

# TECHNICAL PROCEEDING

## A WORKSHOP ON ADULT LEARNING AND EDUCATION SYSTEM BUILDING APPROACH (ALESBA)

October 16 to 22, 2021 – Adama, Ethiopia



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## Acronyms

<b>ANFE</b>	Adult and Non-Formal Education
<b>ALE</b>	Adult Learning and Education
<b>ALESBA</b>	Adult Learning and Education System Building Approach
<b>CLCs</b>	Community Learning Center/s
<b>ESDP</b>	Education Sector Development Plan
<b>IFAE</b>	Integrated and Functional Adult Education
<b>MOE</b>	Ministry of Education
<b>M &amp; E</b>	Monitoring and Evaluation
<b>NGO</b>	Non-Governmental Organization
<b>REB</b>	Regional Education Bureau
<b>SBALE</b>	School Based Adult Learning and Education
<b>TOT</b>	Training of Trainers
<b>WEO</b>	Woreda Education Office

## Executive Summary

Organized by Adult and Non-Formal Education Directorate General of the Ministry of Education (MoE) of the Government of the Federal Democratic Republic of Ethiopia in collaboration with DVV International, a two-week long workshop on Adult Learning and Education System Building Approach (ALESBA) followed by a refresher training was convened from October 16 to 29, 2021 in Ethiopia, Adama. The workshop brought together director generals, directors and senior experts drawn from MoE, regional education bureaus and selected woreda health offices.

It was reported that nearly 30,000,000 adults in Ethiopia are illiterate who are deprived of the basic skills of literacy and numeracy. Multilevel efforts so far made to promote adult education programme in Ethiopia were proven to be insufficient as they failed to address the root causes of the poorly functioning adult learning and education system. As opposed to diagnosing and curbing the root causes of the problem and rather than looking to the larger picture of ALE system, the efforts merely concentrated to resolving the symptoms of a poorly functioning adult education system. This meant that there exists lack of conceptual clarity about the broader ALE sector, its constituents, and how it is integrated with non-formal skills training, vocational and livelihood skills. This informs that little attention has been paid to adult learning and education as a holistic and integrated system. A comprehensive conceptual framework is missing to interlink all relevant elements of adult learning and education together in a systematic approach.

To respond to this overwhelming challenge, the process of developing Adult Learning and Education System Building Approach (ALESBA) was commenced in 2014. DVV International has developed ALESBA over six years since then through action learning processes.

ALESBA is designed with the aim to optimize adult learning and education and provide a holistic conceptual framework that can shape stakeholders to collaborate towards ensuring the functionality and sustainability of the existing adult learning and education services delivered to youth and adults in Ethiopia. The conceptual framework of ALESBA classifies the system into four major elements which are further divided into 20 building blocks. The elements and building blocks are interconnected and interdependent with feedback loops.

Hence, the workshop highlighted an overview of ALESBA, how the conceptual framework has been constructed, the five distinctive phases of ALESBA, the roles and responsibilities assigned to different stakeholders and the scope and context within which the approach is to be operationalized in Ethiopia.

Lasting from 2016 to 2019, DVV International in partnership with the MoE and regional education bureaus had implemented a pilot programme on the Community Learning Centers (CLCs). CLCs meant venues where a variety of

adult education and livelihood services are delivered to children, youths, and adults in the proximity of the community's residences. Key findings obtained from this implementation experience were examined and incorporated into the development of the ALESBA all along the process.

More in-depth information was also provided to participants of the workshop on phase one and two approaches of the ALESBA. The preparation of these two phases, namely consensus building and assessment and diagnosis, have already been finalized at the national level. The workshop participants came into agreement on the need to improve the exiting ALE system so as to enable the delivery of need-based adult education services, skill trainings and livelihood services in an effective, integrated and sustainable ways.

Once an agreement has been reached to use the ALESBA, the workshop participants continued with phase two of the approach which accentuates on the assessment and diagnosis of the current system. The supply and demand side assessments conducted using peer review methodology in 2018 and 2020 were respectively presented to the workshop participants to have an overall insight and understanding of the major findings and give grounding space to proceed with the third phases of ALESBA, which is alternative analysis and design.

Thus, participants went through a rigorous process of deliberation and dialogue on phase three of the ALESBA process and ultimately, they were able to produce alternative building blocks, which they think are most feasible for priority intervention. Accordingly, leadership and management, ALE implementation structure and budget were identified for immediate intervention as per the order of their priority.

