



HOW MUCH IS A GOOD TEACHER WORTH?

A REPORT ON THE
MOTIVATION AND MORALE
OF TEACHERS IN ETHIOPIA



WELCOME TO VSO

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VSO has education programmes in 18 countries in Africa, Asia, the Pacific and the Caribbean. Volunteers support improvements in education by working in teacher training colleges and with groups of schools on developing teaching methods. They also work within the mainstream education system to overcome the barriers facing marginalised groups, for example, by improving the provision of inclusive education, as well as with local government offices and ministries of education in areas such as assessment, strategic planning, national curriculum development, monitoring and evaluation and national quality standards.

VSO undertakes national-level advocacy research through its Valuing Teachers campaign (see inside back cover for more details). It is also an active member of the Global Campaign for Education (GCE), an international coalition of civil society organisations and education unions that mobilises the public to pressure governments to provide the free education for all children they promised to deliver in 2000. For more information, visit: www.vsointernational.org

VSO ETHIOPIA

'Sharing skills, changing lives' is the way that VSO describes its work. When two people interact, both people are changed by the process. For every international volunteer that has come to Ethiopia, there has been an impact on countless colleagues, friends and neighbours. These international volunteers have also had their lives changed irrevocably by the experience of living and working in Ethiopia.

Ato Kifle GebreKirstos, Dean of Abi Addiy College of Teacher Education in Tigray, describes VSO's work: "I appreciate the commitment of the volunteers. They are not just here for money and I value the commitment of the people. They are very disciplined and dedicated".

Orla McCarthy, a VSO volunteer from Ireland working at Dessie College of Teacher Education, describes the high points of her experience as: "...times when teachers have made some extraordinary effort and shown huge commitment to changing. For example, after we gave the first training courses in rural areas, teachers started coming to visit the model classroom in the college and hundreds of teachers walked miles to come and see the model classroom. It kind of humbles you that these people are really so truly committed to education".

VSO has been working in the field of education in Ethiopia since 1996. In the future, we are planning to carry out similar work to build human resources for health. VSO Ethiopia is proud to be regarded as a major partner by the Ministry of Education. It is regularly included at the design as well as delivery stages of education policy and implementation. This report is intended to motivate more work together towards improving education in Ethiopia.

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It has been a great privilege to visit schools, colleges, universities and educational institutions within Ethiopia, and to meet so many dedicated professionals. Hundreds of teachers and other education workers have given their time generously and displayed great patience in answering questions.

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ACRONYMS AND ABBREVIATIONS

AIDS	Acquired immunodeficiency syndrome
CTE	College of Teacher Education
DFID	Department for International Development (UK government)
EFA	Education for All
ETA	Ethiopian Teachers' Association
ESDP	Education Sector Development Plan
GDP	Gross domestic product
GEQIP	General Education Quality Improvement Programme
HIV	Human immunodeficiency virus
ILO	International Labour Organization
JRM	Joint Review Mission
LAMP	Leadership and Management Programme
MoFED	Ministry of Finance and Economic Development
MoH	Ministry of Health
NGO	Non-governmental organisation
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
REB	Regional Education Bureau
TDP	Teacher Development Programme
TLMs	Teaching and learning materials
TEI	Teacher Education Institute
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VSO	Voluntary Service Overseas



EXECUTIVE SUMMARY

THE PURPOSE OF THE REPORT

Teachers are integral to the success of an education system; they are the gatekeepers of knowledge and learning and, as such, have a huge impact not only on individuals and their aspirations but also on national development. This fundamental importance of teachers has set the background for this report and the subsequent recommendations made.

VSO works through international volunteers in 42 countries. It has conducted Valuing Teachers research in 12 other countries.¹ Research-based advocacy has proved to be a useful tool in promoting teachers' representation and achieving government and international donor commitment to achieve higher status and rewards for the profession. VSO Ethiopia has been working in the education sector since 1997 with the overall goal of improving the quality of educational provision.

The research links to VSO Ethiopia's education sector Programme Area Plan (PAP), which aims to: **'...support...the decentralisation process, in order to improve the quality of and accessibility to education to enable practical skills for attaining sustainable development within Ethiopia'**.² It is hoped that this research will inform VSO Ethiopia's partnerships with all education stakeholders in the country and provide them with recommendations for collaborative work.

How Much is a Good Teacher Worth? therefore seeks to provide evidence to policy-makers about what needs to be done to increase teacher morale in Ethiopia. It aims to complement other research by focusing on the perceptions of teachers. The objectives of the research within Ethiopia were:

- to find out from teachers what are the factors that increase their motivation and help them to do a good job, and to find out what factors have a negative effect
- to obtain teachers' views on what improvements could be made to improve teacher morale
- to consult with teacher trainers, trainee teachers and other stakeholders to find out their views on teaching and seek their recommendations for improvement
- to analyse current educational policy and practice in order to make recommendations that take into account government initiatives and priorities.

OVERVIEW

The report consists of six sections. After the general introduction about the research itself, Section 2 discusses the issues and factors that influence the motivation and morale of teachers in Ethiopia. Section 3 outlines the context in which the education system exists, its structure, financing, indicators and teacher supply and demand. Section 4 covers the issues that teachers and stakeholders raised in relation to teacher motivation and morale in Ethiopia. The current policy context is outlined and the reality, as teachers and stakeholders see it, is discussed.

Issues that teachers reported as having an effect on their morale and motivation included:

- terms and conditions: salary, benefits and accommodation
- status and value
- management and support
- allocation, transfer and career structure
- teachers' voice and unions
- school environment: teaching and learning materials, class size and facilities.

In addition, other stakeholders noted conditions around recruitment and attrition as areas of concern. Section 5 goes on to outline the conclusions of the research and, finally, Section 6 explores each of the themes and makes tailored recommendations, drawn from teachers and education managers, to 11 different categories of education stakeholders.

1. Valuing Teachers research has been undertaken in Cambodia, The Gambia, Guyana, Malawi, The Maldives, Mozambique, Nepal, Nigeria, Pakistan, Papua New Guinea, Rwanda and Zambia
2. VSO Education Programme Area Plan 2004-2009, 2008, VSO Ethiopia, page 1

THE FINDINGS OF THE RESEARCH

Where teachers are highly motivated, this can translate into good performance and improve the quality of education delivered to students. The research found many teachers who spoke positively about their profession and actively engaged with the wider issues surrounding the quality of educational provision in Ethiopia. The issues raised by the research were numerous, but the most significant and most often-mentioned causes of demotivation and low morale were:

- inadequate salaries
- low respect for and low status of teachers
- poor management and leadership.

These issues have a significant impact on classroom performance, that is, teachers' ability to deliver good quality education, as well as on levels of teacher retention. The issues raised can be arranged into the following themes:

- **Terms and conditions:** inadequate salaries and maternity benefit; limited access to adequate accommodation; varied application of sick leave policy; teacher absenteeism; absence of uniform incentives; limited access to training and workshops; lack of safety of female teachers
- **Status and value:** poor societal view and treatment of teachers; lack of respect from students; negative view of teaching from family, friends, community and government
- **Management and support:** weak relationship between teachers and directors; authoritarian system and top-down approaches from Woreda (local bodies that look after education in small regional areas); Regional Education Bureaux (REB) are too distant and they offer minimal support
- **Allocation, transfer and career structure:** allocation to rural schools isolates young teachers as deployment procedures mean that young, newly qualified teachers are placed in less desirable areas such as rural or remote schools and newly qualified young women teachers are at risk in areas away from home; few experienced qualified staff in rural schools (likely to be those with the lowest literacy and highest levels of deprivation); directors have no control over who is sent to them; difficulty of transferring from one school/Woreda to another; ad hoc progression up the career ladder and system of promotions (selection is not merit based and traditional roles of women influence work)
- **Teachers' voice and unions:** desire to influence decision-making at national level and policy decisions not being realised; frequent policy changes; desire for increased access to decision-makers and to improve dialogue between the Ethiopian Teachers' Association (ETA) and government and between the ETA and teachers
- **School environment:** teaching and learning materials (TLMs), class size and facilities: inadequate supply of TLMs and limited display materials; syllabus assumes access to TLMs; frequent revisions to curriculum and use of many languages – slow textbook development; allocated funds don't reach schools; large class sizes; restricted space and few physical resources: classrooms, labs, toilets etc; few and under-resourced libraries; poor provision of water and sanitation; lack of security for school site and for female teachers
- **Other:** recruitment and attrition problems; lack of individual choice when determining who becomes a teacher (since teacher trainee selection is centrally managed by the government). Lower grades are needed to get onto a teacher training course, which means that the students with the lowest grades are selected for teacher training, thus affecting the quality of teachers. The fact that they are compelled to enter teaching because of their low grades also leads to a built-in desire to leave teaching. The difficulty to upgrade qualifications and the gap between policy and the reality of providing in-service training also restricts the ability of teachers to progress through the pay grades.

CONCLUSIONS

While the government has committed a substantial budget to education, this has not been translated into adequate salaries for teachers, and this is reflected in the frequency with which salaries were mentioned as affecting teachers' motivation and morale. It is an area that must be addressed under the current strategy of the Ethiopian government to improve the quality of education, as teachers are the main means of doing so. Ethiopia's educational context sees teachers now placed under ever increasing pressure to deliver on the government's ambitious educational goals and the Millennium Development Goals (MDGs); if they are going to achieve them, they need to feel motivated. In a climate of increasing inflation in the economy and increasing enrolment in education, teachers need to see that their work is valued. There should be no need for teachers to leave the profession because they cannot support their families or progress further in their careers. In addition, the manner in which students train to be teachers is changing in 2010. After graduating from university, students will choose whether or not to take an additional year of study to train to be a teacher. The question is, in a system that is already suffering from low motivation and morale, how to encourage new recruits into the profession? What is needed now is consistent commitment by all sectors and at all levels of the education system.

While salary is the most important issue that the research has identified, there are many indirect ways to influence salary and the other issues are all closely related with the overall working conditions. Directly raising salaries may well be a challenging goal, but motivating factors like accommodation and transport are less difficult to address. The report also highlights that with improved cooperation and collaboration between all stakeholders, many of the issues that teachers face can be influenced positively.

RECOMMENDATIONS

In order to address causes of dissatisfaction and low morale, recommendations have been made to all relevant stakeholders:

- Ministry of Education
- Regional Education Bureaux
- Woreda/sub-city/Kebele (an area equivalent to a postal code district)
- directors
- teachers
- students
- Ethiopian Teachers' Association
- media organisations
- community-based organisations
- non-governmental organisations (NGOs) and donors
- teacher education institutes.

RECOMMENDATIONS TO THE MINISTRY OF EDUCATION

TERMS AND CONDITIONS

- Ensure salaries of education staff are linked to the cost of living and increase them in line with inflation, and ensure that there are clear salary scales of which all education staff are aware.
- Prioritise the building of accommodation for teachers and work with the relevant agencies/institutions to make this happen; build new schools with accommodation.
- Develop a programme of non-salary incentives for teachers (for example, transport incentives for teachers in rural areas, merit-based promotion, placing teachers nearer their homes and more continuing professional development (CPD) opportunities) and ensure there is a uniformity of incentives. Additionally, participate at national level in providing accessories/utilities, for example, bulk buy bicycles, housing, insurance etc.
- Establish a system to monitor and evaluate whether rules, regulations and systems are being implemented fairly and transparently.
- Devise clear and transparent guidelines/principles on how to upgrade teachers and for the allocation or transfer of teachers to schools and Woredas.
- Develop and implement consistent performance evaluation, recruitment, selection and career structure guidelines and monitor the application of them.
- Develop a Teachers' Code (similar to the rest of the civil service where the budget for their salary follows the individual and not the place they work in), making it easier for movement within the education system and reducing the detrimental effect on school budgets.

MANAGEMENT

- Identify good educational leaders and ensure that they are rewarded for their work. This will act as an incentive to remain in post and not move to other positions.
- Clearly define the roles and responsibilities at each level of the education system (from Ministry of Education to school level) to clarify the boundary between the federal level and regional autonomy.
- Ensure the Teacher Development Programme is used correctly and well, and monitor and evaluate its implementation.

PARTICIPATION

- Expand teachers' participation in policy, research, curriculum and textbook preparation through workshops and forums.
- Promote open discussion and sharing of good experiences between regions and also collect feedback from teachers, especially on the problems and issues they face.
- Develop a Memorandum of Understanding between the Ministry of Education and the Ethiopian Teachers' Association, with the agreement signed by both parties to clarify the respective roles.
- Encourage different levels of the education system to work collaboratively and identify good practice on a regional level to share.

RECOMMENDATIONS TO REGIONAL EDUCATION BUREAUX

- Create a focus group forum to channel teachers' issues up to policy level.
- Ensure educational leaders (all appropriate levels) are appointed on a competency basis and are monitored along guidelines in post, providing training where necessary.
- Develop and encourage cluster-based supervision.
- Manage the deployment of teachers in a transparent way, using clear and fair guidelines and ensuring the safety of female teachers, and give school directors more control over the hiring of staff.
- Ensure that the teachers' guides, syllabus and curriculum materials are printed and distributed in enough quantity and in time for schools to use them.
- Provide clear information to schools and teachers on the benefits they are entitled to and monitor and evaluate how the benefits are applied.
- Provide training for all directors on a consistent basis, monitor where training has been given (for example, which directors have received Leadership and Management Programme (LAMP) training) and regularly evaluate whether the learning from the training is being implemented in schools.
- Ensure that transfer between regions is based on merit and is transparent, and ensure that guidelines on transfer are followed.

RECOMMENDATIONS TO WOREDAS/SUB-CITIES/KEBELES

- Create a central pool of cover teachers that can be deployed to schools to cover maternity leave and sickness, reducing the burden on the remaining teachers and giving greater flexibility to female teachers to be able to choose when to take their maternity leave.
- Hold regular workshops and meetings to gain teachers' opinions on policy and as a method of dissemination, as well as a way of involving teachers in decision-making processes.
- Manage the deployment of teachers to schools in a transparent way, ensuring the deployment guidelines are followed and teachers are aware of their transfer rights.
- Facilitate awareness-raising in local communities on how they can work with schools/teachers to improve the teaching and learning environment.
- Help facilitate free access to land for accommodation.
- Encourage cluster-based supervision and experience sharing, both within a cluster and from other clusters.
- Allocate sufficient budget to upgrade school libraries, laboratories, classrooms, water, sanitation, toilets and other facilities.
- Work on Kebele capacity-building and ensure that Kebele leaders have experience in education.
- Ensure adequate budgets are allocated for teacher upgrading and that the selection procedure is fair and transparent.
- Appoint qualified and capable education leaders (all appropriate levels).
- Mobilise communities to build housing for teachers constructed near schools.

RECOMMENDATIONS TO DIRECTORS

- Encourage dialogue between the community and teachers and foster closer links through increasing participation, for example, school open days.
- Set up a cluster of schools that can share learning and generate local solutions to problems (such as teacher absence).
- Encourage democratic leadership and participation, and encourage student and teacher voice through student/teacher councils.
- Conduct teacher performance appraisals in relation to improving teaching and learning using a clear and transparent process; ensure fairness in application – to all members of staff.
- Incorporate salary upgrades into budgetary planning.
- Ensure a fair and transparent system of selection for workshops/training and upgrading is used.
- Demonstrate accountability and responsibility for the teaching and learning in your school by implementing systems that allow for two-way feedback.
- Facilitate the conditions for meaningful teacher training in schools by working with teacher education institutes.

RECOMMENDATIONS TO TEACHERS

- Promote openness to change and commitment to learning, taking responsibility for your profession and being committed to strengthening it.
- Encourage student participation and voice at classroom and school level, and ensure that students know their rights and obligations.
- Encourage the community to participate and help in school life.
- Conduct regular discussions to understand clearly the context you are in and to develop solutions for problems you are facing at a school/local level.
- Be proactive in participating in the education system, for example, indicate needs through petitions, participate in local teachers' associations, work cooperatively with the school management to help affect change.

RECOMMENDATIONS TO STUDENTS

- Work with teachers to improve the teaching and learning process through dialogue, student councils, sharing the experience of learning with teachers and promote student peer support.
- Work with schools, teachers and local community to alleviate problems facing schools.

RECOMMENDATIONS TO THE ETHIOPIAN TEACHERS' ASSOCIATION

- Develop a Memorandum of Understanding between the Ethiopian Teachers' Association and Ministry of Education to clarify roles.
- Hold an annual teacher-government forum to encourage dialogue at different levels, from Woreda to federal, to seek local solutions.
- Negotiate cheaper rates with insurance companies and banks for teachers (for example, for housing, health, loans etc).
- Work with all levels of the education system to secure benefits for teachers and with the preparation of guidelines for teachers.
- Run an awareness-raising campaign of issues that teachers and schools face.
- Build the confidence of the ETA's members and prospective members: the ETA stands for teachers and the improvement of the education system as a whole.
- Increase ownership of issues that teachers face by strengthening ETA grassroots-level offices in order to capture adequate information that is free from biases and lobby on teachers' behalf.
- Influence the process for the revision of the career structure and negotiate/participate in wider policy development.
- Follow-up on the report submitted to Civil Service Agency in regard to raising teacher salaries and continue to lobby the government.
- Work with education stakeholders (both national and international) to bring together the work being done in the arena of teacher motivation and advocate on teachers' behalf.

RECOMMENDATIONS TO MEDIA ORGANISATIONS

- Initiate media programmes to promote teachers' profession, status, rights and roles through publishing positive stories and articles, conduct panel discussions on teachers' issues and promote the profession.
- Help share best practice through role model articles and raise awareness on the importance of the teaching profession for society.

RECOMMENDATIONS TO COMMUNITY-BASED ORGANISATIONS

- Mobilise resources for schools, for example, housing and classrooms, by providing labour, funds and materials.
- Provide community care for children of teachers affected by HIV and AIDS.
- Create an enabling environment for quality teaching and learning that ensures the safety of students and teachers, promoting positive cultural values and respect of others.
- Encourage community participation in schools to strengthen links between leadership, staff and students and share skills and experience.

RECOMMENDATIONS TO NGOS/DONORS

- Support the education system through training in cluster-based supervision and in innovative ways and structures, such as teacher development.
- Undertake research on working conditions, psychological conditions, job satisfaction and policy environment.
- Advocate on teachers' behalf and support the need for more funding for libraries and resources.
- Be involved at Teacher Development Programme level through community outreach programmes, monitoring the impact of the General Education Quality Improvement Programme (GEQIP).
- Work in areas where teachers and their families are marginalised, for example, HIV and AIDS, disability, gender and minority discrimination.

