities</li> </ul>		√	√	√	√	√	√	√	√	√	

	of the final beneficiaries?	2.2. How are the needs of girls with disabilities addressed?	<ul style="list-style-type: none"> <li>Main barriers in availing equal opportunities for girls with disabilities and special educational needs.</li> <li>Measures to address the barriers.</li> </ul>		√	√	√	√	√	√	√	√	√	√	
	EQ 3 Is the Results Framework still relevant?	3.1. Is the RF relevant to assess and monitor the performance of TA?	<ul style="list-style-type: none"> <li>Relevance of the results, indicators and internal logic of TA in the QEGIP-context.</li> <li>Use of RF in monitoring.</li> <li>Technical Assistance role in achieving DLIs</li> </ul>	√	√		√								
<b>EFFECTIVENESS</b>															
<b>EFFECTIVENESS</b>	EQ 4 What is the progress towards the TA outcomes? What are the main achievements and challenges?	4.1. What contribution did the TA do with regards to the three outcomes. (i) strengthened support systems, (ii) capacities and (iii) evidence base/ planning, policy formulation and management.	<ul style="list-style-type: none"> <li>concrete examples on results and how the TA has contributed to i -iii</li> <li>(Self)assessment of the achievements</li> </ul>	√	√	√									
		4.2. What have been the supportive and hindering factors? Are there significant differences between regions and if yes why?	<ul style="list-style-type: none"> <li>supportive and hindering factors?</li> <li>differences between regions</li> </ul>	√	√	√									
	EQ 5 How does the TA support the implementation of GEQIP-E?	5.1. How has the TA contributed to the achievement of results of GEQIP-E? Please provide concrete examples.	<ul style="list-style-type: none"> <li>Examples of TA contribution to the achievement of results of GEQIP-E (e.g. Alignment of regional plans with the GEQIP-E)</li> </ul>	√	√	√	√	√							

			<ul style="list-style-type: none"> <li>Alignment of the TA planning cycle with GEQIP-E.</li> </ul>											
EQ 6 To what extent the needs of girls with disabilities and special educational needs have been addressed within the TA?	6.1.How has gender and particularly girls with disabilities and/or special educational needs addressed in the TA support and with what results?	<ul style="list-style-type: none"> <li>Evidence of TA support targeted specifically to enhance education and learning opportunities of girls with disabilities and special educational needs.</li> <li>The extent the TA support is addressing main barriers for equal participation of girls with disabilities.</li> </ul>	√	√	√	√		√		√	√	√		
EQ 7 How do experts in the MoE and stakeholders respond to the technical assistance given?	7.1.How receptive is the MOE to TA? Is your expertise well utilized? If not, why?	<ul style="list-style-type: none"> <li>TA and their relationship with all levels of the beneficiaries</li> </ul>		√	√	√								
	7.2. Added value of Finnish supported TA?	<ul style="list-style-type: none"> <li>Perceptions of stakeholders</li> </ul>		√	√	√								√
EQ 8 To what extent non- discrimination and equity agenda is understood and adopted by different stakeholders?	8.1.What is your definition for non-discrimination and equity in education? How is it applied? What are the main challenges?	<ul style="list-style-type: none"> <li>definition / perceptions for non-discrimination and equity in education</li> </ul>	√	√	√	√	√	√		√	√	√	√	
<b>EFFICIENCY</b>														

	<p><b>EQ 9</b> To what extent is the current structure (distribution of RAs, their roles and responsibilities) of the TA efficient? What kind of other alternatives could be considered?</p>	<p>9.1. Is the current TA an efficient way of supporting the MOE in the implementation of its plans, particularly with regards to the establishment of IERCs and in relation to the three objectives set for the TA support?</p>	<ul style="list-style-type: none"> <li>• Correspondence with the tasks and responsibilities of CTA and RAs with regards to defined results and expectation.</li> <li>• Perceptions on the efficiency of the use of the TA</li> <li>• Cooperation and coordination</li> </ul>	√	√	√	√	√	√					
		<p>9.2. What are the pros and cons of TA support as a modality to achieve the GEQIP-E targets</p>	<ul style="list-style-type: none"> <li>• Pros and cons</li> </ul>		√	√	√	√	√					
		<p>9.3. Would there be alternative means to achieve the same results?</p>	<ul style="list-style-type: none"> <li>• Alternatives</li> </ul>		√	√	√	√	√					
		<p>9.10. Are the resources used efficiently?</p>	<ul style="list-style-type: none"> <li>• Perceptions of stakeholders on the efficiency of the use of TA</li> <li>• Role and support from the Consulting Company.</li> </ul>		√	√	√	√	√					
<p><b>AID EFFECTIVENESS26</b></p>														

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- **Ownership:** Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.
  - **Alignment:** Donor countries align behind these objectives and use local systems.
  - **Harmonisation:** Donor countries coordinate, simplify procedures and share information to avoid duplication.
  - **Results:** Developing countries and donors shift focus to development results and results get measured.
  - **Mutual accountability:** Donors and partners are accountable for development results.

AID EFFECTIVENESS	EQ 10 How consistent and complementary is the TA with other GEQIP-E related TA supports financed by other DPs?	10.1. What are the advantages and disadvantages for administering TA independently?	<ul style="list-style-type: none"> <li>Added value of TA</li> <li>Integration into and alignment with Ethiopian systems and development plans</li> <li>Advantages disadvantages</li> </ul>	√	√	√	√	√	√					
		10.6. To what extent are the reporting mechanisms and RF aligned with the GEQIP-E and national systems	<ul style="list-style-type: none"> <li>Reporting mechanisms</li> <li>Information dissemination and communication</li> </ul>		√	√	√	√						
	Sustainability		<ul style="list-style-type: none"> <li></li> </ul>											
SUSTAINABILITY	EQ 11 How does the TA promote ownership, collaboration and mutual accountability between different stakeholders in inclusive education?	11.1. What has the TA done to promote ownership, collaboration and mutual accountability between different stakeholders in inclusive education? How does the TA generate and support ownership?	<ul style="list-style-type: none"> <li>Evidence on activities which promote ownership (e.g. REBs participation in planning; awareness at regional and woreda levels )</li> <li>Level of ownership of IE in general and TA support at Federal, Regional, Woreda, school and community level</li> </ul>		√	√	√	√	√	√				
	EQ 12 What measures have been taken/are planned in the MoE to ensure the sustainability of results achieved with the TA support?	12.1. What should the remaining period of TA support and the possible continuation focus on in order to produce sustainable results?.	<ul style="list-style-type: none"> <li>Sustainability measures in place/ planned. (e.g. in-service teacher training and the ECD component consider disability issues )</li> <li>Focus of the remaining period/ continuation</li> </ul>		√	√	√	√	√	√				
	EQ 14 What prerequisites from government side need to be in place for the TA to be feasible?	14.1. What are the major risks for sustaining the benefits of the TA? What might be the mitigation measures?	<ul style="list-style-type: none"> <li>Identified risks and their mitigation measures</li> </ul>		√	√	√	√	√	√				

		<b>14.2. What are the main actions needed to ensure realization of IE in Ethiopia in a meaningful and sustainable way?</b>			√	√	√	√	√	√	√	√	√	√
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