All in all, the ALESBA workshop refreshed stakeholders about the existing adult education system, key findings of the demand and supply side peer review assessments, and the blockages and challenges diagnosed over the process. At the end, the workshop participants divided in three large groups and produced the best entry points to improve the existing ALE system through designing alternative building blocks and elements.

The second part of the workshop that lasted from October 23 to 29, 2021 mainly discussed on the selected topics of adult learning and non-formal education programme in Ethiopia. Most importantly, the new school-based adult learning and education programme (SBAL) which is to be introduced recently throughout the country and the draft ALE curriculum revised by the MoE were presented and discussed with the workshop participants.

The two weeks long workshop was highly interactive where participants made reflective thought, group discussion, and intensive dialogue over each topic of the ALESBA process and other adult and non-formal education programmes in Ethiopia.

## Introduction

The Ministry of Education - Adult and Non-Formal Education Programme General Directorate in collaboration with DVV International organized a consultative workshop on Adult Learning and Education System Building Approach from October 16 to 21, 2021 with key ALE implementing stakeholders in Ethiopia. The workshop brought 55 participants drawn from the Ministry of Education, 11 regional education bureaus, selected woreda and zone regional offices and DVV International together for expert led consultation.

### Welcoming Address and Program Introduction

By Eshetu Abate,  
Country Director of DVV International

After welcoming participants of the workshop, Mr. Eshetu Abate, Country Director of DVV International in Ethiopia, introduced the three major sections of the workshop, namely a consultative workshop on Adult Learning and Education System Building Approach, a refresher training on selected topics of ALE programme in Ethiopia and a two day long general discussion and planning exercise with regional health bureaus.



“Over a weeklong workshop period, we will be acquainted with the objective, conceptual framework, and phases of Adult Learning and Education System Building Approach (ALESBA). ALESBA is the best implementation framework to exhaustively assess and diagnose the existing ALE system and adopt new alternative designs that optimize the broader ALE programme in the country,” Mr. Eshetu stated.

As remarked by Mr. Eshetu, the workshop was organized with the primary objective of creating common understanding and consensus among the key implementing stakeholders on ALESBA and deliberate on how it can be functionalized and sustained in the existing context of the country. “Learning the good experiences from community learning centers pilot programme, MoE has finalized its preparation to roll out school-based adult learning and education programme throughout the country. To ensure the operationalization of school-based adult learning and education programme in Ethiopia, the Ministry has produced various implementation guidelines. School deputy directors will serve as lead coordinator of the programme in each school where SBALE is operationalized,” he further highlighted.



While closing his welcoming speech, Mr. Eshetu urged participants of the workshop to actively participate in group works and plenary sessions and make the workshop productive in achieving its intended objective.

## Opening Speech

By Tamrat Yigezu  
(PHD), Adult and Non-Formal  
Education Director General at the MoE



In his opening speech, Dr Tamirat Yigezu, Director General of Adult and Non-Formal Education Programme at the Ministry of Education highlighted the core objectives, content and participants of the workshop. He described the major objectives of the workshop as follows:

- Create common understanding about Adult Learning and Education System Building Approach
- Increase awareness about non-formal adult education programme in Ethiopia
- Introduce the school-based adult learning and education programme, which is to be rolled out nationwide, recently.
- Create impacting and knowledge-oriented integration and harmony among the various departments at the Ministry of Education
- Deliver refresher training on the selected topics of adult and non-formal education programme in the country
- Optimize the execution and enforcement capacity of the Ministry of Education and other key stakeholders within the sector.

Thereafter, he outlined and briefly discussed the contents that the workshop would address over the two weeks period

- a) Adult Learning and Education System Building Approach /ALESBA/,
- b) Adult and Non-Formal Training and Education Programmes,
- c) Competency-Based Adult and Non-Formal Education and Training Approach, and
- d) School Based Adult and Non-Formal Education and Training etc.

He also presented summary of the four (4) system elements and 20 building blocks that constituted the conceptual framework of ALESBA. Additionally, he

outlined what would be the focus of the refresher training:

- (a) adults' education programme,
- (b) evening education programme,
- (c) web-based and distance training and education,
- (d) refugee's education programme,
- (e) lifetime training,
- (f) competency-based training,
- (g) speed school programme, and
- (h) home-based schooling etc.