RECOMMENDATIONS TO TEACHER EDUCATION INSTITUTES

- Introduce the Teacher Development Programme package fairly and transparently alongside other education programmes and increase awareness and understanding of the General Education Quality Improvement Programme (GEQIP) and Ministry of Education plans during pre-service training to trainee teachers.
- Align teacher training programmes in the light of the *How Much is a Good Teacher Worth?* research to increase the professional competency of trainee teachers.
- Address issues concerning the quality of recruits to the profession through early intervention at preparatory school, for example, study skills for female students.
- Disseminate information regarding teaching and learning issues to schools and the community.

1 INTRODUCTION

Ethiopia has made remarkable achievements in education over the past decade and the government has made an enormous budgetary commitment to education. However, despite this, the last three years of National Learning Assessments results show that educational attainment at grades 4 and 8 has declined year on year. It is against this backdrop that VSO Ethiopia has undertaken research to understand what affects teachers' motivation and morale and to understand how the country could improve the teaching and learning process to impact positively on the quality of education.

The government of Ethiopia launched the national Education and Training Policy in 1994. In order to implement this policy, an Education Sector Strategy was designed in 1994/5. The general objective of this policy was to:

"...produce skilled man power with the necessary quality and quantity to meet the national socio economic development requirement, to bring up citizens who understand, respect and defend the constitution, a citizen who respects democratic values and human rights moreover with good work culture and ethics".³

To achieve this, the government of Ethiopia launched a 20-year education sector plan. The Education Sector Development Plan (ESDP) is now in its third phase (2005/6–2009/10). Its main goal is to **"improve educational quality, equity, and relevance with special emphasis on primary education for all by 2015"**.⁴ It is in line with the Millennium Development Goals and each phase is adjusted before implementation, depending on the successes and failures of the previous phase. The specific objectives of ESDP III are to: **"ensure education and training relevance; lower education inefficiency; prevent HIV/AIDS, increase the participation in education and training and insure equity; and, increase the participation of stakeholders"**.⁵

Valuing Teachers is an advocacy research initiative that seeks to identify and analyse the factors that affect teachers' motivation and morale. Previous research has shown that morale is influenced not only by remuneration and incentives, but also by workload, workplace conditions, status in the community and professional support.

1.1 SCOPE OF THE RESEARCH

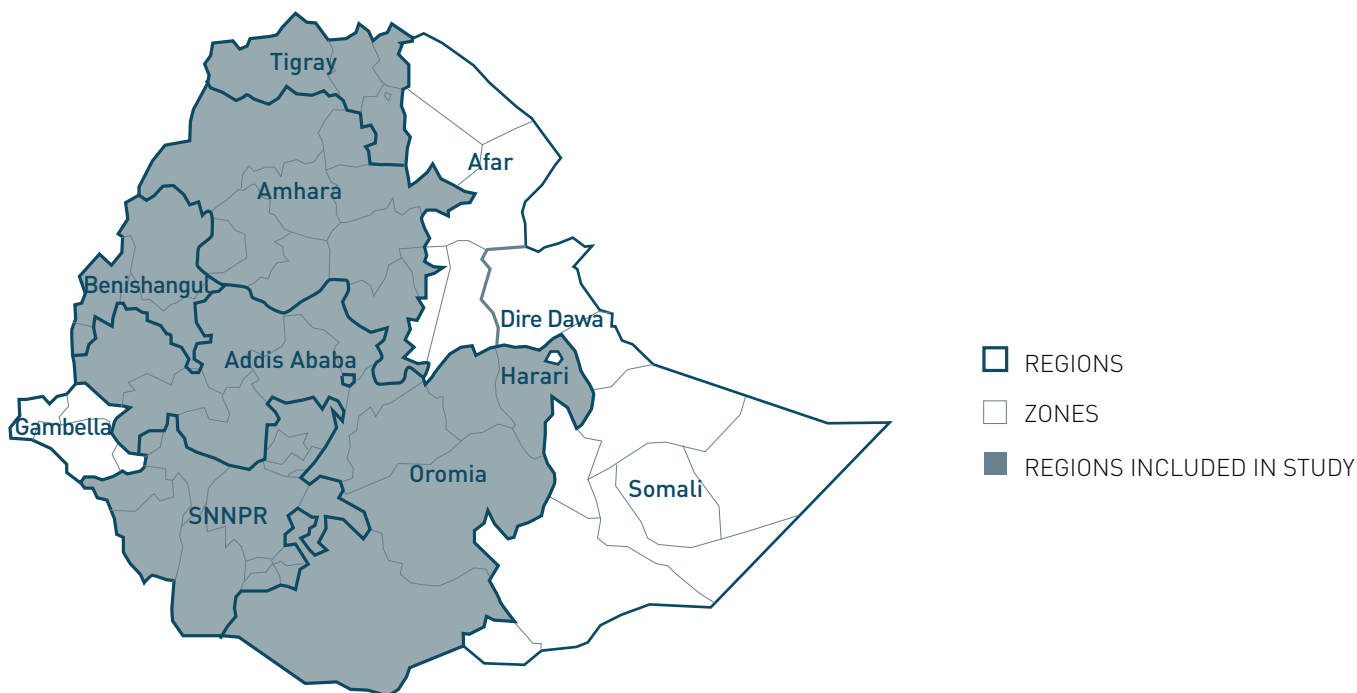
The research focuses on issues facing teachers in government-funded primary and secondary formal schools. Issues affecting higher and adult education and non-formal education are beyond the scope of this report. Due to the size of the country and its teaching force, this research provides an illustrative rather than statistically valid picture of teacher morale in Ethiopia. However, a strongly consistent pattern in what teachers said emerged regardless of where they lived or the level at which they taught.

1.2 RESEARCH METHODOLOGY

Six regions in Ethiopia were selected in which to carry out the research. These were chosen on the basis of security and being representative of Ethiopia in terms of accessibility, including urban, rural and remote areas. The map and table on the next page show the regions selected for the study:

3. *Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty (2005/06–2009/10)* 2006, MoFED, page 108
4. *Ibid*, page 109
5. *Ibid*, page 109

Figure 1: Map of Ethiopia and regional descriptions



REGIONS IN THE STUDY:
Tigray: predominately monoethnic with one large urban centre, the rest rural and remote
Amhara: predominately monoethnic with a few urban areas, the rest rural and remote
Benishangul-Gumuz: farming-based communities with no large urban area; a few different ethnic groups
SNNPR: the most ethnically diverse region in Ethiopia with one large urban area and a few middle-sized urban areas
Oromia: the largest region; a mix of ethnic groups, mainly Oromo, with many small- to medium-sized urban areas
Addis Ababa: an administrative region in its own right surrounded by Oromia; the largest urban centre in Ethiopia with a diverse population

How Much is a Good Teacher Worth? focuses on qualitative data and gathers views through semi-structured interviews, focus groups and questionnaires. During the research, 66 teachers (59 female and seven male) participated in focus groups. Three hundred and fifteen teachers completed questionnaires (Appendix 2), which gave coverage from 250 schools:

Table 1: Teacher questionnaires: Gender and sector breakdown

Female primary	Male primary	Female secondary	Male secondary	Total
70	109	30	106	315

Contextual information was gathered from teachers, school directors, college lecturers and trainee teachers (Appendix 1, 2 & 3). A total of 25 school directors were interviewed, of whom four were women (Appendix 3). Other stakeholders were consulted, including supervisors, zonal officials (both at Woreda and Regional Education Bureaux level) and representatives of the Ethiopian Teachers’ Association. An advisory group on which teachers were represented helped to guide the research and validate preliminary findings. A stakeholders’ meeting allowed findings and recommendations to be debated. One year passed between the initial data being gathered and this document being updated. In order to validate the original findings, a second

round of three focus groups with 34 (20 female, 14 male) teachers were held in Addis, Gonder and Gilgel Beles (for a full list of the educational bodies and institutions consulted see Appendix 5), bringing the total number of teachers consulted in focus groups to 100, and the total number of teachers consulted via focus groups and questionnaires to 415.

Desk research was also undertaken and one recent report in particular has been widely drawn on: the CfBT Education Trust report, *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*. This report discussed motivational issues with over 1,000 teachers and its findings were remarkably similar to the top-three issues identified by the Valuing Teachers research:

“Teachers spoke most often about the following: (i) their perception that there was a lack of respect for them at all levels – the students, the community and the administration; (ii) Governance and poor administration, especially at the Woreda level; (iii) grievances about salary, both in terms of the salary scales and the extent to which these were not implemented correctly or efficiently”.⁶

1.3 PRACTICAL CHALLENGES

While every effort has been made to ensure that meaning has not been lost in the translation from English to Amharic and the subsequent translation back, it is inevitable that subtle meanings may be lost. To add further complication, each region has its own language (Amharic, Afan Oromo, Tigrinya, and a variety in Beneshangul-Gumuz and SNNPR), and teachers in primary schools are generally local inhabitants, but in secondary schools this is not necessarily the case, so Amharic is the common language.

Regions also vary enormously in educational provision and in the interpretation and application of national educational aims at a regional and local level. The remoteness of some regions affected the data collection. In addition, the data used in desk research did not always correlate with each other. Where this is the case, any significant differences between sources of data are highlighted.

6. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 42



2 TEACHER MOTIVATION IN ETHIOPIA

Many teachers identified positive reasons for entering education; they felt their role was important and enjoyed teaching and seeing children develop. There was also an extremely strong response about the positive aspects of teaching: passing on knowledge, simply for the enjoyment of teaching students and also for the opportunities it gave individuals for self-development. Many of the female respondents mentioned that they enjoyed being a 'role model' both for children and society. The second round of focus groups expressed why they enjoyed teaching and the most common reasons given were:

- seeing and helping students achieve
- being able to improve self-knowledge
- creating productive citizens to help the development of Ethiopia.

However, much of the research done in this area highlights the fact that, for the majority of teachers, the teaching profession was not their first choice of career. This has massive implications for the quality of educational provision in the classroom in Ethiopia. This is compounded by the fact that, at present, students are directed into particular areas of study by the education system; there is no choice (except for the top scorers) about what one will study or where. The Grade Point Average (GPA) attained at the end of high school determines what subject the student will study at university and they are placed via a central system to a particular university. The university administration places students into departments and the departments allocate so many students to each degree course. The GPA required for entering the education faculty is traditionally lower than other faculties, which does little to help raise the quality of teachers, their self-confidence or societal views of them. This system will change in 2010, as individuals will be able to decide whether or not to pursue an extra year of teacher education (for secondary school teachers this counts as the first year of teaching in both salary and career ladder terms). But questions still exist about how and why these undergraduates will be attracted to the profession in its current state.

What is it like to be a teacher in Ethiopia? A virtually unanimous view among those surveyed reveals a profession that feels undervalued, in terms of status and financially. Many teachers find that there is little respect for their role in society; they also find the conditions they work in compromise the effectiveness of their work. Large numbers of teachers did not feel motivated and the majority (60 per cent) would move to another profession if this option were available to them. A typical comment was: **"People don't see teaching as a good job because of the miserable life conditions in which teachers and their families are found"** (male secondary teacher, Amhara).

Figure 2: Issues identified by second-round focus group discussions

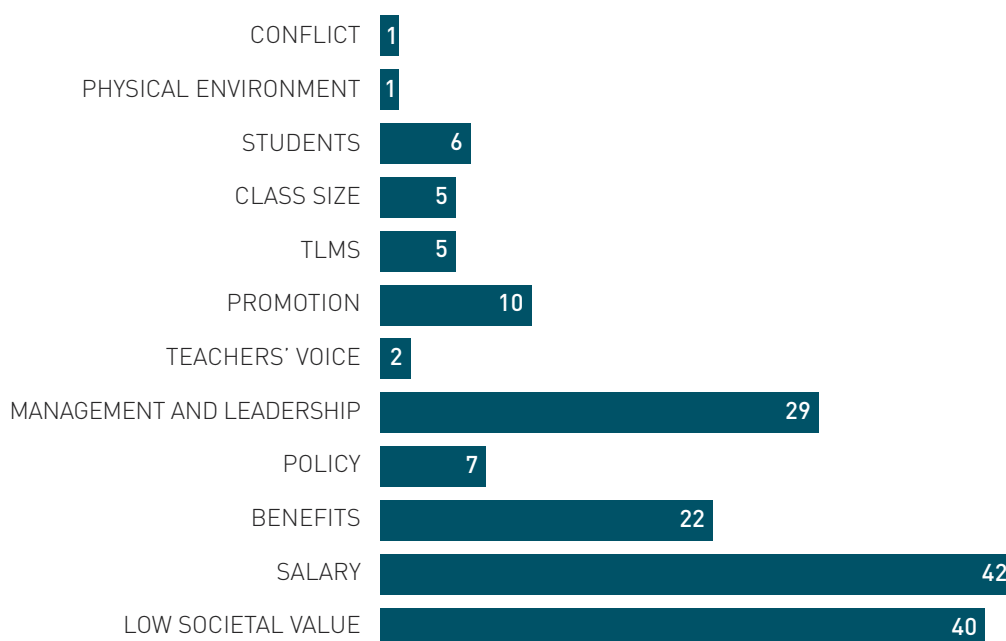


Figure 2 illustrates the issues that arose from the second round of focus group discussions, which mirror the original questionnaire results. The numbers attached to each row denote the frequency with which the issue was discussed. It shows the general areas that concerned teachers the most. There are some areas of overlap, for example, promotion and salary are closely related in that the career structure, which determines the salary amount, is not always transparent. Also if students and class size were put together as factors that influence the teaching and learning process, then they would have a far greater weight.

Section 4 goes on to, in order of priority, explain the issues that Ethiopian teachers found demotivating about their work.

3 CONTEXTUAL ANALYSIS

3.1 SOCIOECONOMIC OVERVIEW OF ETHIOPIA

Ethiopia is a very large country and is the second most populous in Africa. It is a country of extremes: the Danakil desert is the lowest point on the planet; by contrast, there are mountain ranges of over 4,000 metres high. Its people speak over 80 different languages and 200 dialects. The cultural, religious and physical diversity of the country is reflected in its distinctive regional structure and it has a strongly decentralised government structure. There are a number of religions; most of the population practise either Christianity or Islam.

In some regions, traditional beliefs and customs are significant in influencing attitudes. There are strong social and economic patterns that place constraints, in particular, on the rights of women in society. The ethnic, linguistic and physical characteristics of each region impact greatly on education. For example, parts of the SNNPR region in the south have a large population of nomadic, pastoralist peoples, among whom traditional practices can be very strong. By contrast, Addis Ababa, the capital, is a large city with many developed features.

The recent Ethiopian census estimated the population at 79.2 million. Of this, 24.7 million people are under the age of 18: 36.5 per cent of the population.⁷ Other agencies have put this figure as much higher, and so the numbers of school-aged children are commensurately larger.⁸ The rapid expansion of the population also places additional demands on the education system.

Despite recent economic growth and many natural resources, Ethiopia is one of the poorest countries in the world, with an estimated annual per capita income of just US\$141.⁹ Ethiopia occupies one of the lowest positions in the UNDP Human Development Index (HDI), placed 169 out of 177 countries featuring in the index for 2007/8.¹⁰ The UK Department for International Development (DfID) *Country Factsheet: Ethiopia* states that: **"81% [of people] live below the poverty line and about 10 million of them are at risk of starvation"**. There are nearly equal numbers of women and men and average life expectancy is around 52. Only 52 per cent of the population has access to safe, clean water.

Ethiopia has a long history of literacy, being one of the few countries in Sub-Saharan Africa with its own surviving indigenous system of writing. From the early 1990s, there has been a remarkable and rapid expansion of education at all levels. Millions more children are now accessing education, many hundreds of schools have been built and thousands of teachers recruited. Currently, a high priority is being given to the expansion of higher education, with the establishment of nine new universities in 2007 and 13 more in future plans. However, this rapid expansion of education has led to a number of challenges:

"...There has been a deterioration of quality in education as a result of the rapid rise in enrolments. The first and second *National Education Assessments* revealed low student achievement, which was attributed to overcrowded classrooms and the poor quality of textbooks and also the absence of teachers' guides".¹¹

This sentiment is echoed by the World Bank's Country Director for Ethiopia and Sudan:

"After sustained efforts... [have] expanded access to basic services, in particular primary education, health care and agricultural extension, Ethiopia can now raise its sights to improving the quality of these essential services".¹²

The Plan for Accelerated and Sustained Development to End Poverty (PASDEP) also recognises that the education system faces challenges, and the ESDP III has based objectives on the implementation of ESDP I and II. The challenges include:

- problems related to education and training quality and relevance
- problems related to education and training participation and equity
- education inefficiency
- problems associated with education training management and implementation capacity
- resource shortage affecting access to quality education
- the impact of HIV and AIDS on the teaching and learning process.

7. *Education Statistics Annual Abstract 2007/8*, 2008, MoE, page 10
8. UNESCO Institute of Statistics, in their 2006 report *Teacher Supply and Demand in Sub-Saharan Africa* recorded the population as 81.02 million, with 41 per cent under the age of 14
9. Unless otherwise noted, all statistics in this paragraph are taken from *Country Factsheet: Ethiopia*, 2007, DfID
10. *Human Development Report 2007/8*, 2007, UNDP, page 232
11. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 9
12. 'Looking past the current crisis', Ken Ohashi, World Bank's Country Director for Ethiopia and Sudan, writing in *The Reporter*, Saturday 13 December 2008

So the goals of ESDP III are to:

- ensure education and training quality and relevance
- lower education inefficiency
- prevent HIV and AIDS
- increase the participation in education and training and ensure equity and increase the participation of stakeholders.¹³

Each sub-sector of the education system has its own set of objectives to achieve throughout ESDP III and the General Education Quality Improvement Programme (GEQIP), financed by donors through the World Bank, is expected to cover the majority of these areas. A more detailed examination of this is given below. However, the challenges remain huge in a country that still has significant gaps in literacy between rural and urban areas and between males and females.¹⁴ The UNESCO *Education for All (EFA) Global Monitoring Report 2008* also indicates that literacy in Ethiopia is below 40 per cent among adults, which is below the regional average of 59 per cent and a global average of 82 per cent, and represents 10 per cent or more of the global total illiterate adults.¹⁵

3.2 STRUCTURE OF THE EDUCATION SYSTEM

Due to the strongly decentralised structure of governance in Ethiopia, each region has vastly different practices and policies. There is no 'one size fits all' approach to education. Within each region is a number of Woredas (equivalent to a borough) and then Kebeles (equivalent to a small postcode area), which further diversifies the situation. There are education guidelines from the Ministry of Education (MoE), but how these are implemented is at the discretion of, and indeed depends on the capacity and ability of, each Woreda or Regional Education Bureau (REB).

The federal government, the regions and the Woredas share the responsibility for education. At federal level, the Ministry of Education sets out policy, guidance and standards. Then:

“Regional governments are responsible for the oversight of the training of primary school teachers, for providing primary textbooks and for adapting the primary syllabus to local conditions. Woredas are responsible for paying and recruiting primary and secondary teachers, and for supervision and training of primary and secondary teachers”.¹⁶

The Woreda is the crucial determinant in deciding funding for schools. The Woreda office allocates funds to particular sectors, such as education, health or agriculture. Education therefore competes for funding at this local level.

The basic education system provides for ten years of schooling free of charge, from the nominal ages of seven to 14, up to grade 10. This is greater than the five years suggested in the Education for All goals and shows once again the commitment being made to education in Ethiopia.

The basic structure of the education system is listed in Table 2, with only nominal ages given. As many Ethiopians are accessing education for the first time, it is possible to find 16 year-olds and older pupils in a grade 1 class. Secondary education has two cycles: general (grades 9–10) and preparatory (grades 11–12). After grade 10, there are some charges for education that are paid for after students complete their course. A trainee teacher will not pay any costs for their courses.

Table 2: Structure of the education system

STAGE	NOMINAL AGES	STATUS
Kindergarten	4 to 6	Mostly privately run
Primary	grades 1–4 (cycle 1); 7 to 10	Provided free of charge
Primary	grades 5–8 (cycle 2); 11 to 14	
Secondary	grades 9–10; 15 to 16	

13. *Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty (2005/06–2009/10)*, 2006, MoFED, page 109

14. *Ibid*, page 28. In rural areas, the literacy rate increased from 18 per cent (1995/6) to 31 per cent (2004/5) and at a national level increased from 26 per cent to 38 per cent in the same time period. Male literacy increased from 35 per cent to 50 per cent and female literacy from 17 per cent to 27 per cent, again in the same period

15. EFA Global Monitoring Report 2008. *Education for All by 2015: Will we make it?*, 2007, UNESCO, page 17

16. *GEQIP Appraisal Draft*, 2008, World Bank, page 8

There are then three options for students who have passed grade 10, depending on the level of their grades. The highest achieving students will attend grades 11 and 12. If they pass grade 12, they are likely to attend university. Students who do not achieve high grades at the end of grade 10 will either go on to Technical and Vocational Education Training (TVET) or to a College of Teacher Education (CTE).

Primary schools in Ethiopia can cover grades 1–4, 1–6, or 1–8. In 2006/7, there were 20,660 state primary schools.¹⁷ There are secondary schools covering just grades 9 and 10, while a small number incorporate grades 11 and 12. For 2006/7, there were just 952 state secondary schools in Ethiopia.¹⁸ PASDEP, the government’s Poverty Reduction Strategy notes that: **“Access to secondary schools is very poor... more than 50 per cent of rural households live 15km or more away from a secondary school”**.¹⁹ Some schools are very large: both primary and secondary schools can cater for upwards of 5,000 students.

Many schools (30.8 per cent of primary schools,²⁰ although it varies from region to region) operate a double-shift system, which places additional strain on teachers and resources, ultimately affecting the quality of educational provision. The *Educational Statistics Annual Abstract* calculates that in 2006/7, the pupil-classroom ratio in primary education was high at 64, indicating that although more primary schools have been built, not enough are available for the current school population.²¹

There is also a range of non-formal, adult education and adult literacy provision available, through the government and through NGOs, that is termed Alternative Basic Education. This responds to the needs of various different groups, including the children of pastoralist families, working children and children who live on the streets. Adult education and non-formal education are for the first time being targeted by the Ministry of Education and strategies have been written into ESDP III. For example, the Ministry of Education plans to target 5.2 million illiterate adults (although there are 20 million illiterate adults over the age of 15 in Ethiopia).²²

3.3 EDUCATION STATISTICS²³

There has been astonishing progress in both expanding and improving access to education in Ethiopia:

“...the target set for ESDP I of raising primary enrolment from 3.7 million children to 7 million was surpassed with enrolment reaching 8.1 million in 2000/01 and 13.5 million in 2005/06, when ESDP III was launched”.²⁴

Net enrolment rates and completion rates for primary education both show an upward trend. Over the last five years, the average annual growth of enrolment for primary education has been 12.5 per cent. However, in spite of decreasing dropout rates at primary level, large numbers of children still do not finish their education: 20 per cent of children drop out after their first year of school. This compares with an overall dropout rate for primary education of 12.4 per cent.

The gap between males and females for completion rates is still wide, especially for grade 8. The Gender Parity Index, showing the ratio of male to female enrolment, was 0.87 for 2006/7, a slight improvement on the previous year. The gender disparity is particularly acute in rural areas. The 2007 UNESCO summary report, *Education for All by 2015: Will we make it?*, acknowledges that the gender gap will be positively affected partly by the focus of the ESDP education plans on equity, increasing female teachers and introducing quotas for females in teacher training colleges.²⁵

Pupil-teacher ratios (PTRs) are often used as an indicator of efficiency and the picture in Ethiopia follows other trends of increasing efficiency, despite increasing enrolments. At a primary level, the PTR has decreased in all but one year (currently PTR is about nine percentage points above the national standard of 50 pupils per teacher), but this does not show the whole picture. A more accurate measure of efficiency would be to look at pupil-classroom ratio and this shows a different view. The pupil-classroom ratio national standard is 66.2, but the overall ratio in primary education for grades 1–8 is 64. This indicates that there is a problem with overcrowding and a need for more classrooms or more schools. Double-shifting could also help

17. *Education Statistics Annual Abstract 2007/8*, 2008, MoE, page 8

18. *Ibid*, page 5

19. *Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty (2005/06–2009/10)*, 2006, MoFED, page 36

20. *Education Statistics Annual Abstract, 2007/8*, 2008, MoE, page 37

21. *Ibid*, page 30

22. *National Adult Education Strategy*, GCE Youth and Adult Literacy and Life Long Learning Conference presentation on 27 April 2009, MoE

23. Unless otherwise noted, all statistics in this section come from *Education Statistics Annual Abstract 2007/8*, 2008, MoE

24. *GEQIP Appraisal Draft*, 2008, World Bank, page 9

25. *Education for All by 2015: Will we make it?* 2007, UNESCO, page 8

this, but already in 2007, 30.8 per cent of primary schools and 41.5 per cent of secondary schools operated a double-shift system, putting additional strain on the workforce.

The proximity to schools is another interesting indicator, as this affects school enrolments and actual participation in the school day itself. The Plan for Accelerated and Sustained Development to End Poverty recognises that although for almost all households in the country (95 per cent) there is a primary school within 10 km, the picture is not that positive. There is regional variation: in Somali and Benishangul-Gumuz, 19 per cent and 11 per cent respectively of the population are more than 10km away from the nearest primary school. Furthermore, 35 per cent of the rural population is more than 5km away and for secondary schools, it is even worse. Only 27 per cent of households in the country live within a 5km radius of a secondary school and more than 50 per cent of rural households live 15km or more away from a secondary school.²⁶ While this illustrates that much still needs to be done to increase access, the UNESCO Education for All by 2015: Will we make it? report praises Ethiopia for its increase in enrolment rates while maintaining survival rates (that is, school retention).²⁷

There is a huge variation between regions, with urban centres presenting a much better picture than rural areas (for every 100 students enrolled in urban areas, there are 43 enrolled in rural ones).²⁸ As an example, the net enrolment rate for the Afar region is 16.4 per cent compared with Tigray, at 91.4 per cent. The UNESCO report therefore notes that despite progress in net enrolment rate there are still great regional disparities that exist in Ethiopia.²⁹

There are also variations within and between regions in terms of enrolment, spending and output. However, despite some promising statistics regarding educational indicators, the output seen on a national level measured by examinations at grade 4 and 8 has seen a year-on-year decline in achievement, with significant regional differences. The report also looked at other variations in achievement according to gender, location and subject. The findings are detailed below.

- The mean scores in achievement across regions showed that only Oromia and Amhara scored above the national average; all the other regions were below average. Furthermore, none of the regions attained the target of 50 per cent achievement level.
- There was variation among regions in terms of subject area achievement: English, maths, physics, chemistry and biology were looked at, Oromia and Tigray performing significantly better statistically in the majority of subjects
- In all regions, boys outperformed girls.
- In terms of location, in Amhara, Tigray, Afar, Oromia, SNNPR and Dire Dawa, rural schools performed better than urban ones, and in Benishangul-Gumuz, Gambella, Harari, Somali and Addis Ababa, urban schools fared better.

26. Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty (2005/06–2009/10), 2006, MoFED, page 28

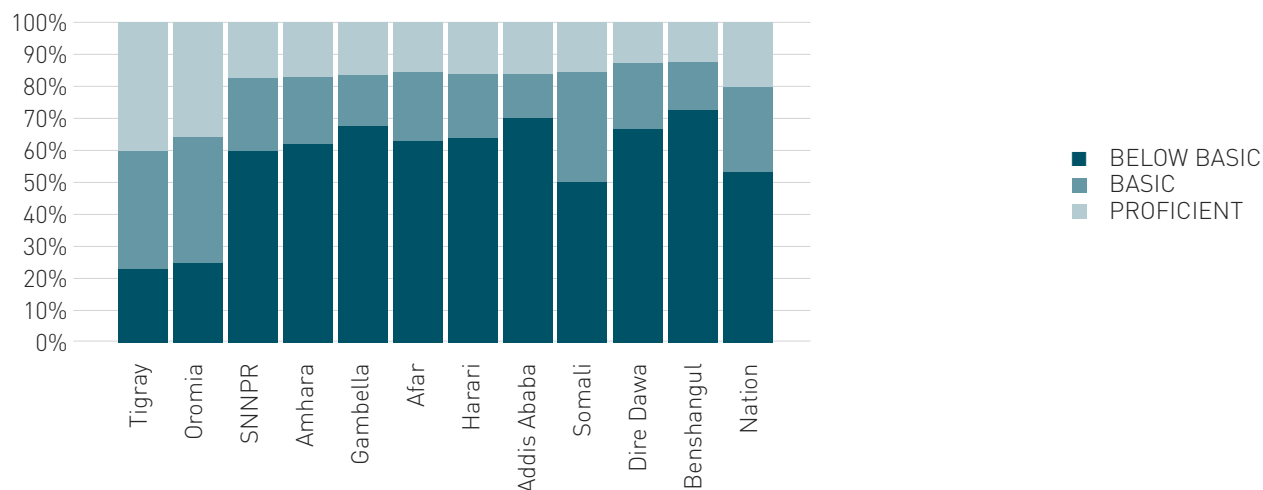
27. Education for All by 2015: Will we make it?, 2007, UNESCO, page 3

28. Ibid, page 3

29. Ibid, page 3

Table 3: Performance levels across regions

(taken from Ethiopian third National Learning Assessments of grade 8 students)



3.4 EDUCATION FINANCING³⁰

Ethiopia is one of the poorest countries in the world, which is important to remember when looking at educational provision and funding. In real terms, education expenditure has grown rapidly, from 3,293.10 million birr (US\$329 million) in 2002/3 to an estimated 7,632.50 million birr (US\$763 million) in 2006/7. In terms of the share of total government expenditure on education, this represented an 8 per cent increase. This expenditure is higher than that outlined in the government's Education Sector Development Plan III and is to be welcomed. However, the STURE report notes that when looking at education funding as a share in the total overall budget, it has fallen.³¹ It is also clear from the PASDEP that education has been receiving a smaller share of the overall budget, the decline starting in 2004/5.³²

The government is also committed to increase the share of education from GDP from 3.1 per cent in 2003/4 to over 7 per cent in 2009/10.³³ The current education plans have a focus on expanding higher education (nine universities in 2007 followed by 13 more in the coming years). This is within the goals of ESDP III but the proportion of the budget allocated to this is not clear. The plan calls for a significant contribution of each year's financing from the local community:

"Community contribution will depend on the capacity of the community... all communities will contribute local materials and labour for schools... The community will also contribute to non-salary recurrent expenditures of schools based on its will and ability".³⁴

According to the MoE Department of Planning and Policy Analysis,³⁵ the contribution is entirely voluntary and there is no amount recommended by the government.

The amount expected to come from bilateral and multilateral donors is decreasing and is expected to be about 15 per cent; ESDP III again notes that previous education plans:

"...required about 27% and 30% of the program costs respectively, ESDP III assumes a small portion of the total program expenditure".³⁶

However, despite this large increase in education spending, there is still a shortage of teachers, books and buildings, and millions of children are out of school and not being funded. It has also been noted that there is a large financing gap:

"The rapid expansion of the education system has left a considerable financing gap between available funds and the anticipated cost of investments needed to improve and maintain quality. The indicative budget in the ESDP III is Birr 53 billion, but only Birr 37 billion is provided for in PASDEP".³⁷

Moreover, the government's stated aims are to reduce, in time, the level of funding to education, as noted in the STURE report:

"Following a decade of large increases...the share of education expenditure in the overall budget has fallen. This declining share of the importance of education in the budget is in line with PASDEP, which states that at the federal level the share of resources going to the education sector will fall".³⁸

What is important here is whether the gains already made will suffer from a decline in expenditure. The 2007 UNSECO Education for All *Global Monitoring Report* notes that Ethiopia has made great gains in allocating financial resources to education.

30. Unless otherwise noted, all statistics in this section come from *Education Statistics Annual Abstract 2007/8*, 2008, MoE
31. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 6
32. *Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty (2005/06–2009/10)*, 2006, MoFED, page 5
33. *Education Sector Development Programme III*, 2005, MoE, page 74
34. *Ibid*, page 74
35. Meeting with Ato Tizazu, March 2008, Department of Policy Research and Planning
36. *Education Sector Development Programme III*, 2005, MoE, page 37
37. *Five Year Education Sector Capacity Development Strategic Plan: Main Report*, 2006, MoE, page 12
38. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 6

Table 4: Comparison of percentage of public expenditure spent on education³⁹

	Total public expenditure on education as a % of GNP	Total public expenditure on education as a % of total government expenditure
Sub-Saharan Africa	5.0	17.5
Arab nations	4.5	25.7
Central Asia	3.2	18.0
East Asia and Pacific	4.7	15.0
South and West Asia	3.6	14.6
Latin America and Caribbean	5.0	13.4
North America and Western Europe	5.7	12.7
Central and Eastern Europe	4.9	12.8
ETHIOPIA	6.1	18

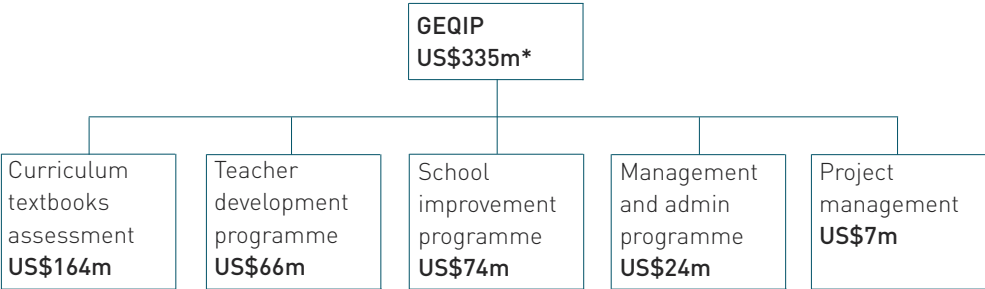
Table 4 shows that, in comparison to the averages of expenditure, Ethiopia is doing well. However, the data is for 2005, and from an interim report; a further report will be published at the end of 2010 by UNESCO.

UNESCO also noted that the link between public spending on primary education and reducing poverty is clear:

“A study in Ethiopia found that increases in public expenditure on education between 1996 and 2000 led to more spending on children in the poorest households, and particularly on girls”.⁴⁰

As a huge proportion of education budgets are used on recurrent expenditures, the focus appears to be on teachers to raise the quality of education. This report highlights the issues facing teachers and the pressures they are under, but when they are seen as the fundamental point from where improvement comes, financing issues also become increasingly important. ESDP III lays out an ambitious strategy for 2005/6–2010/11 and the overall plan of the General Education Quality Improvement Programme (GEQIP) backs it up. The Ministry of Education will work with other development partners to implement GEQIP through a pooled funding mechanism. It has a number of different elements, which are illustrated in Figure 3, below:

Figure 3: The General Education Quality Improvement Programme

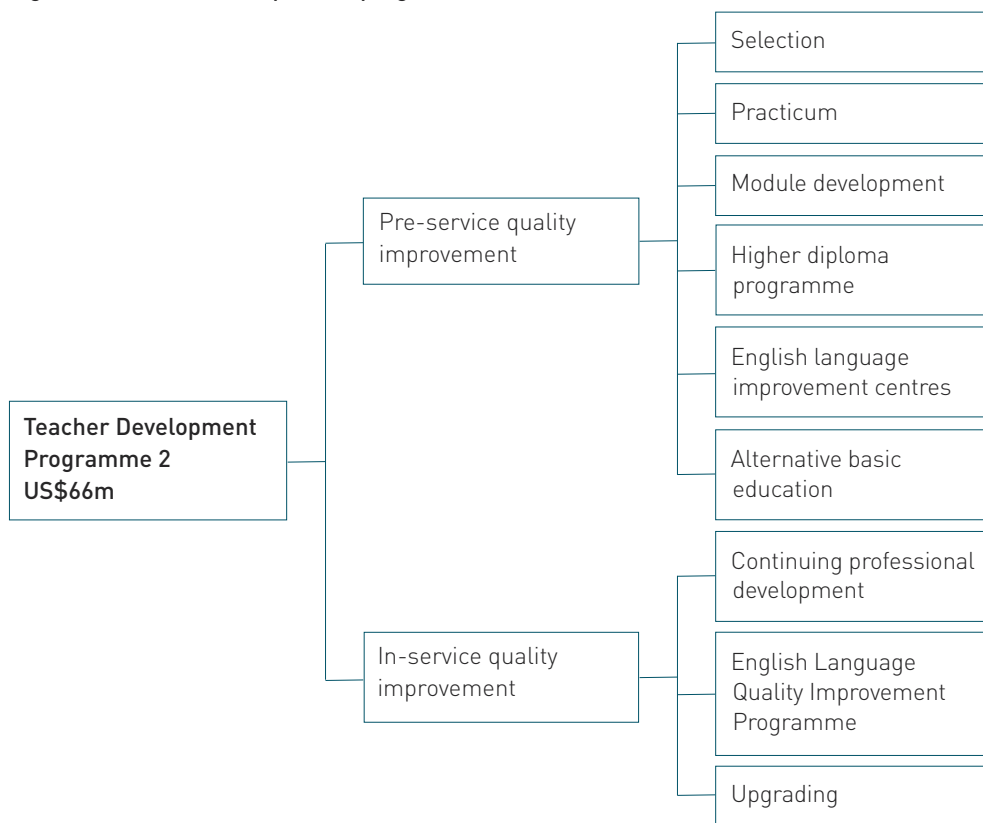


39. *Education for All by 2015: Will we make it?* 2007, UNESCO, Annex 11
 40. Ibid, page 33

* indicative figures, over four years

One element, the Teacher Development Programme (TDP), is of particular significance to this report. TDP1 has just finished and TDP2 is currently in planning; it is hoped that it will run for eight years:

Figure 4: Teacher development programme 2



3.5 TEACHER SUPPLY AND DEMAND

The demand for teachers in Ethiopia is very high and will continue to increase as the population expands and as the proportion of children attending school increases. The government has been successful in significantly increasing the number of teachers, although not at a rate sufficient to meet demand. Recent overall teacher numbers are illustrated in Table 5:

Table 5: Teacher numbers in Ethiopia⁴¹

	2002/3	2003/4	2004/5	2005/6	2006/7
Cycle 1	87,340	89,874	110,945	136,124	145,359
Cycle 2	46,872	53,447	60,134	66,915	79,960
Secondary	14,030	15,068	17,641	20,795	28,183
Total	148,242	158,389	188,720	223,834	253,502

Thirty-seven per cent of primary teachers are women and this figure has been slowly increasing, but the figures for secondary school teachers starkly illustrate gender inequality: of the 28,183 secondary teachers in Ethiopia in 2006/7, only 3,088 were female, just 11 per cent of the secondary teaching population. There are also regional disparities: the Somali region had their first four women qualify in 2008.