“Ministry of Education jointly with key stakeholders and partners in the sector is intensively working to roll out the School Based Adult and Non-Formal Education and Training programme in the country; and this consultative workshop would, therefore, be a takeoff phase to effectively operationalize the programme far and wide across the country”, said Dr Tamirat Yigezu, Director General of Adult and Non-Formal Education Programme at MoE.

Adding on this, he said, the Ministry has already finalized the operational framework, and implementation guidelines to roll out the integrated and functional adult learning and education programme within the school environment. “With this approach, we are planning to reach out the 30 million adults in Ethiopia who could neither read, write nor numerate in the years to come,” he underscored.



## Adult Learning and Education System Building Approach (ALESBA)

Presented by Mulugeta Awayehu  
(PHD Candidate), Assistant Professor  
at Bahir Dar University



### Specific Objectives of the Workshop on ALESBA

- To help stakeholders develop a solid understanding of the ALESBA concept, principles, phases, elements and building blocks
- To seek reflections on the supply and demand assessment findings and utilize the report for alternative analysis and design
- To reach a common understanding on the challenges and opportunities of the existing adult education programme in Ethiopia
- To help stakeholders identify which parts of the system elements and building blocks are fully functioning, partially functioning and not functional at all in the existing ALE programme
- To design alternatives that enable building blocks functioning and effectively deliver the variety of services to youths and adults
- To conduct stakeholder analysis and share responsibilities among implementing stakeholders of ALESBA

### ALESBA Background

Since 2014, DVV International has been striving to establish a holistic and fully functioning adult education system in Ethiopia. Despite the rigorous and multilevel efforts made to enhance adult education services in Ethiopia, the desired result has never been achieved in the country. paradoxically, illiteracy and poverty rates have continued to increase in all regions of the country.

A consensus has been reached between the Ministry of Education and DVV International to build and overhaul the existing adult education system in Ethiopia so that youths and adults would substantially benefit from the variety of adult education programmes and skill-based livelihood trainings. DVV International realized that efforts to support the more technical components of adult education have been insufficient and did not address the root causes of the problem.

Instead of quick fixing activities and looking into a more specific part of the whole system, a paradigm shift was sought to a more integrated, sustainable, and full-fledged adult education system. With this conviction, DVV International jointly with the government and stakeholders has started to explore a new functional and sustainable ALE system that can be applicable to the existing context of the country. Consequently, Adult Learning and Education System Building Approach has emerged out as the best possible implementation modality to optimize adult learning and education services in Ethiopia.

Since 2014, experts and management bodies from Integrated Functional Adult Education (IFAE) programme, Community Learning Centers (CLCs), and higher education institutions have participated in a series of consultative and training workshops. Such essential events and learning opportunities, which were created by DVV International, have assisted in shaping and testing the fundamental constituents of ALESBA. Part and parcel of this long process were the practical testing of ALESBA methodology in Ethiopia and Uganda in November and December 2017, peer review of the current status of Ethiopia's adult education system in November 2018, and peer review of the perception and demands of the community for adult education services in February 2020. Such peer reviews were conducted to get the full picture of the existing adult education system from the supply and demand perspectives; and hence, findings from the peer reviews were used to enrich the ALESBA document.

Starting from 2018, DVV International has made all-rounded efforts to introduce the concept of ALESBA to stakeholders who are directly or indirectly involved in the implementation process of adult education programme in Ethiopia.

As part of the first phase (consensus building), DVV International has organized training and consultative workshops, discussion forums, and action learning opportunities among stakeholders. As vital components of the second phase, two forms of national assessments (supply and demand side) were conducted in 2018 and 2020. The supply side provided an overview of the varieties of services provided and the blockages encountered in the system. The demand side, on the other hand, revealed the perception of current and new users in different adult education services.

Now, the status of the existing adult education system has been well documented, and the blockages and challenges have already been diagnosed. The core objective of this workshop was, therefore, to intensively work on the third phase of ALESBA with relevant stakeholders. In this phase, stakeholders will identify alternatives to address system challenges through alternative analysis and designing. The purpose of the workshop was, therefore, twofold: first, to refresh the first two phases of ALESBA; second, to bring stakeholders together to find the best entry points to improve the system by redesigning alternative system building blocks and elements.

## Understanding ALESBA

The overall objective of ALESBA is to build sustainable adult education system that improves the delivery of effective and integrated adult education services addressing the needs and demands of learners. The following are the most important concepts in ALESBA approach:

1. **System:** A system is an entity that consists of various elements and processes which are interconnected and interdependent with each other. A system is also described as a set of components that work together as a whole to achieve a common objective or serve a particular purpose.
2. **Systemic Thinking:** Systemic thinking is an understanding of how the different components and stakeholders of a system interact and impact with each other. Once a change occurs in one part of the system, it will inevitably impact all other parts of the system either positively or negatively. Systemic thinking enables ALE stakeholders to explore the root causes of the problem in the existing system.
3. **Service Delivery:** There are different service delivery models for adult education including adult literacy classes, technical livelihood skills training and business skills training, etc. No matter which model we employ, the government is the primary duty-bearer for ALE service delivery.

However, it is increasingly becoming clear that the government alone cannot meet the ever- growing demand of the community for services.

4. **Demand and Supply Sides:** The “demand-side” in public service delivery refers to the right- holders. This includes citizens as individuals and groups with the right to and need for the public services. Their interests, needs and demands should be explored and acknowledged while designing and implementing ALE services. The “supply-side” of service delivery refers to the duty- bearers or the bodies and organizations responsible for delivering public services. This primarily refers to the government structures ranging from the national to the local echelon. Thus, the supply side service delivery needs to be compatible with the demand side.
5. **Structure and Process:** This concept refers to organizational structures, coordination, and the way they are organized internally between different units, and externally among different government sectors, civil societies, and other implementing stakeholders. A structure is something related to the administrative apparatus of the government, with defined responsibilities, and resources, and the way they are organized, and operating as a team. Processes enable an institution to function and deliver services to the right-holders. Processes are a range of activities linked to each other that turn inputs such as people, information, and money, into outputs.





## REFLECTIONS BY PARTICIPANTS

- Adult education programme in Ethiopia has never been demand driven and integrated with the daily livelihood of the community. That is where the weakest link lies creating low demand and high attrition rate in Ethiopia.
- Adult education programme needs to be harmonized with the daily livelihood of the youths and adults if we want to ensure the efficiency and sustainability of the programme at the national scale.
- Besides making adult education demand driven, enrollment and uptake of adult education can be improved through undertaking an intensified demand creation activity.

### **ALE System Building**

ALE system building refers to the process of assessing and diagnosing the system from the supply and demand sides and thereby finding alternatives to redesign/ improve the existing system, test the improved design, make adjustments and up-scale to reach a more geographic area and a wider target group. It is a long-term approach aimed at building a sustainable adult education system over a long period of time, possibly from 6 to 12 years.

## GROUP WORK - ONE

Nine groups were formed to define ALE System building for the context of Ethiopia.



### Key Principles of ALESBA

#### 1. Right Based Approach

Adult education is a human right issue and thus, ALESBA considers ALE a right-based approach, in principle. In calling something a human right, there is an immediate implication that all people have an equal right to access a specified service and that someone has the duty to fulfill the rights of the people and can be held accountable for its delivery. Whenever talking about rights-based approach, inevitably, there are rights holders (recipients of the service) and duty bearers which include the state/ government and non-state actors.

#### 2. Integration

The design of ALE services is frequently performed in an integrated fashion. The integrated nature of the services often calls for the involvement of more than one sector and therefore, requires input from multiple government sectors and civil societies/NGOs. This is referred to as “horizontal integration”. ALE service delivery may emanate from a national policy and/or strategy but is ultimately delivered to the community which is referred to as “vertical integration”.

### 3. Micro-Meso- Macro

The macro level is understood to be the level where policies and strategies are formulated with the necessary guidelines, and budget allocations. This usually plays out at the national level. The meso level refers to all kind of capacity building and most often the level where policies and strategies are translated into programme/project design to deliver services. This usually happens at relevant intermediary lower-level governance structures. The micro level is understood to be the level where service delivery takes place and is the interface between the supply and demand- side. This usually involves the lower level of local government actors.

### 4. Evidence Based Influencing

Pilot projects can often provide evidence to be up scaled for larger target groups or geographical locations. They also have the potential to influence policy and strategy formulation.