At the moment, most children in Ethiopia are taught in classes far larger than the government's goal of classes of no more than 50 pupils. There are, however, variations and some small areas where the pupil-teacher ratio is relatively low. Different organisations have tried to estimate the exact need Ethiopia has in terms of teacher supply. The CfBT Education Trust in the STURE report suggests that:

41. *Education Statistics Annual Abstract 2007/8*, 2008, MoE, page 5

“Ethiopia has set itself goals which are more ambitious than the Millennium Development Goals – for example, to provide 8 years rather than 5 years of primary education for all. To achieve these goals...there is a need for an average annual output of 20,000 new Primary teachers”.⁴²

A World Bank appraisal of GEQIP notes that with recent changes to the teacher qualification system, there is likely to be a surplus of trained secondary teachers within a few years.⁴³ It recommends that:

“It is important to put in place a system to (i) monitor teacher attrition, (ii) model teacher requirements and (iii) use this data to regulate intake in the following year”.

However, one potential positive impact on the motivation of teachers is that the way in which students train to be teachers is changing. As of the academic year starting 2009/10, university students will be able to enter the university to study a subject and at the end of it choose to enter into a teacher training programme of their own choice, which will be paid and count as their first year of teaching. Currently, students are directed to become teachers and spend their university career in the education faculty of the institution and graduate as a teacher. In terms of the supply of teachers graduating in four years' time, whether this increases or decreases remains to be seen, and whether or not the current status and value given to teachers by society affects this amount is also unknown.

42. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 8

43. *GEQIP Appraisal Draft*, 2008, World Bank, page 19

4 ISSUES AFFECTING TEACHER MOTIVATION IN ETHIOPIA

4.1 TERMS AND CONDITIONS: SALARIES, BENEFITS AND ACCOMMODATION

4.1.1 TEACHERS' SALARIES

THE POLICY CONTEXT

Teachers in Ethiopia are paid on regional scales, but without much deviation from the national standard. Teachers are employed as civil servants and are subject to federal proclamations and conditions relating to the civil service. In the public sector, only qualified teachers are employed, although at upper primary (grades 5–8) and secondary (grades 9–12) levels there are large numbers of under-qualified teachers. Pay scales for teachers at the various levels are markedly different; teachers at secondary level are paid more than those in primary education. Current salary levels, set in July 2007, are outlined in Table 6 (10 birr is equivalent to US\$1):

Table 6: Simplified salary scale for teachers (July 2007)

Level taught and qualification	Starting salary (per month)	Maximum salary (after 10 increments)
Grades 1–4 (Certificate)	626 birr (US\$63)	1,019 birr (US\$102)
Grades 5–8 (Diploma)	841 birr (US\$84)	1,347 birr (US\$132)
Grades 9–10 (Degree)	1,119 birr (US\$112)	1,770 birr (US\$177)

A detailed salary scale can be found in Appendix 6, where the scales teachers move through are illustrated. At each level on each scale, a teacher must spend two years before they can receive the next increment. Salaries are paid in cash, by a school's finance officer, if there is one, or by a Woreda official. In rural areas, the officials visit the schools to pay the teachers. In the past, late payment was a major problem, with salaries being paid weeks late, but teachers report the situation has improved in recent years.

Table 7 shows teachers' gross monthly salaries from 2005/6. While Ethiopian salaries have risen since then, the figures are still indicative of teachers' pay in the region.

Table 7: Teachers' gross salaries per month in US\$, Sub-Saharan Africa (2005/6)⁴⁴

Level	Ethiopia	Gambia	Kenya	Lesotho	Uganda	Tanzania	Zambia
Primary	48	60	152	177	115	20	200
Secondary	94	75	272	265	144	95	250

The STURE report comments on the balance struck between the provision of an adequate salary and other benefits:

"...while others have argued that pay on its own does not increase motivation, concerns about salary are likely to dominate when pay and other material benefits are too low for individual and household survival needs to be met. Only when these basic needs have been met is it possible for 'higher-order' needs, which are the basis of true job satisfaction, and strong motivation, to be realised".⁴⁵

THE REALITY

Of all the issues facing teachers in Ethiopia, inadequate pay is foremost in their minds: **"The salary a teacher is paid is not large enough to support their family"** (male secondary teacher, Oromia). The issue came up as the most demotivating in questionnaires, focus groups and discussions.

44. From 'Educational International', quoted in *Managing Teachers*, 2008, CfBT/VSO, page 31

45. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 33

This is a perception shared by their friends and families, who do not see teachers as being rewarded for their qualifications. The view that teachers' pay is not comparable to other professions and sectors dominated all responses: **"My family and friends view teaching as a lower income job because teachers are paid less compared to other government and private employees"** (male secondary teacher). They also recognise that there are few opportunities for teachers to add to their incomes by taking on other jobs: **"People cannot see teaching as a good job because there is no means of getting an additional income"** (female primary teacher, Amhara). In contrast to the situation in many countries, there is not a strong demand for private tuition or other services that teachers might provide.

Low pay in comparison with other professional groups is clearly a major cause of teacher dissatisfaction. Many teachers felt that even when starting salaries were comparable, those moving into other fields, such as telecommunications, agriculture or nursing, could achieve higher salaries: **"Telecommunications workers and teachers buy from the same market, but the monthly salary is different like the earth and the sky"** (male secondary teacher, Addis Ababa). There is a sense of being 'trapped' in teaching, with no chance of achieving a high salary.

Women teachers are concentrated in the teaching force for grades 1–4, where they generally receive lower pay than their (mostly male) colleagues who teach in grades 5–8 and 9–12. Government policy requires qualifications for higher education levels that most women cannot as yet meet. Due to various factors (such as early drop out due to family caring commitments and marriage, or because their grades are not high enough to enable them to study for higher level qualifications), most women study for lower-level qualifications or do not finish their degrees.

For other teachers, there was a sense of frustration that their qualifications and skills were undervalued: **"The pay, recognition and status I have in society is no better than a simple daily labourer"** (male secondary teacher, Tigray). However, with recent changes to entry-level requirements for teaching, this may change in the future.

STRUGGLING TO SURVIVE

Sinto is an English graduate teaching in a government high school (grades 9 and 10). Because the school has a shortage of English teachers, he teaches more classes than the recommended number, for no extra pay. All of his classes have more than 50 pupils, so he has a high assessment burden and tries to learn the strengths and weaknesses of hundreds of pupils. His pay is barely enough for him to survive on and would be insufficient if he had a family.

As it is, he is only able to pay the rent on his basic room and buy food by working at weekends in a private college. He works a seven-day week, with only the occasional public holiday off during term time. He says: **"All I do is work. I have no time for extra study or reading for pleasure. I am too tired after work to read, and to get through the day is a struggle"**.

The salary scales found in Appendix 6 show how teachers, depending on their qualifications, experience and performance appraisal, earn varying amounts. It has been quoted by Ministry of Education staff that teachers earn more than their civil service counterparts, but this is only true for the initial years of teaching. After two years, the gap between what civil service workers and teachers earn starts to increase (for an illustration of the salary gap, see Table 9 on page 39).⁴⁶

The subject of salaries has been raised at national conferences and education forums. For example, in February 2009, the Ethiopian Teachers' Association held an anniversary event to mark the 60 years since its foundation and Prime Minister Meles Zenawi was invited to attend.⁴⁷ Almost 3,000 teachers and federal and regional officials attended and the subject of salaries was discussed. Prime Minister Meles Zenawi acknowledged that salaries were low but any increase would also increase wage-led inflation, so as inflation rates were already high, it would not be possible to raise them.⁴⁸ The ETA submitted a report on teachers' salaries calling for an increase

46. *Ethiopian Teachers Salary Scale Survey*, 2008, Ethiopian Teachers' Association, page 74

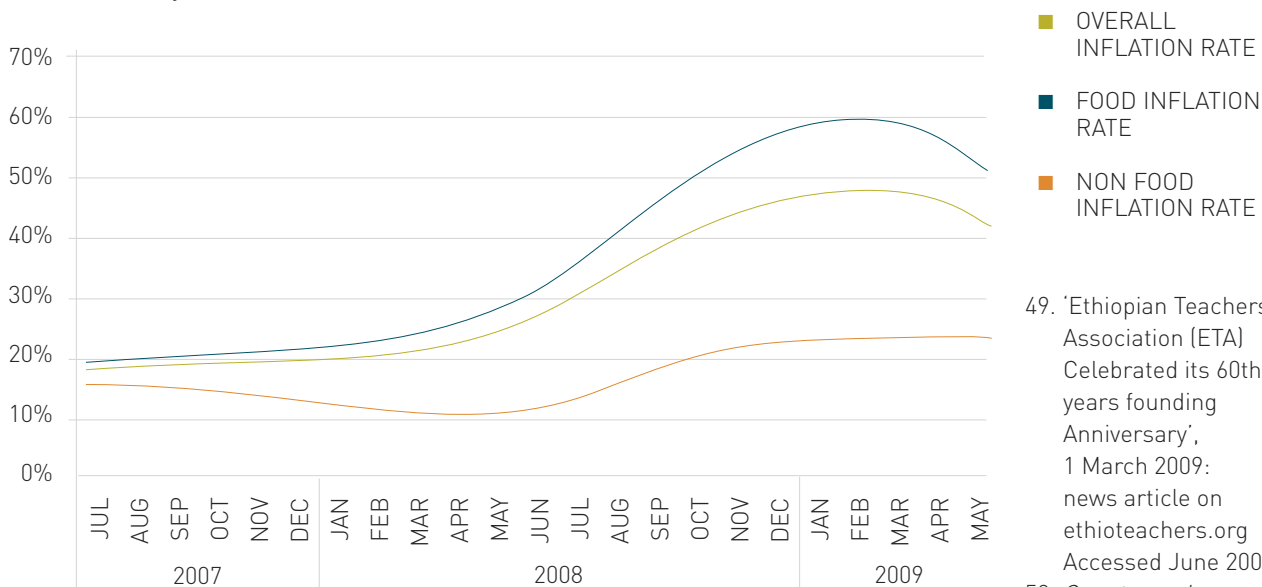
47. 'Ethiopian Teachers Association (ETA) Celebrated its 60th years founding Anniversary', 1 March 2009: news article on ethioteachers.org Accessed June 2009

48. Ibid

in the amount paid to teachers, which was then directed by the prime minister to the Civil Service Agency to use as input for the next salary scale review.⁴⁹

Since 2001, there has indeed been considerable inflation within the economy of Ethiopia, with a rate of 41.6 per cent at the time of writing in May 2009.⁵⁰ The increase has been driven by both food and non-food inflation: food inflation reached 52.6 per cent in May 2009, compared with 16.9 per cent in 2007.⁵¹

Table 8: Country-level inflation rates⁵²



Even though the inflation rate has started to decline, the amount spent on food items and household living has taken a greater proportion of salaries. This has put not only teachers but also every Ethiopian under increasing pressure to make ends meet. The last salary revision was in 2007 and although salaries increased (current salary levels are shown in Table 6 and Appendix 6) the cost of living has also risen. Since January 2008, the soaring inflation rate has meant that food items have become 29.8 per cent more expensive and non-food items 14.1 per cent more expensive.⁵³

However, it is noted by the Ethiopian Teachers' Association, in their salary scale research, that increasing salaries may not be feasible in terms of cost for Ethiopia:

“All other indicators of rises in the cost of living aside, if we assume the need to developing teachers' salary scale adjustments to the current inflation rate indexed to the cost of food grain alone, one can easily find that this inflation adjust cost would never match government's paying capacity”.⁵⁴

To combat this, they developed three options for the revision of salary scale and presented it to the prime minister. The outcome is yet to be determined. The chance of salary changes in accordance with inflation are still unlikely when considering outside influences on policy determination in Ethiopia. Although the last agreement between Ethiopia and the IMF ended in 2004, the legacy of tight macroeconomic management, which puts ceilings on public expenditure, still exists.⁵⁵ In addition, the Global Campaign for Education argues that the global recession will only make countries like Ethiopia more vulnerable, and thus more likely to turn to institutions like the IMF for loans; but these loans come with conditions pushing for lower inflation, limiting fiscal deficits and government borrowing.⁵⁶

49. 'Ethiopian Teachers Association (ETA) Celebrated its 60th years founding Anniversary', 1 March 2009: news article on ethioteachers.org Accessed June 2009

50. *Country and Regional Level Consumer Price Index Report June 2009*, 2009, Central Statistics Agency, page 3

51. Ibid

52. Graph created from statistics in *Country and Regional Level Consumer Price Index Report June 2009*, 2009, Central Statistics Agency, page 10

53. Ibid

54. *Ethiopian Teachers Salary Scale Survey*, 2008, Ethiopian Teachers' Association, page 57

55. *Contradicting Commitments*, 2005, D Archer for ActionAid International, page 39

56. 'Hungry children make poor learners', J Shepherd in *The Guardian Weekly*, 22-29 May 2009, page 44

4.1.2 OTHER BENEFITS

THE POLICY CONTEXT

Maternity leave: Female teachers are entitled to paid maternity leave, as per the provisions of Ethiopian Employment Law and Civil Service regulations. The current provision is for three months' leave on full pay. The timing is not flexible, as one month has to be taken before the due date and two months after the birth. For male staff, there is an entitlement to five days' paternity leave.

Sick leave: Teachers in Ethiopia are entitled to sick leave. The teacher must obtain a certificate from a doctor stating that they are unable to work. They can then have up to three months' absence on full salary.⁵⁷

Other benefits: There is a national pension scheme for teachers, with the final pension payable based on salary and years of service. The scheme to which teachers belong applies to all state employees. Recently, the age for retirement for men and women was raised to 60.

While there are local variations, in general, there are no allowances paid for housing or travel, nor are there any facilities for loans or grants or medical insurance.

Teachers are able to upgrade their qualifications for free during the summer months on extension courses and summer schools, but their place is dependent on them being chosen by their school/institution to participate. For higher education lecturers, there is a chance to upgrade their degree to a Masters or a PhD, but this is determined by the country's need and the institution for which they work. While studying, they collect their salary from the institution for which they worked and the cost of the education is free. On completion of their studies, they must return to their previous workplace and pay back the cost of their education in years of service. Currently, for every year of study they must work for two years.

THE REALITY

Maternity leave: While a teacher is on maternity leave, there is no provision for the school to receive additional staff or funding to cover the absence. As a result, a teacher's classes and pupils are allotted to other staff for the duration of the absence, putting additional strain on colleagues.

Sick leave/absenteeism: There is no mechanism for providing staffing or funding support for schools while teachers are absent, and schools are left to manage the situation with their own insufficient resources. This was also the case for any allowed absenteeism, where, for example, where teachers were on training. No cover was officially provided in these situations, despite the fact that it would be relatively easy for schools to plan ahead for absences that were known about in advance. The research found that in some schools, directors would give 'light work' to teachers who were not fully fit, and colleagues would also volunteer assistance.

HIV and AIDS is having a particular impact on the teaching force, both through the teachers' own illness and having to care for family members. At present, if support is available it is informal and not funded, but as the impact of HIV and AIDS increases, measures to support staff and schools will be needed.

A 2003 study by the Ministry of Health⁵⁸ found that between 1998 and 2001, there was a five per cent increase in deaths among teachers and that absenteeism of one week out of a semester was reported among a third of the teachers, due to sickness of the teacher or members of her or his family.

Other benefits: In focus groups, teachers raised the issue of a lack of uniform incentives. These related in particular to access to training and workshops and that there was little transparency about how these choices were made. One group said: "...there should be a fair distribution of opportunities for these at all levels".