## DISCUSSION RESULTS

By combining key concepts such as - process, sustainability, supply, demand driven, creating favorable environment, and integration that were highlighted by the different groups, the following definition of ALESBA has been produced to Ethiopia.

*“Ethiopia’s ALESBA is described as a process of establishing a favorable foundation that can sustainably provide demand driven and integrated adult education services so as to improve the lives and livelihood of youths and adults in Ethiopia.”*

### 5. Participation, Partnership and Ownership

Participation, partnership, and ownership are key principles embedded in ALESBA. All stakeholders involved in the process of system building are participants and partners in the ALESBA process. There are no observers or customers in ALESBA. In the spirit of participatory action learning, the system building approach takes the form of collective, self-reflective enquiry undertaken by all stakeholders involved in all five phases of the approach. Without this participation and ownership, finger-pointing and blaming may occur now and again for the failed tasks. The implementation of ALESBA is the collective responsibility of all stakeholders. Stakeholders should act as the change agents of the process, in general.

### 6. Capacity Building

All stakeholders must be trained and oriented in the ALESBA to take responsibility of activities at each implementation phase. The capacity building exercises help to promote ownership, participation and sustainability of the



programme. Each phase of the approach requires different skills and training to take place accordingly.

## PLENARY DISCUSSION – ONE

**Question by participants-** What is the legal ground to put a conclusive statement saying adult education is a right-based approach?

**Answer-** Even if it is not explicitly addressed in the national policy and legal frameworks, adults have the right to education, the right to be treated fairly in educational facilities, and achieve their potential. However, advocacy should be made to promote and incorporate this notion in the national policies and legislatives in the future; as adult education is one of the basic and fundamental human right issues clearly addressed in the international charters, which have been either signed/ ratified by Ethiopia.

**Question by a participant–** What is the difference and relationship between lifelong learning and adult education?

**Answer-** Lifelong learning is an elusive concept that may constitute every type of learning happened in the life cycle of an individual. It is interest-driven and a continuous learning process with broader choices that help to get anyone some knowledge he/she wants. As everyone has got some kind of literacy gap, he/ she can advance to fulfil it when the desire emerges – that is what we call lifelong learning. On the other hand, adult learning is about offering adult education to youths and adults by integrating the education with the daily livelihood and needs of the community.

## Conceptual Framework of ALEBSA

At the heart of ALESBA lies a conceptual framework that captures the elements and building blocks of a comprehensive adult learning and education system. The framework suggests that an ALE system should consider all tiers/spheres of governance across different levels. The ALE services are understood to be collectively delivered across the same tiers (horizontal integration), or the link can be between each tier/level (vertical integration).

## ALESBA Elements and Building Blocks

A fully functional adult education system requires four main elements namely: Enabling Environment, Institutional Arrangement, Technical Processes, and Management Process. Each system element may have several building blocks for the system to be functional. Each system element may constitute more building blocks. However, five most prioritized building blocks have been considered for each element. The elements and building blocks do not operate in silos unless they are interlinked to each other through several processes. The

four system elements and building blocks under each element are described in the following table:

<b>Elements /Components</b>				
<b>Building Blocks</b>	<b>Enabling Environment</b>	<b>Institutional Arrangement</b>	<b>Management Process</b>	<b>Technical Process</b>
	ALE Policy	Implementation Structure	Participatory Planning	Localized curricula
	ALE Strategy	Human Resources	Budget and Resource Allocation	ALE Programme Design and Methodology
	ALE Program Implementation Guideline	Leadership and Management	Monitoring and Evaluation System	Capacity Development
	Qualification Framework	Accountability Mechanisms	Management Information System	Material Development
	Legal Framework	Partnership Structures	Coordination and Cooperation	Learner Assessment

### **PLENARY DISCUSSION - TWO**

- The building blocks under each element are not necessarily exhaustive. The building blocks were identified by the peer review assessment undertaken by the MoE in collaboration with DVV International. Therefore, other building blocks can still be included, or the existing ones can be modified if necessitated.
- Heated discussion was made seeking clarification between qualification and minimum level of competency and between localized curriculum with context specific curriculum.