The STURE report also pointed out that: "...absence of benefits was seen by many [teachers] as a negative factor, the main ones being lack of support for housing and transport, but also

57. Proclamation No. 515/2007 Article 42(3), 2007, Federal Democratic Republic of Ethiopia

58. *Report of the Study on the Impact of HIV/AIDS on the Education Sector*, 2003, MoH, page 19

absence of health and accident insurance and medical care”.⁵⁹ This same report suggests the following could be provided:

“Other types of support included the provision of a hardship allowance, overload payment, transport allowances, medical insurance, health care, water and electricity; easy transfer across the region, and free or subsidised education for their children”.⁶⁰

In addition, the report found an issue with: “...a recurring theme of fairness in whatever allocations were made... Better governance was itself seen as something that would be supportive to teachers”.⁶¹

4.1.3 ACCOMMODATION

THE POLICY CONTEXT

The provision of housing for teachers is not common in Ethiopia, and was commented on by a significant number of teachers and directors as being a major issue. Teachers often found it difficult to afford reasonable housing. In his study on teacher motivation in Sub-Saharan Africa, Paul Bennell notes:

“Most teachers are not provided with housing. This is a major complaint of teachers in ...Low Income Countries... However, there is growing recognition of the importance of teachers’ housing...Teacher unions are also introducing housing loan and credit schemes”.⁶²

THE REALITY

In the rare cases that housing was provided (usually in schools built through donor contributions), teachers expressed satisfaction in being able to access decent accommodation. Directors reported that it was easier to recruit and retain staff where this benefit was available.

In rural areas, accommodation was of particular issue: “In rural areas there is no shelter” (male secondary teacher, Oromia). Housing is often based around family plots of land. There is little or no housing for rent outside of the larger towns and villages, so finding somewhere to live is difficult. Newly deployed teachers generally have no established base in an area. In interviews, directors of rural schools thought that the provision of housing would assist recruitment. They also felt it would improve the quality of teaching, as teachers would not spend so much time travelling. As the Global Campaign for Education notes:

“Incentives such as placing teachers near their homes (which is especially important for female, disabled and ethnic minority teachers)... need not cost much at all, but can have strong motivating effects for teachers and ultimately on the quality of education they are able to deliver”.⁶³

The STURE report notes a number of suggestions from teachers for more help with housing, such as:

“...shorten the process to get land, guest house accommodation, preferential treatment to get a Kebele house, housing facilities provided by the community, housing allowance, condominium housing, loan or ‘mortgage system like GTZ’ (the existing loan scheme is seen as expensive), ‘providing materials like cement, tin, etc’, access to low cost home, a housing association needs to be formed”.⁶⁴

The Ethiopian Teachers’ Association also raised the issue of accommodation at their 60th anniversary conference with Prime Minister Meles Zenawi. Their role here is to advocate on teachers’ behalf to improve their working conditions.⁶⁵

Female teachers in the surveys reported concerns with regard to safety in housing and going to school, particularly in rural areas. One female primary school teacher from Oromia recalled: “When I was teaching in a rural area it was dreadful; the feeling was bad”. Another alluded to the problem of physical or sexual abuse that female teachers face: “For females in rural areas, it is difficult to lead their lives because of the sex problems” (female secondary teacher,

- 59. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 40
- 60. *Ibid*, page 41
- 61. *Ibid*, page 42
- 62. *Teacher Motivation and Incentives in Sub-Saharan Africa and Asia*, 2004, P Bennell for DFID, page 40
- 63. *Teachers For All: What governments and donors should do, 2006*, Global Campaign for Education, page 45
- 64. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 41
- 65. ‘Ethiopian Teachers Association (ETA) Celebrated its 60th years founding Anniversary’, 1 March 2009: news article on ethioteachers.org Accessed June 2009

SNNPR). A male teacher from Tigray was more blunt: **“Women are attacked when they are assigned to a remote area”**. That women’s lives are constrained by the circumstances in which they are living is a serious concern. Women teachers in this situation are having their human rights infringed and their circumstances must inevitably also affect their professional performance.

WOMEN IN ETHIOPIA⁶⁶

“From her birth, an Ethiopian female in most families is of lower status and commands little respect relative to her brothers and male counterparts. As soon as she is able, she starts caring for younger siblings, helps in food preparation and spends long hours hauling water and fetching firewood. As she grows older, she is valued for the role she will play in establishing kinship bonds through marriage to another family, thereby strengthening the community status of her family. She is taught to be subservient, as a disobedient daughter is an embarrassment to her family. Low status characterizes virtually every aspect of girls’ and women’s lives. Given the heavy workload imposed on girls at an early age, early marriage without choice, and a subservient role to both husband and mother-in-law, girls and women are left with few opportunities to make and act on their own decisions.”

Given that female teachers have been quoted as saying their role gives them the chance to be a positive role model, the conditions they face are instrumental in how they are seen by pupils and society. In order to narrow gender gaps in the future (be it the amount of females graduating or in teaching and management) these issues need to be addressed as a matter of urgency.

4.2 STATUS AND VALUE

THE POLICY CONTEXT

The education plan produced by the Ministry of Education, ESDP III, is explicit in noting that: **“Quality teachers are essential”**. A recent USAID report on quality in the Ethiopian education system⁶⁷ also says that: **“The government acknowledges the key role that teachers play in education quality and places teachers at the core of its quality-improvement strategies”**.

A citizen report card survey conducted by the Poverty Action Network of Ethiopia (PANE) in 2004 found that **“parents said they were highly satisfied with the behaviour of teachers”**.⁶⁸ But other reports point to the importance of professional status in society and mention the affect of low status in society:

“Occupational status depends on the value that the public places on a profession, its role and overall contribution to individual and societal welfare. Unacceptably high proportions of teachers... are poorly motivated due to a combination of low morale and job satisfaction, poor incentives, and inadequate controls and other behavioural sanctions. Consequently, standards of professional conduct and performance are low and falling”.⁶⁹

THE REALITY

Teachers perceive their status and value as very low and feel that their treatment by society, the community and all levels of government adds to this. This emerged in all areas of the research as the second-most significant issue affecting morale, with virtually every respondent commenting that they felt teachers were not respected and valued. A typical comment was: **“Being a teacher is not considered a respected job, whilst a bank officer, who is the result of the teacher’s work, is greatly respected”** (male secondary teacher, SNNPR).

A number of older teachers referred back to the earlier stages of their careers: **“Teaching in Ethiopia was a good job before, but now it is the worst profession because there is no acceptance from society”** (male primary teacher, 24 years’ experience). A male secondary school teacher with 29 years’ experience from Tigra recalled: **“I became a teacher because my teachers were my idols. Then teachers were highly paid when compared with the other civil servants. They had recognition and were well respected”**.

- 66. *Women’s Empowerment in Ethiopia – New Solutions to Ancient Problems*, 2007, Pathfinder International Ethiopia, page 5
- 67. *Ethiopia Pilot Study of TDP – Quality in Education, Teaching and Learning*, 2006, USAID, page 8
- 68. PANE citizen report card survey, quoted in *Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty (2005/06–2009/10)*, 2006, MoFED, page 49
- 69. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 33

It is worth noting that teachers are talking about a time when few people could access education; there were also fewer teachers. As education has expanded dramatically, teachers are no longer seen as quite as 'special' by virtue of their education. The change in perceived respect over time is summed up by the view of this Addis Ababa-based female teacher with 30 years' teaching experience:

"About 30 years ago... teachers were very respected by the government and also by the community and society. People were very satisfied to give their daughters to teachers as a wife. There were sayings praising teachers. At a wedding it would be sung 'she is lucky, she is marrying a teacher.'"

Some teachers felt that there had been a weakening of the respect shown by students towards teachers, and that poor behaviour was on the increase. Comments included: **"One negative thing about being a teacher is that you meet undisciplined students who do not follow the school's regulations"** (male secondary teacher, Oromia). From the questionnaires, student behaviour was a matter of concern. There is, however, no quantitative evidence of an increase in student misbehaviour. Some VSO volunteers who were teachers in other countries noted that: **"Teachers throughout the world complain about student behaviour, such complaints generally being symptoms of other factors rather than the behaviour itself"** (VSO volunteer focus group). In spite of the reported problems, the researcher did not find a general lack of personal respect for teachers on a day-to-day basis from students or the community. It seemed that most students were highly motivated and worked well, despite poor environmental conditions.

In response to the question of whether family and friends saw teaching as a good job, a majority answered in the negative. A female participant in a focus group held in Oromia complained: **"The community as a whole does not treat teachers with respect"**. Those who reported a positive view tended to be women, often from rural backgrounds, that is, those from very poor families who might have lower expectations in terms of earning levels and status.

Very few teachers consulted during this research felt happy about the way they are viewed by the government. Participants in a male focus group in Oromia commented:

"The government uses us – we don't have positive feelings about the way we are seen by the government. We don't get attention from the government, and they don't really seem concerned about us."

Despite the fact that government policy documents, such as ESDP III, acknowledge the importance of teachers, this was not the general experience of the teachers surveyed. The fact that there is little direct dialogue between the Ministry of Education and teachers contributes to this impression. The Ministry is not seen as actively promoting the value of teachers, and even positive pronouncements were viewed with suspicion. Teachers did not see ministers or officials visiting schools, or of having much idea of the realities of what life was like for teachers. The ILO/UNESCO 2006 report notes:

"Participatory processes and consultations are not a panacea to resolve difficulties, but they are virtually the only mechanisms for overcoming suspicion and establishing a positive climate for making and implementing education policy".⁷⁰

One respondent linked this issue of teachers' voice with respect:

"Teachers are the father and mother of knowledge. There must be respect shown by the government and society. To bring about this respect the responsible ministers must listen to and give answers to the teachers. To bring about change we have to work together" (female secondary teacher, Addis Ababa).

Some stakeholders noted the support that education in general and schools in particular received from the community. **"The community is supportive. This year, they started to build three classrooms"** (male school director, Amhara). Many of the schools visited received extensive support from their community, who built fences, constructed classrooms, erected toilets and gave financial support in order to pay for guards and cleaners. Not every community

70. Committee of Experts on the Application of the Recommendations concerning Teaching Personnel: Report Ninth Session, 2006, ILO/UNESCO, page 38

was able, or willing, to do this, but most schools have some community support. An issue is how much support communities can be expected to give, as well as the differential access to such support between schools, especially as the government states that communities will have to play an increasing role in education financing.

4.3 MANAGEMENT AND SUPPORT

THE POLICY CONTEXT

The key role played by good management in supporting teaching and learning is recognised by the Ministry of Education. The ESDP III states that:

“Efficient school leadership and management will be established in schools that will enhance the quality of instruction and learning achievements...”⁷¹

Each Regional Education Bureau has strategic oversight of education and provides support in terms of training and curriculum materials. At a local level, the Woreda monitors the performance of schools and individual teachers, but this varies from Woreda to Woreda. The Ministry of Education is aware of the need to provide professional training for school directors and the Leadership and Management Programme (LAMP) is designed to enhance the skills of such personnel. A recent VSO International report, *Managing Teachers*, also notes that:

“...school leadership is as influential as classroom teaching on pupil learning and as such, high quality leadership is a key characteristic of effective schools”.⁷²

School directors can get assistance from supervisors. These can be experienced teachers who work with small groups of schools; they observe lessons and advise on good practice. In some regions, supervisors are based in a school and work with a group of schools; in other regions the supervisor is based at the REB. There is no agreed pattern; each region implements the overall federal policy in the context of its own character and priorities.

Management training specifically for women has also been organised in most regions.⁷³ There is a Department of Gender and Educational Equity at the Ministry of Education whose role is to promote gender equality.

THE REALITY

How teachers are managed and supported is of fundamental importance to teacher morale and performance. One teachers' focus group in Addis Ababa ranked **“poor school management”** as the third-most demotivating issue about teaching. In the questionnaires, more male teachers than female teachers mentioned poor management as one of the top-three demotivating issues.

At school level, the personality of the director was hugely significant. One very strong common theme was that Ethiopian teachers dislike an authoritarian style of leadership: **“The director doesn't see you as equal... he is a non-democratic leader”** (female focus group participants, Oromia).

The view from the research was that a school director who involved their staff and listened to them was able to achieve more: **“Where the school director is very active and has an idea of leadership quality, they can manage staff very well and can create a good environment around the school”** (male secondary teacher, Amhara). A female primary school teacher from the same region urged directors to: **“...be democratic and encourage and motivate the teacher. They should never discriminate and should solve problems on time”**.

The teachers surveyed recognise the impact that good leadership at school level can have on their professional lives and look for strong, dynamic and democratic leadership. They also look for encouragement, and want to be seen as valued professionals.

VSO volunteers working in the Ministry of Education in Ethiopia commented that their work showed: **“...a huge difference between two types of directors – those who see themselves as educational leaders, and those who are administrators – this is reflected in the views of teachers as to how effective they are”**.

71. *Education Sector Development Programme III*, 2005, MoE, page 4

72. *Managing Teachers*, 2008, CfBT/VSO, page 17

73. *Joint Review Mission Report on Education Sector Development Programme III*, 2006, Joint Review Secretariat, page 43

At a local level, the Woreda was seen as influential and some teachers and directors welcomed its constructive support. Directors particularly welcomed Woreda staff that took an interest in the school: **“The Woreda officials visit and help me. They provide books and help with training”** (female director, rural school, Oromia). Not everyone subscribed to a positive view of the Woreda and some said they received little support: **“...there is a lack of cooperation from the Woreda for solving the problems of the teachers”** (female primary teacher, Oromia).

Another trend from the research was that some REBs were perceived as ‘distant’. For both teachers and directors, the REB was typified as a bureaucratic organisation that did not have a positive impact at the school level. They also saw the REB as failing to provide some of the services they needed. For example, textbook provision is organised through the REB and schools felt that they were not getting good support: **“We need great help from the partnership, but nowadays the help we get, it is not sufficient”** (male director, urban school, Amhara).

Teachers interviewed for the STURE report were asked to give examples of changes that would encourage them to stay in teaching and they indicated: **“Governance management issues such as, no corruption in teaching, transparency, and competent leadership – place the right people in the Woreda Education Office”**.⁷⁴ In the questionnaires, a number of male respondents raised the issue of government and Woreda involvement as problematic, whereas there were not any female respondents criticising the management and leadership. This could well be a function of female respondents not being comfortable with criticising the management, but criticism of leadership and management is in itself not encouraged in the very hierarchical workplace system that exists in Ethiopia. Supporting this were the discussions in the stakeholder workshops during which participants were heard expressing disappointment with management structures rather than individuals, and the lack of transparency. However, in the second round of focus groups, when asked about what they liked about being a teacher, a number of respondents replied that there was a lack of corruption in the profession. This could be relative in that it is a reflection of working in the education system in comparison to in other professions.

4.4 ALLOCATION, TRANSFER AND CAREER STRUCTURE

4.4.1 ALLOCATION

THE POLICY CONTEXT

Given Ethiopia’s shortage of teachers, graduating teachers are likely to find a job. It is a condition of a funded place on a teacher-training scheme that students accept a post in a government school for at least five years. Newly qualified teachers apply to the REB, which has strategic responsibility for providing its schools with staff. The REB then allocates teachers to the Woredas, which in turn assign teachers to individual schools. The directors have no say in who arrives at the school and for how long.

THE REALITY

There is no direct guideline on how teachers should be allocated; it is very much dependent on the Woreda itself. One supervisor in an Addis Ababa Woreda stated that: **“You could devise a criterion, ask for the teachers’ preference or simply pull names out of a hat. It is up to the Woreda to decide”**. The general pattern is that newly deployed teachers are allocated to rural schools, usually the more remote ones. **“Those with least experience are sent there to teach”** (male primary school director, Tigray). There is often little match between the teachers’ preferences and skills and the characteristics of the school.

This has the effect of isolating young teachers, especially those working at primary level. At grades 1–4, there are significant numbers of women trainees and this often means that young women can be posted alone to a community where they have no family or friends. Several teachers noted that these teachers might find themselves at risk and vulnerable: **“In a rural area, it is not good for female teachers”** (female primary teacher, SNNPR). Such unease undoubtedly impacts on their teaching performance and can make it difficult for them to feel a commitment to the school, the community and the area. This was again echoed by the findings

74. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 41



“...many [teachers] highlighted difficulties for women as the ‘*victims of harmful traditions*’, with unwanted marriage to local people, abduction, sexual assault and rape, while male students have been known to beat and insult female teachers, and in some instances (over-age) students attempt to marry teachers”.⁷⁵

Rural schools are also more likely to have less experienced staff, with implications for the quality of education. Newly deployed teachers still have much to learn, and their concentration in isolated schools puts teachers with the greatest development needs in schools where the students are likely to come from homes with the lowest levels of literacy and high levels of deprivation.

School directors and the prospective teachers who participated in this research commented that they have little say in allocation. **“The REB sends me teachers – I have no power to say no”** (male secondary school director, Amhara). That the director has no influence over school appointments can reduce both their authority and their accountability.

However, despite the obvious challenges to teachers in this system, there was a number of positive experiences cited in rural areas where teachers are working hard to overcome the barriers pupils face in their learning environments.

SEWATU PRIMARY SCHOOL, GRADE 1 AND 2

This school has one classroom block with two rooms in it and a small office in the middle. The two teachers there are newly qualified and one of them is the acting director. The rooms are sparsely furnished and for a long time did not have any furniture at all, including the office. All the materials were laid out on the floor until a desk came. The classrooms have mud floors and the furniture that was given to them by CCF (Christian Children’s Fund) is too big for the students. VSO volunteers have been working with the two teachers recently and have been impressed with their commitment to provide challenging and relevant lessons using local resources, despite the obvious drawbacks.

4.4.2 TRANSFER

THE POLICY CONTEXT

Transfer from one school to another or between Kebele/Woreda is conducted at the Woreda level, either at the request of a teacher or reassignment from a higher level.

THE REALITY

After a number of years of service, a teacher can ask to be moved from their current post. Usually teachers try to be moved to a school in a town because they see the town environment as preferable: **“In the country, teachers are far from many social services and they can’t get things easily”** (female secondary teacher, Oromia). It is seen as a ‘reward’ to be moved to a town school, and usually comes after years of service.

The STURE report found many regional variations:

“An extremely high proportion of teachers in Amhara (56%), Benishangul-Gumuz (69%) and Tigray (46%) had requested a transfer, which is indicative of a high level of dissatisfaction among teachers regarding their current posting, whereas in Oromia only 17% requested a transfer”.⁷⁶

The same report also found that some 42 per cent of teachers in Oromia and 31 per cent in Tigray who requested a transfer were successful and they concluded that this meant that teachers **“need not feel entirely trapped in their situation, in contrast to what was indicated in some of the focus groups”**. However, this leaves the issue of teacher flight from rural schools. If students in all schools are able to access quality education, then a share of the high-performing experienced teachers has to remain in rural schools. What is clear is that there are huge regional variations and teachers do not feel that the system is transparent or fair.

75. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 42

76. *Ibid*, page 34

4.4.3 CAREER STRUCTURE

THE POLICY CONTEXT

There is a progressive career structure for teachers, determined by length of service. After every two years of service, there is a pay rise, capped after ten years. Teachers can apply for a job at a more senior level and hence be promoted and move up onto the next salary scale (see Appendix 6). In theory, length of service, educational background and performance appraisal determines where teachers are in terms of scale and increment level.

THE REALITY

It remains unclear how teachers were actually able to progress to the next level of teaching. VSO volunteers based at the Ministry of Education commented: **“We have seen little or no evidence in any of our work of assessment or performance management of teachers”**.

However, one Woreda official interviewed stated that BPR (Business Process Re-engineering, a country-wide programme to increase efficiency and transparency in the civil service sector) has introduced measures to ensure quality assurance in schools in his Woreda; one of the components expressly deals with performance appraisal in schools.

Related concerns were about relativity with other professions: **“the general public service career structure is not implemented effectively or fairly – people with the same level of degree qualification get paid twice the salary in other ministries”**.⁷⁷

Initially, teachers’ salaries are one step higher than the amount paid to their equivalent in other civil service jobs (based on qualifications, amount of service and performance appraisal), but this perceived advantage disappears after two years with an ever-increasing gap, as illustrated in Table 9.

Table 9: Illustration of the salary gap⁷⁸

Junior professional worker 11 with a basic salary of 1,617 birr			
Civil service worker		Teacher	
Qualification	Experience	Qualification	Experience
College diploma	8 years	College diploma	16 years
Degree	5 years	Degree	8 years

Career structure is determined by the Ministry of Education as guidelines to follow, but individual regions can offer incentives if they so wish. The career structure currently in use was set in 1991, however, it is now under review.⁷⁹ Previously, the application and implementation of the career structure was not uniform across the country and the Ethiopian Teachers’ Association credits itself with ensuring the implementation of the career structure across regions.⁸⁰ Many teachers did not view the system for deciding promotions as very fair, or very efficient, and a number of teachers emphasised that teaching quality and ‘merit’ should be the key factors in promotions. One male supervisor from Amhara urged the authorities to: **“Promote career teachers on the guidelines established”**. A demotivating issue for one focus group was that there were: **“no incentives or motivation for hard-working teachers”** (mixed focus group, Addis Ababa).

It has also been recognised by the Ministry of Education that merit is not always taken into consideration in deciding promotions. In the mid-term review of the TDP1, it is stated that: **“In some parts of the country the selection of potential candidates (for principal posts) is not always based on merit”**.⁸¹ This is damaging both to morale and the credibility of those in principal posts. Potential leaders can be discouraged by the perception that promotion is not clearly related to objective qualities and demonstrable capability. Some director appointments were seen as ‘political’. This finding was reinforced by the STURE report, which noted that:

77. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 40

78. *Ibid*, page 32

79. *Ethiopian Teachers Salary Scale Survey*, 2008, Ethiopian Teachers’ Association, page 59

80. ‘Career Structure that was interrupted is decided to be continued’, 2006, news article on ethioteachers.org/news.htm Accessed June 2009

81. *Ethiopia Pilot Study of TDP – Quality in Education, Teaching and Learning*, 2006, USAID, page 14

“...teachers reported an additional negative component in their perception of the status and leadership role of School Directors. This was the extent to which Directors were political ‘appointees’, placed in that position for political reasons not related to their capacity as head teachers or managers. Further, that much of their time was spent on political duties unrelated to the education of students at their school, and requiring much absence from the school site”.⁸²

Female directors interviewed believed that they had not experienced negative discrimination in their career. One female director from an urban school in Oromia asserted that: **“There is no difference in the treatment of male and female directors”**. However, she went on to say that societal attitudes remain a problem: **“In my own family thinking is backward, and females didn’t learn, take a diploma or go on to higher education. Females help in the house – there is a great problem with ideas like this”**.

The evidence gathered suggests that the ‘traditional’ roles of women and men in Ethiopia are seen to be a problem: **“Female teachers look after the children and work in the home [while men] simply sit”** (female urban school director, Amhara). In many parts of Ethiopia, ‘traditional’ values prevail, and these are not supportive of gender equality. Women’s roles are seen as child-bearing, looking after the home, gathering fuel and collecting water, while men have more ‘freedom’. It is not expected that men will play much of a role in child care, even if the woman is in full-time employment. Participants in a female-only focus group noted:

“The fact that women are the leaders of the family means that they have additional burdens placed on them, for example, child care and housework. Male teachers do not have the same pressures. This makes it more difficult for female teachers to do their job. They may have to care for sick relatives and do not get the same opportunities for promotion” (female focus group, urban area, Oromia).

In relation to women in positions of authority, it remains a fact that there are very few women directors of schools, and even fewer women in positions of authority at Regional Education Bureau and government level. As the Joint Review Mission report noted: **“...women are severely under-represented in leadership positions at all levels in the education sector and this is the case in all regions”**.⁸³

SOCIAL TRADITION IN ETHIOPIA⁸⁴

“There is a much a more subtle but no less important challenge. It relates to the deeply rooted Ethiopian tradition of social order and hierarchy. Such a tradition may have been important in maintaining social stability in the past. But, it has also tended to perpetuate discrimination against women and certain social or occupational groups, stifle upward feedback (especially when it is negative), and discourage innovation and risk taking. Both in government institutions and private businesses, an outsider is often struck by how tradition-bound people tend to be. Many people are exceedingly well qualified. Yet, the environment seems to discourage thinking out of certain boundaries. It is as though many people subconsciously contain their own creativity. For Ethiopia to succeed in global competition, it must become more nimble and innovative. Domestically, too, Ethiopians will face increasingly complex and diverse issues. In the 1990s, the problem was in some sense simple. Needs for basic things were so obvious and yet the resources so few that the leaders at the center could readily determine what the priorities were: hire more teachers, build and staff health centers, repair and build key roads, and so on. Now that Ethiopia is moving past that phase it needs to face different challenges in different areas or sectors. It requires local ingenuity, which in turn demands the space for local solutions... Decentralization of government and the shift toward a market economy have been the Government’s strategy to bring about such fundamental changes. In a society accustomed to a strong and often controlling role of government, however, one should not underestimate the challenge of a real change in mind set and attitude.”

82. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 39

83. *Joint Review Mission Report on Education Sector Development Programme III*, 2006, Joint Review Secretariat, page 43

84. ‘Looking past the current crisis’, Ken Ohashi, World Bank’s Country Director for Ethiopia and Sudan, writing in *The Reporter*, Saturday 13 December 2008

4.5 TEACHERS' VOICE AND UNIONS

4.5.1 TEACHERS' VOICE

THE POLICY CONTEXT

The 2008 CfBT/VSO report *Managing Teachers*, which looks at the centrality of teacher management to quality education in 13 developing countries, notes the importance of a professional dialogue between teachers and policy-makers. In 2006, ILO/UNESCO updated their *Recommendation Concerning the Status of Teachers*, which roughly forms the frameworks that exist around teachers' rights. This report states that: **"There is a strong sense of distance from regional and national-level decisions that are eventually communicated to teachers as immutable decisions, often divorced from their daily situation"**.⁸⁵ Without adequate communication or consultation, teachers may feel disenfranchised and may be more ineffectual in their roles.

National and regional workshops are run concerning educational issues throughout the year, many of which look at curriculum development. Participation in these is determined by the school/institution that the teacher works for. Training on a more local level is dependent on the interest and willingness of the Regional Education Bureau and Woreda to provide it.

THE REALITY

In the interviews and focus groups, a common concern was that teachers did not feel involved in decision-making at national level, nor did most feel that they were able to influence policy discussions or areas such as curriculum development or terms and conditions. There were areas and issues where a majority of teachers felt that there had been some effective consultation, notably on the proposals for a new career structure, but this was not seen as usual. However, VSO volunteers at the Ministry of Education noted that: **"...there are many consultative workshops on various aspects of policy and teachers have been present at all the ones we have attended"**. Many teachers expressed a desire to be listened to and to have their concerns addressed, particularly by the government.

One focus group pointed to **"frequent policy changes"** as demotivating, adding that **"policy-making does not take local context into consideration"** (mixed focus group, Gilgel Beles). When asked further about this, it was felt that there was a number of **"imported solutions"** from other countries that were not as relevant in the Ethiopian context; none of the teachers in the group had been consulted about any introduction of new policy. The same focus group also noted that they had **"no access to decision-makers"** and that they found this difficult.

4.5.2 UNIONS

THE POLICY CONTEXT

There has been a teachers' union in existence in Ethiopia since 1949. In a recent court case, the former Ethiopian Teachers' Association was disbanded and replaced by the current (and also named) Ethiopian Teachers' Association. The current Ethiopian Teachers' Association has a membership of over 280,000 teachers,⁸⁶ which represents over 90 per cent of the teaching workforce in primary and secondary schools; there is currently a drive to include university lecturers, too. The subscription fee that members pay rose from 2 birr to 4 birr in January 2009; it is voluntary, and is divided between the school, the Woreda, the regional and the national levels of the association. Ninety per cent of the funds collected stay at the regional, Woreda and school levels with 10 per cent going to the national level to pay for administrative staff and costs, such as commissioned research. There is an ETA representative in every school, and at all levels, the national and regional officials are paid by the institution from which they were seconded. Their salary comes from their previous workplace, which is funded on a regional level in the same way that teachers are paid. The issue of whether or not the officials are independent from the government in terms of pay is in a slightly different context to unions in other countries. Elected ETA officials are in effect seconded to the ETA with their permanent employer continuing to pay their salaries. Additionally, the notion of a union purely funded by teacher contributions of 4 birr a month may not raise the required funds for the salaries and operations of the ETA staff and projects.

85. See ethioteachers.org

86. *Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations Concerning Teaching Personnel: Report Ninth Session, 2006, ILO/UNESCO, page vi*

Officials of the Ethiopian Teachers' Association meet regularly with government ministers and officials within the Ministry of Education. At regional level, officials meet with Regional Education Bureau officers and in some cases the regional offices of the ETA share the premises of the REB (in Oromia and Beneshangul-Gumuz). The ETA holds a national congress meeting once every four years and a council meeting every year to evaluate the performance of the board and endorse the next year's plan of action. Information is passed to members by a variety of means, mostly by printed material. Often it is more difficult to communicate with teachers in remote areas.

It should be noted that the former union is now applying to be re-established under the provisional new name of the National Teachers' Association (NTA). The registration of this body is awaiting sanction by the Ministry of Justice. International organisations, such as Education International, the European Parliament and the International Labour Organization have recently visited Ethiopia and requested that the NTA be allowed to re-register.⁸⁷ Ethiopian law allows for the formation of various associations in the same profession.

THE REALITY

The majority of teachers consulted would like to see a more dynamic dialogue between the ETA and the government. An association official who wished to remain anonymous recognised that there were issues: **"Our members may not be happy because they want all things solved and they can't be. There is a limitation to our work. We are not highly influential"**.

The ETA's role in speaking for teachers was acknowledged, but the association is perceived at times to be too closely associated with the government. One male ETA member claimed that the association **"...is under the indirect control of the government"**. Another female teacher in a focus group, who wished to remain anonymous,⁸⁸ said that: **"The problem is that the union is there to support government, not to support teachers"**.

This perception is likely to weaken the association's standing among some teachers, as it may be seen as unable to pursue independent issues vigorously. The STURE report calls for an **"enhanced role for Teachers' Associations and Unions"**⁸⁹ but does not expand on what this would mean. In addition, the STURE report notes that there is a desire among teachers for cooperation rather than for conflict and a willingness to engage in constructive dialogue with the government.

4.6 SCHOOL ENVIRONMENT: TEACHING AND LEARNING MATERIALS, CLASS SIZE AND FACILITIES

4.6.1 TEACHING AND LEARNING MATERIALS

THE POLICY CONTEXT

Each school should provide textbooks and other learning materials free of charge for grades 1–10. A level of funding of 10 birr per student for grades 1–8, and 15 birr per student for grades 9–10 is set nationally, but with allocations made through Regional Education Bureaux and Woreda budgets. The school textbook policy, published in 2006, that states:

"Textbooks will be provided in quantities that enable all students to access them effectively in the classroom. The federal target is a textbook:student ratio of 1:1 for all subjects and grades..."⁹⁰

It is expected that children provide their own exercise books and writing materials. The situation in Ethiopia is complicated by the number of languages spoken throughout the country and by the frequent revisions there have been to the curriculum.

THE REALITY

There is a huge shortage of textbooks in most classrooms and there are few other teaching materials. Teachers, using their own money to buy materials, often create teaching and learning materials. The majority of classrooms are bare, sterile environments, with little on display. The JRM looked at textbook quality and provision and found that **"...the relatively rapid succession**

87. 'EI Launches Urgent Action Appeal for support for its affiliates in Ethiopia', 25 May 2009, Education International news article on www.ei-ie.org/en/news/show.php?id=1034&theme=rights&country=ethiopia Accessed June 2009
88. Focus group participants were promised that any comments they made would only be used anonymously. This ensured that participants could speak freely. In some instances, we have not recorded which region the research participant was from for reasons of confidentiality
89. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 47
90. *School Textbook and Supplementary Material Policy and Strategy*, 2006, MoE, page 6

of revisions of the curriculum combined with the complex multilingual environment prevailing in many regions...means that textbook development often lags behind”.⁹¹

The lack of textbooks and other learning materials (for example, display materials and stationery) was of great concern to the teachers consulted in this research. The following complaint from a male primary school teacher in Amhara was typical: **“The school has not got enough textbooks for the students and the teachers have not got enough materials for teaching”**.

Teachers are keen to use textbooks, but teachers often have to rely on ‘chalk and talk’ techniques (if they have a blackboard) because the students do not have the appropriate books. This directly impacts on learning. All of the schools visited reported shortages of textbooks, which was obvious during classroom observations. Some classes had no textbooks at all; one textbook being shared by a number of pupils was a common sight. One male secondary school director in Amhara noted: **“The school just doesn’t have enough books”**. Given that the syllabus assumes access to textbooks, an absence or shortage makes quality learning impossible.

At secondary level, Plasma (a televised national curriculum in 60 per cent of subjects) exists in 68.5 per cent⁹² of the schools. This programming, while providing education to millions of Ethiopians, is dependent on the availability of electricity (some schools have Plasma television but no electrical power connection) and the ability of the teacher to facilitate the lesson. Many of the lessons require textbooks that do not exist and the opportunities for interaction between students and the classroom teacher are typically limited to five minutes at the start and finish of a lesson. When researching the use of Plasma through a teacher education programme, teachers found that the above issues of timing and lack of supporting materials problematic. Interestingly though, while students found it hard to access due to pronunciation (it is filmed in South Africa, although there are plans for it to be produced in Ethiopia in the future), the fact that everyone in the country received the same education meant that it was fair and egalitarian in their eyes, giving the students of Ethiopia equal opportunity.⁹³

More generally, schools cannot afford to buy supplies of materials. Paper or pencils are very rarely available, unless teachers provide them using their own money. **“Teachers are using their own salary to produce teaching materials just to help their students – to give life to their subject”** (male secondary school director, Amhara). This illustrates the desire of teachers to make their lessons as interesting as possible and to inspire students.

The funding schools receive for TLMs is inadequate and even the modest per capita sum that is supposed to be available for resources does not always reach the schools: **“We should get 10 birr (US\$1) a student, but only 25 per cent gets through to us”** (male primary school director, Amhara). **“For over 2,000 students, I get a budget of just 500 birr (US\$50) for learning materials. For building, repairs, etc there is no budget at all. The school has to make money by selling trees and grass from its grounds”** (male primary school director, Oromia).

There is a wide inconsistency in whether the money from pupil allocation gets through to schools. Part of the TDP2 has a significant allocation for ‘school grants’, which aims to give every school an allocation based on pupil numbers, 15 birr per pupil at primary and 20 birr per pupil at secondary level.⁹⁴

As few students can afford to buy their own books, this shortage of resources impacts strongly on learning opportunities. Often the only access a student will have to books is through school libraries, which are under-stocked and will often have inappropriate books (many received through haphazard international donations) in relation to the level that is required. Library provision for secondary schools is over 85 per cent, but for schools with younger pupils, the provision is much lower, with only 15 per cent for grade 1–4 schools and less than 50 per cent for grade 1–8 schools. This lack of library provision has a strong negative effect on pupil’s access to information and exposure to printed materials.

- 91. *Joint Review Mission Report on Education Sector Development Programme III, 2006, Joint Review Secretariat, page 36*
- 92. *Education Statistics Annual Abstract 2007/8, 2008, Ministry of Education, page 48*
- 93. *School Placement Reports collected from five teacher training institutions, 2008*
- 94. *GEQIP Appraisal Draft, 2008, World Bank, page 5*

4.6.2 CLASS SIZE

THE POLICY CONTEXT

The standard set by the Ethiopian government for the pupil–teacher ratio is 50:1 for the primary sector and 40:1 for the secondary sector.⁹⁵ The Ministry of Education also states that: **“Pupil teacher ratio (PTR) is one of the common indicators of efficiency and quality”**.

It goes on to note that if there is a low PTR, there is better opportunity for contact between pupil and teacher; however a low PTR may show an under-use of teachers. The Education For All Fast Track Initiative (EFA–FTI) Indicative Framework Benchmarking Tool⁹⁶ specifically refers to a figure of 40:1 as the ideal pupil–teacher ratio in primary schools. Government statistics in the Educational Statistics Annual Abstract for 2006/7 show an average PTR for Ethiopian schools of 59:1 for primary schools and 48:1 for secondary schools.

The CfBT / VSO *Managing Teachers* report points out that **“PTRs as high as these make classes overcrowded and unmanageable: teaching becomes little more than crowd control. In such situations, a move away from ‘chalk and talk’ rote learning, towards participative teaching and learning methodologies (involving small group work and individual attention) becomes unthinkable”**.⁹⁷

For Ethiopia’s many first generation learners, class size is an even more crucial factor, as the contact time needed with a teacher is much higher for these new learners. Many students attending school are the first to do so in their families, so their parents find it challenging to help them with homework or communicate effectively on their behalf with the school. In these cases, students require more attention from their teachers and input in terms of time and resources from their school.⁹⁸

THE REALITY

“Class size is a big issue. There are classes of around 70 in my school” (male primary school director, SNNPR). This was one of the issues most frequently raised by teachers and by school directors. On visits, the researcher observed that most classes contained at least 50 children, and often 60 or more. VSO colleagues report of a school in Bue, Sodo Zone, with more than 120 children in a Grade 1 class.

Most teachers felt large class sizes had an effect on their morale: dealing with such large numbers of children on a daily basis was simply exhausting. The daily supervision and organising of classes of 50, 60 or more reduced their energy levels and made it more difficult to inspire and develop their students. Primary school teachers reported that: **“The number of students not only makes classroom management more difficult, but also increases workload...It makes getting to know the students more difficult”** (female focus group, Amhara).

The number of children taught has a huge impact on teachers’ professional lives and this was also one of the findings in the STURE report, which mentions **“large class sizes”** as a demotivational factor. The government has emphasised that teachers should use active learning styles, including pair and group work. It is very difficult to employ these techniques in an environment where there is no space.

Good results can be achieved under such circumstances, and this is a tribute to the teachers, but it is not a satisfactory situation and is a cause of stress for many.

IMPOSSIBLE TO TEACH

Sewit works as a Grade 1 class teacher in a rural school in a developing region. She has 120 pupils in a classroom that is 10 square metres. The school has no water or electricity supply, and no latrines for either pupils or teachers. Her classroom is dark and poorly ventilated, with the children mainly sitting on the mud floor. She says: **“It is impossible to teach properly. I can’t move around the room and, although I try, it is difficult to look at the children’s work and help them individually.”**

95. *Education Statistics Annual Abstract 2007/8*, 2008, Ministry of Education, page 28

96. *Education For All – Fast Track Initiative: Accelerating progress towards quality universal primary education*, 2004, Education For All Fast Track Initiative, World Bank, page 16

97. *Managing Teachers*, 2008, CfBT/VSO, page 29

98. *Ibid*, page 45

4.6.3 FACILITIES

THE POLICY CONTEXT

The *Educational Statistics Annual Abstract 2007/8* reflects that: **“School facilities have an impact on access, quality, efficiency and equity. The school facilities are tools to attract students in general and girls in particular”**.⁹⁹ As part of its commitment to the provision of a better education, the government encourages spending on school building and facilities. However, it is the Regional Education Bureaux that plan the spending of capital and recurrent budgets in their region, with the Woredas actually allocating funds. Education is given high priority, but is often constrained.

THE REALITY

The quality of school construction varies enormously. There is also great variation in the provision of facilities such as toilets, water, desks and benches, staffrooms, secure fencing and libraries. The government is aware that some facilities, particularly the provision of safe schools, water and latrines, impact directly on the enrolment, attendance and completion rates of children, especially girls.

The environment teachers and children work in has a direct effect on morale. It also impacts directly on pupils' learning; if a classroom is dark with no lighting, pupils may be unable to see to read or write. Teachers in the survey commented on how a lack of basic amenities such as desks or benches made teaching more difficult: **“If there aren't enough desks and benches, chairs and tables, the teacher is suffering and the teaching process is not good”** (female rural primary teacher, SNNPR). Where students were crowded together or had nowhere to sit, teaching and maintaining the students' attention was difficult.

The security of sites was an issue raised by a number of teachers and directors. It is crucial that pupils, especially girls, should be in a safe environment, particularly in those areas where the abduction of girls on their way to school, or even from a school compound, still occurs. These abductions are for the purpose of forcing the girls into early marriage against their will, and against the wishes of their family. Worries about the safety of their daughters on the way to school, and when at school, is a source of discouragement for parents to send them to school.

The provision of water and toilets was raised by a number of teachers as being very significant for themselves and their students. In 2006/7, only 33 per cent of primary schools and 65 per cent of secondary schools had a water supply. A study by WaterAid/UNICEF/VSO¹⁰⁰ explains how a lack of sanitation and toilets affects both teachers and students. For teachers, there is the difficulty of not being able to deal with basic bodily functions, with some teachers developing kidney infections as a result of the conditions they teach in. For students, particularly girls, there was often the outcome of erratic attendance. Girls, and in some cases, female teachers, would have to go home to go to the toilet. The male director of a rural primary school in Oromia spoke for many: **“The provision of adequate latrines could also make teaching a more possible option for women, and reduce health risks for all students and teachers”**.

4.7 OTHER ISSUES RAISED BY STAKEHOLDERS THAT AFFECT TEACHERS

The following issues are those that, while not raised directly in the qualitative research by teachers, were mentioned by many other stakeholders, such as school directors, teacher trainees and donors in either focus groups or other meetings.

4.7.1 RECRUITMENT

THE POLICY CONTEXT

Teachers in Ethiopia are currently trained and recruited at two levels, depending on whether they will teach at primary or secondary level. The current structure is outlined in Table 10:

99. *Education Statistics Annual Abstract 2007/8*, 2008, Ministry of Education, page 37

100. *Sanitation Provision in Benishangul-Gumuz Region State Schools: Girls' and Women's Experience*, 2005, WaterAid/UNICEF/VSO

Table 10: Recruitment structure according to grade of teaching

Grade	Training institution	Length of training	Qualification
Primary	College of Teacher Education	3 years	Diploma
Secondary	University	3 years	Degree

There have been recent changes to how teachers in Ethiopia are trained and recruited. In the past, there was a one-year certificate qualification for teachers at lower primary level. A three-year diploma, taught at a College of Teacher Education (CTE), has now replaced the certificate. For entry to a CTE, satisfactory completion of Grade 10 is required. Many CTEs and Regional Education Bureaux are also now instituting selection programmes to improve the quality of entrants to these courses, financed by TDP2. Current holders of certificates can carry on working, but they are upgrading to the diploma qualification, usually through summer schools. TDP2 is again helping to finance this upgrade.

To teach at secondary level, teachers must have a degree. In the past, this could be in education. There are plans, however, to adopt a system where after three years' studying for a degree, the degree holder undertakes a one-year additional training in education and teaching.

THE REALITY

Around 50 per cent of the teachers questioned made a positive choice to be a teacher in the first place. This was reinforced by the findings of the STURE report where: **“58% of all teachers in the sample expressed a positive reason for becoming teachers”**.¹⁰¹

The influence of role models was mentioned by a significant number of teachers: **“I used to be impressed by many good teachers. Fortunately, I was lucky to be taught by teachers who had charismatic teaching qualities... they were also highly respected in society”** (male secondary teacher, SNNPR).

However, half of those interviewed felt it was a less positive choice: **“When I took the Ethiopian school leaving certificate examination, the result I got was not good, therefore I became a teacher”** (male secondary school chemistry teacher, Amhara).

Teacher selection is problematic, as those with lower academic grades at the end of grade 10 are automatically selected to attend teacher training, rather than go on to Grades 11 and 12 and finish their secondary education. This is a major factor in creating a view of teaching as a 'career of last resort'. It also contributes significantly to a negative view of the profession: **“The profession of being a teacher is discredited. They come as a last resort, and try to find an alternative career”** (male CTE lecturer).

Lecturers in universities and colleges were almost unanimous in their criticisms of current recruitment procedures for teaching courses: **“The Faculty of Education is being made to enrol students with low status, which in turn creates the wrong outlook – that only weak students join this faculty. Thus, this, in its way disseminates into society”** (male university education lecturer).

The STURE report comments that:

“Entry to teaching should be opened up to potential entrants who score more highly in secondary level examinations in order to increase the quality of the profession and to weaken the perception that teaching is only for relative failures. The evidence of this Study is that while teaching is indeed seen by many as a default option for those with low levels of academic success, there are many others who are attracted to teaching for very positive reasons. It is reasonable to assume that this would be true for potential recruits who have higher intellectual capabilities. This would represent a no-cost solution to a problem that affects the status and morale of the profession”.¹⁰²

101. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 32

102. *Ibid* page 45

TDP2 has an area that looks at improving selection of entrants to teacher training. When taken in conjunction with the new diploma qualification and the move to upgrade all existing teachers to diploma level, these actions are likely to raise the professional status and quality of teachers.

The policy of trying to recruit 50 per cent female teachers is a welcome one, as is the government's initiative delivered through the Women's Affairs Office to support them. The office's efforts have received international recognition for their pioneering work from the UK-based Beyond Access project:

"...since women are accepted with lower qualification levels than men, their performance tends to lag behind, which may badly affect their self esteem... the Women's Affairs Office... gives additional support to women in these colleges and provides them with assertiveness training".¹⁰³

Although Oxfam's *Beyond Access* report found the application of this policy to be less than universal, there was evidence of moves towards good practice, with gender officers in place.

4.7.2 ATTRITION

THE POLICY CONTEXT

Currently there do not appear to be any specific policies designed to address teacher attrition, possibly due to the small rates of attrition. Reviews of salary scales and policy changes regarding upgrading are intended to address the issues of teacher retention. The STURE report found a remarkably low level of attrition in one Woreda: 2.3 per cent, compared with rates of almost 10 per cent throughout 12 Sub-Saharan African countries. It then went on to conclude that, while it has not found strong evidence of attrition in Ethiopia:

"...there is evidence of a large proportion of teachers wanting to leave teaching and being clear about the reasons for doing so. The fact that they do not may indicate that although they are not content, nevertheless they realise that there are few other alternative occupations that would actually improve their situations".¹⁰⁴

THE REALITY

Some teachers study with the purpose of getting themselves out of teaching, or at least out of schools and into a university or college: **"I am studying law. My friends see me as clever and support my efforts to become an office manager"** (male primary teacher, Addis Ababa). Another male secondary school teacher from Amhara reported: **"I am studying administration. As much as possible, I will try to change by means of improving my profession"**. In a system where those who become a teacher is determined by school grades and not by choice, there is going to be a higher rate of attrition and desire to change professions.

This desire to 'get out of' teaching relates to the way many teachers feel about the profession. For many, the relatively poor pay and low status mean that it is a job to be 'escaped from'. A number of respondents referred to teaching as a 'bridge' job, something to do while they upgrade or change their qualifications so that they could enter a different occupation.

The rapid expansion of higher education institutions has also encouraged teachers to apply for jobs there. Despite universities wanting lecturers with Masters-level qualifications, the supply of teachers from teacher training colleges and preparatory schools with degrees has been consistent. Teachers with degrees can apply for jobs with much higher salaries, compounding problems of quality that schools face.

103. *Beyond Access: Developing Capacity to Achieve Gender Equality in Education*, 2005, Oxfam, pages 3–4

104. *Study into Teacher Utilization in the Regions of Ethiopia (STURE)*, 2008, CfBT, page 34



5 CONCLUSIONS

The main aim of this research was to investigate the state of teacher motivation in Ethiopia. It also set out to hear ideas about which aspects of the education system could be changed so that morale could improve. The research indicates that teaching can be a satisfying profession when teachers take pride in seeing and helping students to achieve. However, teachers in Ethiopia feel poorly rewarded and undervalued, and wish to see their pay, status and conditions of service improved. They would also like access to better management and support, more involvement in decision-making and representation and better resources with which to tackle their huge and important task of equipping the next generation of Ethiopian citizens with adequate education.

The report has sought to recognise the achievements of the Federal Democratic Republic of Ethiopia and the Ministry of Education and take into account current developments and initiatives. The findings of the research correspond with aspects of previous research undertaken by various bodies, including the Ministry of Education and the Ethiopian Teachers' Association. The Ministry of Education has shown that it is aware of some of the issues affecting teachers, and it is hoped that this research and the recommendations arising from it will help in developing policy and actions. It is appreciated that some of the issues raised, and solutions proposed, have considerable financial implications, and their implementation will require the assistance of the donor community.

During the research and writing of this report, it also became clear that many government bodies, NGOs, organisations, schools and individuals are working to increase teacher motivation and morale in many different ways. What is obvious though is that some of these stakeholders are working on the same areas and could be so much more effective by working in collaboration with each other. In this way, the efforts being made will have more far-reaching consequences and impacts on the education system.

Throughout the research, it also became evident that different regions in Ethiopia face different problems, and a single approach to raise motivation and morale cannot be used. Not only do these differences mean that the results are sometimes in contradiction with each other, but it also means that careful selection of partners and stakeholders needs to be made when carrying out the recommendations, as the solutions are not universally transferable.

The Ministry of Education has ambitious plans, as noted by this report, and GEQIP looks as though it could make a huge difference to teachers in Ethiopia and their work life. But as with many plans and strategies, monitoring and evaluation needs to take place to ensure they are being implemented successfully and reaching the intended targets. If not, a change of direction needs to take place. This is one area of concern highlighted by the report: the lack of accountability at each level of the education system means that programmes and strategies can often have a smaller impact than intended. Sound monitoring and evaluation needs to be carried out not only by the Ministry of Education but by all the stakeholders, and for that to happen well there needs to be free access to information and each sector must understand the role they play.

Some areas (notably adult and non-formal education) will be calling on teachers even more to provide additional resources to fulfil Ministry of Education plans, and this will put further strain on an already demotivated workforce.

Funding of education is set to see a declining share of total resources and given that teachers are one of the biggest budgetary expenses, the issue of their utilisation is crucial. It has already been noted that despite the ambitious plans of the Ministry, the funding available is not enough to carry out the plans fully. The PASDEP notes that:

“In the education sector, primary education is accorded top priority in all activities, and the targets in this sub-sector will be maintained. Under a lower scenario, spending on construction and upgrading of secondary schools will be reduced by 12.5%. In effect, the enrolment in secondary schools will reduce by about 30,000, deferring the problem and increasing the strain on future enrolments. Furthermore, the cost reduction from operating and investment outlays of higher education and TVET will result in the reduction of total

enrolment by 10,500 and 16,000, respectively. In addition to the scaling-down of spending, different strategies would need to be employed to carry out the remaining activities, among others, increasing the utilization of classrooms, workshops and laboratories by teaching in the evening and weekends, and increasing of class sizes where feasible".¹⁰⁵

The 2008 UNESCO EFA summary report¹⁰⁶ measures countries' capabilities to achieve four of the six goals using a measure called the Education For All Development Index (EDI). It recognises that since 1999, Ethiopia has seen a 35 per cent increase in this value, which, while commendable, does not take Ethiopia out of the 'far from achieving EFA' category. Despite this, with continued and maintained commitment to improving education, Ethiopia can make a difference, especially in achieving Universal Primary Education and Gender Parity between 2015 and 2025.¹⁰⁷

In the likely event of a shortfall of funding for education, the quality of education will inevitably suffer. As seen from the strategies above that will be employed, teachers will also have extra burdens put upon them that will unavoidably lead to a further decline in motivation and morale. This in turn will affect the quality of educational provision and continue the spiral of decline in status and value attached to the profession.

The recommendations that follow highlight the different stakeholders who have the capacity to take forward each recommendation.

Ethiopia still faces great challenges in achieving the Education for All goals by 2015. It is clear that the significant commitment already shown by government, donors and other stakeholders in the education sector must be maintained for Ethiopia to reach them. If, as many education researchers suggest, the quality of an education system cannot exceed the quality of its teachers, then there is still much work to be done on raising the motivation and morale of teachers in Ethiopia.

105. *Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty (2005/06–2009/10)*, 2006, MoFED, page 210

106. EFA Global Monitoring Report 2008. *Education for All by 2015: Will we make it?*, 2007, UNESCO, page 11

107. *Ibid*, page 11

6 RECOMMENDATIONS

A stakeholder workshop was held in March 2009 in which the findings of the report were discussed with the aim of identifying realistic solutions to the recommendations and issues highlighted in the research. The stakeholders were taken from all levels of the education system and each set of recommendations was discussed in mixed groups, focusing on what potential solutions existed for these issues and how the solution could be implemented and by whom. The stakeholders came from the following areas:

- Ministry of Education
- Regional Education Bureaux
- Woreda/sub-city/Kebele
- directors
- teachers
- students
- Ethiopian Teachers' Association
- media organisations
- community-based organisations
- NGOs and donors
- teacher education institutions.

The ideas of the workshop were then collated, as outlined below, culminating in the recommendations to various stakeholders, featured in Sections 6.1 onwards.

6.1 RECOMMENDATIONS TO THE MINISTRY OF EDUCATION

TERMS AND CONDITIONS

- Ensure salaries of education staff are linked to the cost of living and increase them in line with inflation, and ensure that there are clear salary scales of which all education staff are aware.
- Prioritise the building of accommodation for teachers and work with the relevant agencies/institutions to make this happen; build new schools with accommodation.
- Develop a programme of non-salary incentives for teachers (for example, transport incentives for teachers in rural areas, merit-based promotion, placing teachers nearer their homes and more continuing professional development (CPD) opportunities) and ensure there is a uniformity of incentives. Additionally, participate at national level in providing accessories/utilities, for example, bulk buy bicycles, housing, insurance etc.
- Establish a system to monitor and evaluate whether rules, regulations and systems are being implemented fairly and transparently.
- Devise clear and transparent guidelines/principles on how to upgrade teachers and for the allocation or transfer of teachers to schools and Woredas.
- Develop and implement consistent performance evaluation, recruitment, selection and career structure guidelines and monitor the application of them.
- Develop a Teachers' Code (similar to the rest of the civil service where the budget for their salary follows the individual and not the place they work in), making it easier for movement within the education system and reducing the detrimental effect on school budgets.

MANAGEMENT

- Identify good educational leaders and ensure that they are rewarded for their work. This will act as an incentive to remain in post and not move to other positions.
- Clearly define the roles and responsibilities at each level of the education system (from Ministry of Education to school level) to clarify the boundary between the federal level and regional autonomy.
- Ensure the Teacher Development Programme is used correctly and well, and monitor and evaluate its implementation.

PARTICIPATION

- Expand teachers' participation in policy, research, curriculum and textbook preparation through workshops and forums.
- Promote open discussion and sharing of good experiences between regions and also collect feedback from teachers, especially on the problems and issues they face.

- Develop a Memorandum of Understanding between the Ministry of Education and the Ethiopian Teachers' Association, with the agreement signed by both parties to clarify the respective roles.
- Encourage different levels of the education system to work collaboratively and identify good practice on a regional level to share.

6.2 RECOMMENDATIONS TO REGIONAL EDUCATION BUREAUX

- Create a focus group forum to channel teachers' issues up to policy level.
- Ensure educational leaders (all appropriate levels) are appointed on a competency basis and are monitored along guidelines in post, providing training where necessary.
- Develop and encourage cluster-based supervision.
- Manage the deployment of teachers in a transparent way, using clear and fair guidelines and ensuring the safety of female teachers, and give school directors more control over the hiring of staff.
- Ensure that the teachers' guides, syllabus and curriculum materials are printed and distributed in enough quantity and in time for schools to use them.
- Provide clear information to schools and teachers on the benefits they are entitled to and monitor and evaluate how the benefits are applied.
- Provide training for all directors on a consistent basis, monitor where training has been given (for example, which directors have received Leadership and Management Programme (LAMP) training) and regularly evaluate whether the learning from the training is being implemented in schools.
- Ensure that transfer between regions is based on merit and is transparent, and ensure that guidelines on transfer are followed.

6.3 RECOMMENDATIONS TO WOREDAS/SUB-CITIES/KEBELES

- Create a central pool of cover teachers that can be deployed to schools to cover maternity leave and sickness, reducing the burden on the remaining teachers and giving greater flexibility to female teachers to be able to choose when to take their maternity leave.
- Hold regular workshops and meetings to gain teachers' opinions on policy and as a method of dissemination, as well as a way of involving teachers in decision-making processes.
- Manage the deployment of teachers to schools in a transparent way, ensuring the deployment guidelines are followed and teachers are aware of their transfer rights.
- Facilitate awareness-raising in local communities on how they can work with schools/teachers to improve the teaching and learning environment.
- Help facilitate free access to land for accommodation.
- Encourage cluster-based supervision and experience sharing, both within a cluster and from other clusters.
- Allocate sufficient budget to upgrade school libraries, laboratories, classrooms, water, sanitation, toilets and other facilities.
- Work on Kebele capacity-building and ensure that Kebele leaders have experience in education.
- Ensure adequate budgets are allocated for teacher upgrading and that the selection procedure is fair and transparent.
- Appoint qualified and capable education leaders (all appropriate levels).
- Mobilise communities to build housing for teachers constructed near schools.

6.4 RECOMMENDATIONS TO DIRECTORS

- Encourage dialogue between the community and teachers and foster closer links through increasing participation, for example, school open days.
- Set up a cluster of schools that can share learning and generate local solutions to problems (such as teacher absence).
- Encourage democratic leadership and participation, and encourage student and teacher voice through student/teacher councils.
- Conduct teacher performance appraisals in relation to improving teaching and learning using a clear and transparent process; ensure fairness in application – to all members of staff.
- Incorporate salary upgrades into budgetary planning.
- Ensure a fair and transparent system of selection for workshops/training and upgrading is used.
- Demonstrate accountability and responsibility for the teaching and learning in your school by

implementing systems that allow for two-way feedback.

- Facilitate the conditions for meaningful teacher training in schools by working with teacher education institutes.

6.5 RECOMMENDATIONS TO TEACHERS

- Promote openness to change and commitment to learning, taking responsibility for your profession and being committed to strengthening it.
- Encourage student participation and voice at classroom and school level, and ensure that students know their rights and obligations.
- Encourage the community to participate and help in school life.
- Conduct regular discussions to understand clearly the context you are in and to develop solutions for problems you are facing at a school/local level.
- Be proactive in participating in the education system, for example, indicate needs through petitions, participate in local teachers' associations, work cooperatively with the school management to help affect change.

6.6 RECOMMENDATIONS TO STUDENTS

- Work with teachers to improve the teaching and learning process through dialogue, student councils, sharing the experience of learning with teachers and promote student peer support.
- Work with schools, teachers and local community to alleviate problems facing schools.

6.7 RECOMMENDATIONS TO THE ETHIOPIAN TEACHERS' ASSOCIATION

- Develop a Memorandum of Understanding between the Ethiopian Teachers' Association and Ministry of Education to clarify roles.
- Hold an annual teacher-government forum to encourage dialogue at different levels, from Woreda to federal, to seek local solutions.
- Negotiate cheaper rates with insurance companies and banks for teachers (for example, for housing, health, loans etc).
- Work with all levels of the education system to secure benefits for teachers and with the preparation of guidelines for teachers.
- Run an awareness-raising campaign of issues that teachers and schools face.
- Build the confidence of the ETA's members and prospective members: the ETA stands for teachers and the improvement of the education system as a whole.
- Increase ownership of issues that teachers face by strengthening ETA grassroots-level offices in order to capture adequate information that is free from biases and lobby on teachers' behalf.
- Influence the process for the revision of the career structure and negotiate/participate in wider policy development.
- Follow-up on the report submitted to Civil Service Agency in regard to raising teacher salaries and continue to lobby the government.
- Work with education stakeholders (both national and international) to bring together the work being done in the arena of teacher motivation and advocate on teachers' behalf.

6.8 RECOMMENDATIONS TO MEDIA ORGANISATIONS

- Initiate media programmes to promote teachers' profession, status, rights and roles through publishing positive stories and articles, conduct panel discussions on teachers' issues and promote the profession.
- Help share best practice through role model articles and raise awareness on the importance of the teaching profession for society.

6.9 RECOMMENDATIONS TO COMMUNITY-BASED ORGANISATIONS

- Mobilise resources for schools, for example, housing and classrooms, by providing labour, funds and materials.
- Provide community care for children of teachers affected by HIV and AIDS.
- Create an enabling environment for quality teaching and learning that ensures the safety of students and teachers, promoting positive cultural values and respect of others.
- Encourage community participation in schools to strengthen links between leadership, staff and students and share skills and experience.

6.10 RECOMMENDATIONS TO NGOS/DONORS

- Support the education system through training in cluster-based supervision and in innovative ways and structures, such as teacher development.
- Undertake research on working conditions, psychological conditions, job satisfaction and policy environment.
- Advocate on teachers' behalf and support the need for more funding for libraries and resources.
- Be involved at Teacher Development Programme level through community outreach programmes, monitoring the impact of the General Education Quality Improvement Programme (GEQIP).
- Work in areas where teachers and their families are marginalised, for example, HIV and AIDS, disability, gender and minority discrimination.

6.11 RECOMMENDATIONS TO TEACHER EDUCATION INSTITUTES

- Introduce the Teacher Development Programme package fairly and transparently alongside other education programmes and increase awareness and understanding of the General Education Quality Improvement Programme (GEQIP) and Ministry of Education plans during pre-service training to trainee teachers.
- Align teacher training programmes in the light of the *How Much is a Good Teacher Worth?* research to increase the professional competency of trainee teachers.
- Address issues concerning the quality of recruits to the profession through early intervention at preparatory school, for example, study skills for female students.
- Disseminate information regarding teaching and learning issues to schools and the community.

APPENDICES

APPENDIX 1: TEACHER QUESTIONNAIRE

1. How long have you been a teacher?
2. Are you female or male?
3. How old are the children you teach?
4. What subjects do you teach?
5. I left school at the end of grade:
6. What qualifications do you have (for example, diploma, degree)?
7. Are you studying for another qualification at present? If yes, what qualification?
8. How do you feel about being a teacher in Ethiopia? Do you think it is a good job for both men and women? Do other people see it as being a good job? Why?
9. What are the good things about being a teacher? (Name 3 to 5 things.)
10. What are the negative things about being a teacher? (Name 3 to 5 things.)
11. What were your reasons for becoming a teacher?
12. Have your feelings about being a teacher changed since you started teaching? If so, in what ways?
13. How do your family and friends view your job as a teacher? Do they see it as a good job for you to have?
14. What future career plans do you have? Do you plan to remain in teaching or would you like to change to a different job? Why?
15. What things help you to teach well and enjoy your teaching?
16. What things make teaching more difficult and/or less enjoyable?
17. What things could your school director do to make your life as a teacher better?
18. What things could the Ministry of Education/Regional Education Bureau do to make your life as a teacher better?
19. In your school, are female and male teachers treated in the same way? If there are differences, what are these?

APPENDIX 2: TRAINEE TEACHER INTERVIEW QUESTIONS

1. How long have you been studying to be a teacher?
2. When do you expect to become a teacher?
3. Are you female or male?
4. Which grades and subjects will you teach?
5. Is your college a state or private one?
6. What were your reasons for entering teacher training? (Give 1–3 reasons.)
7. Was teacher training your first choice of course? Would you have preferred a different option? If yes, which one(s)?
8. How do you think you will feel about being a teacher in Ethiopia? Will you like your job? What will your family and friends think about you being a teacher?
9. What do you think will make you happy as a teacher? (Name 3–5 things.)
10. What do you think will cause you to be unhappy as a teacher? (Name 3–5 things.)
11. Do you see teaching as a lifetime career? What do you see yourself doing in ten years' time?
12. In your experience, are females and males treated the same in your college? If there are any differences, what are these? How do you feel about this?
13. From what you have seen of schools, do you think male and female teachers experience the same conditions and treatment?
14. Do you intend to teach in a government or a private school? Why? (Give 1–3 reasons.)

APPENDIX 3: DIRECTOR INTERVIEW QUESTIONS

Background: number on roll, boys, girls, number of teachers, male/female, number of classrooms, average class size.

1. How long have you been the director of this school?
2. What was your career before this?
3. What are the really satisfying parts of your job?
4. What things cause you stress or frustration?
5. How would you describe your relationship with Woreda/regional officials? Do they help you?
6. How would you describe the level of resources, including time, you are given to do your job?

7. Has HIV and AIDS impacted on your school? If so, how?
8. What are the key issues facing your teachers? Are these different for female/male staff? If so, in what ways?
9. Have conditions for you or your teachers changed in the last five years? If so, how?
10. What would you like the government to do to improve conditions for teachers and schools?
11. Any other comments/observations?

APPENDIX 4: FOCUS GROUP QUESTIONS

INTRODUCTION

Explain the purpose of the research: seeking teacher voices and their views on the factors that influence teacher motivation. Stress the confidentiality of all that is said, that you will not be reporting to the director and that the outcomes of focus groups will be aggregated, with any individual contribution quoted anonymously. As there will be many focus groups, even the group won't be identifiable. Stress it is important to be as open and honest as they can be. All documentation will be kept securely in the VSO office in Addis.

ACTIVITY 1

- **What makes you feel good/motivated?**
Ask participants to work in pairs and think about the things that make them feel good during the working day, for example, when a pupil suddenly understands a new concept. List them on notepaper.
- **What motivates teachers?**
Extend personal experience to teaching in general, for example, a good working environment.
- **What are the characteristics of a motivated teacher?**
Ask participants what characteristics a happy teacher has. How do you know when a teacher is happy/motivated? For example, they are punctual, good tempered.

ACTIVITY 2

- **What is your level of motivation at present?**
Give each participant a piece of paper and ask them to rank their own level of motivation using the following scale:
highly motivated/fairly motivated/slightly demotivated/very demotivated.

ACTIVITY 3

- **What are the causes of teacher demotivation?**
- **What are the solutions for addressing teacher demotivation?**
Give each participant a number of post-it notes on which to write down the causes of teacher demotivation (one per post-it note).

What things in your personal/professional life make you angry/sad/demotivated, or make doing your job difficult?

Group the issues into specific levels to identify the 'source' of the difficulty/demotivation, for example, personal/organisational/classroom/student /school/national.

Within each of the categories above, ask the participants to rank the issues in order of importance.

Extend this to draw out solutions to each of the main issues. Finish by checking for any other issues/concerns not raised.

APPENDIX 5: EDUCATIONAL BODIES AND INSTITUTIONS CONSULTED

1. **Initial research questionnaires, interviews and focus groups**
Arba Minch University: focus group work with 28 lecturers (two sessions)
Debre Markos College of Education: focus group work with four lecturers
Focus group session with a girls' club: seven teachers and two college staff
Dessie College of Teacher Education: focus group work with 14 lecturers
Dessie cluster meeting: focus group work with 20 teachers

Dilla University: focus group work with four lecturers
Robe College of Teacher Education: focus group with 12 lecturers
Two focus group sessions with teachers (12)
Gilgel-Beles College of Teacher Education: focus group work with 24 lecturers
Kotebe College of Teacher Education: interviews with two lecturers
Mekelle University: focus group session with 16 lecturers
Abema Elementary School, Debre Markos: focus group discussion with four teachers
Adis Hiwot Elementary School: focus group discussion with six teachers
Bonga cluster: focus group discussion with six teachers
Beneshangul-Gumuz REB: vice director and Woreda supervisor
Kombolcha Woreda: director and supervisors
Mekelle Woreda: vice director and Woreda supervisor
Ethiopian Teachers' Association: vice president
Tigray Teachers' Association: vice president
Kombolcha Junior School: director
Kombolcha No 1 Primary School: director
Kombolcha No 2 Primary School: director and three teachers
Ayder Complete Primary School, Mekelle: director
Elala Complete Primary School, Mekelle: director
Galema Primary School, Robe: director
Allii Biiraa Primary School, Robe: director
Tossa Felana Elementary School, Amhara: director
Felega Abey First Cycle Elementary School, Bahir Dar: director
Adis Hiwit First Cycle Elementary School, Debre Markos: director and six teachers
Bazurre Junior Secondary School, Dilla: vice director
Segno Gebeyes First Level School, Dessie: director
Ambesh Elementary School, Amhara: director
Brutesfa Elementary School, Debre Markos: director
Emba Mamo Elementary School, Mekelle: director
Jinka Elementary School, Jinka: director
Yeka Primary School, Addis Ababa: director and seven teachers
Ye Ewkite Primary School, Bahir Dar: director
Tana High School, Bahir Dar: director
Arba Minch Adult School, Arba Minch: director
Lante Secondary School, SNNPR: director
Wonago Secondary School, near Dilla: director
Bole Secondary School, Addis Ababa: director and key English language training adviser
Kokebe Tsibah Secondary, Addis Ababa: director, vice director and four teachers
Selam Bar Elementary School, Assossa: director
Bambasi Junior School, Bambasi, Beneshangul-Gumuz: director and supervisor
Hammasha Elementary School, Beneshangul-Gumuz: director and supervisor

2. Second round of focus groups

Addis Ababa, Gilgel Beles, Gonder

APPENDIX 6: DETAILED SALARY SCALES AND CAREER LADDERS FOR TEACHERS AND DIRECTORS AND SUPERVISORS
 Kindergarten, 1st cycle 1 - 4 primary, 2nd cycle 5 - 8 primary, secondary, teacher education institutes, directors and supervisors salary scale 2007

STEPS	TYPE OF SCHOOL AND POST				MIN	SALARY SCALE (in Birr)									MAX
	Kindergarten	1st Cycle 1 - 4	2nd Cycle 5 - 8	Secondary		1	2	3	4	5	6	7	8	9	
1	Fresh teacher	Fresh teacher			626	692	727	763	801	841	884	928	973	1,019	
2	Junior teacher	Junior teacher			727	801	841	884	928	973	1,019	1,068	1,119	1,172	
3	Teacher	Teacher	Fresh teacher		841	928	973	1,019	1,968	1,119	1,172	1,228	1,287	1,347	
4	Senior teacher	Senior teacher	Junior teacher		973	1,068	1,119	1,172	1,228	1,287	1,347	1,410	1,476	1,545	
5	Lead teacher	Associate teacher	Teacher	Fresh teacher	1,119	1,228	1,287	1,347	1,410	1,476	1,545	1,617	1,692	1,770	
6		Lead teacher Fresh director	Senior teacher Fresh director	Junior teacher	1,287	1,347	1,476	1,545	1,617	1,692	1,770	1,851	1,935	2,023	
7		Director	Associate teacher Associate supervisor Deputy director	Teacher	1,476	1,545	1,692	1,770	1,851	1,935	2,023	2,115	2,211	2,312	
8		Senior director	Lead teacher Supervisor Fresh director	Fresh deputy director Senior teacher	1,692	1,770	1,935	2,023	2,115	2,211	2,312	2,417	2,527	2,642	
9			Director Senior supervisor	Associate teacher Deputy director	1,935	2,023	2,211	2,312	2,417	2,527	2,642	2,762	2,886	3,016	
10				Associate supervisor Lead teacher Fresh director	2,211	2,312	2,527	2,642	2,762	2,886	3,016	3,152	3,294	3,442	
11				Director	2,527	2,642	2,762	3,016	3,152	3,294	3,442	3,597	3,752	3,913	
12				Senior supervisor Senior director	2,886	3,016	3,294	3,442	3,587	3,752	3,913	4,081	4,250	4,426	

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VSO VALUING TEACHERS RESEARCH AND PUBLICATIONS

Since 2000, VSO's Valuing Teachers research has been conducted in 13 countries. Following the research, advocacy strategies are developed, which include the development of volunteer placements in civil society education coalitions, teachers' unions and ministries of education.

In addition to this publication, the following research may also be of interest:

- *Learning From Listening: A policy report on Maldivian teachers' attitudes to their own profession* (2005) Louise Wheatcroft
- *Lessons from the Classroom: Teachers' Motivation and Perceptions in Nepal* (2005) Purna Shrestha
- *Listening to Teachers: The motivation and morale of education workers in Mozambique* (2008) Simone Doctors
- *Making Education for All a Reality: VSO policy briefing* (2006) Chikondi Mpokosa and Stephen Nock
- *Making Teachers Count: A policy research report on Guyanese teachers' attitudes to their own profession* (2004) Leena Vadher
- *Migrant Schools: A human rights perspective. Inclusive education for Burmese migrants on the Thailand/Burma border* (2009) Somphorn Sane and Patrick Proctor
- *Reaching the Unreached: Bridging the social divide in Cambodia through inclusive education* (2009) Chea Vantha
- *Seen But Not Heard: Teachers' voice in Rwanda* (2004) Reed Thomas and Ruth Mbabazi
- *START: Simple Toolkit for Advocacy Research Techniques* (2005) Lucy Tweedie
- *Teachers for All: What governments and donors should do* (2006) Stephen Nock and Lucia Fry
- *Teachers Speak Out: A policy research report on teachers' motivation and perceptions of their profession in The Gambia* (2007) Sara Cowan
- *Teacher Talking Time: A policy research report on Malawian teachers' attitudes to their own profession* (2002) Marianne Tudor-Craig
- *Teachers' Voice: A policy research report on teachers' motivation and perceptions of their profession in Nigeria* (2007) Helen Sherry
- *Teaching Matters: A policy report on the motivation and morale of teachers in Cambodia* (2008) Peter and Margaret Harvey, Julia Lalla-Maharajh, Freda Ellis and Sara Jago
- *They've Got Class! A policy research report on Zambian teachers' attitudes to their own profession* (2001) Saskia Verhagen
- *What Makes Teachers Tick? VSO policy report* (2002) Lucia Fry

Forthcoming publications

- *Valuing School Leaders in Zanzibar* (working title), Martin and Yasmin Brown

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