### **GROUP EXERCISE - TWO**

Nine groups were formed to make discussion on each element and building blocks of ALESBA and to identify which element and building blocks they represent:

### **DISCUSSION RESULT**

All groups came to an agreement that the MoE is primarily responsible to put all elements and building blocks in place at the macro and micro level. Despite largely responsible for creating an enabling environment with issuing policy

documents, strategies and implementation framework and guidelines, the Ministry of Education plays a key role in the implementation course of each system element and building block through supportive supervision, coordination, monitoring and evaluation tasks. Though the intensity of its involvement varies, its role in implementing adult education programme along the continuum is indispensably critical. There is not any demarcated role in the system building approach. But the lion share of responsibility goes to the Ministry of Education at the macrolevel.



## PHASES in ALESBA

Depending on the status of the system at the time of assessment, developing and implementing ALESBA can take anything from six to 12 years or more to establish a fully functioning system that can deliver needs-oriented adult education services. The ALESBA consists of five phases. Although the phases follow one after the other, the process is not necessarily linear.

### PHASE I- Consensus Building

Before embarking on a long-term process of ALE system building, all stakeholders must agree on a common interest, vision, and the necessities to improve the adult education system, in general. Stakeholders are the catalysts of ALE system building process. They must reach into consensus regarding the scope and definition of the ALE system to be improved, and the roles and responsibilities of stakeholders along the process. Consensus building is not a once-off step, but a process across all the five phases. Building consensus is a key ingredient for success.

Stakeholders should reach into agreement on the following issues:

- The existing ALE system need improvement.
- The current status of the system needs to be assessed and blockages in service delivery need to be diagnosed to find the root causes.
- Alternative system designs need to be explored.
- Stakeholders should have the will and commitment to pilot and test a new ALE system.

### **The Process of Consensus Building**

It is useful to have an entry point to bring stakeholders together and raise awareness regarding the current status of the system and the need to build a new ALE system to optimize the existing service delivery modality.

### **GROUP WORK - THREE**

The participants were grouped into five teams based on their geographical proximity and shared values. Accordingly, the following groups were formed. Group-1) Gambella, Sidama & SNNPR; Group-2) Amhara, Afar & Benishangul Gumuz; Group-3) Somali, Diredawa & Harari; Group-4) Oromia & Addis Ababa; Group-5) Ministry of Education-Ethiopia.



The groups brainstormed and presented the current ALE programme implemented by the government, NGOs, universities, and other development partners in their respective regions. The discussion mainly accentuated on the name of ALE service, implementing actors, the time when the programme was started, the objective, location, target groups of the programme and observed changes if any. The objective of this exercise, according to the trainer, was to give some insights on the scope and context of the current ALE programmes implemented in different parts of the country.

## GROUP WORK - FOUR

Again, eight groups were formed to identify major challenges in the existing ALE system using a battery tool exercise. Each group deliberated over an element of the conceptual framework. Accordingly, all groups assessed the status of each building block and rated as low, medium and high performed activity. Additionally, they discussed as what is needed to recharge the four batteries. Finally, the groups ended up by pointing out what is needed to be done in the next five years to improve each element, by describing what should be the role of government, civil society organizations, and other actors in recharging the battery and fully functioning the whole system of ALESBA.

## DISCUSSION RESULTS

Summary of the group work findings is presented in the following table:

1. Enabling Environment		
a	ALE Policy	No independent policy available to guide adult learning and education programme.
b	ALE Strategy	There is a strategy on adult learning and education; however, it has never been implemented as desired due to poor awareness and understanding among the main executing bodies. Most importantly, the ALE board failed to carry out its defined responsibilities.
c	Implementation Guideline	There are various implementation guidelines for adult learning and education programme in Ethiopia. However, they have never been implemented as anticipated due to lack of sufficient budget, weak sectoral integration, and absence of strong accountability system. Additionally, misperceiving adult education as the sole role and responsibility of the education sector is another key contributing factor for the poor performance of this building block.
d	Qualification Framework	No standardized qualification framework for adult learning and education in Ethiopia. This has been evidently manifested in the absence of standardized implementation structure, and shortage of trained and competent human workforce, and qualified leadership in the programme. However, there is MLC at the federal level, localized MLC and flowchart in the regions.

e	Legal Framework	No legal framework has been issued in the history of Ethiopia adversely affecting the aforementioned problems to remain unchanged.
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**What is needed to recharge the battery/ overcome the challenges**

- A separate policy that exclusively focuses on adult education should be issued and enforced
- The existing adult education strategy should be revised with inputs collected from stakeholders and the community.
- The existing implementation guidelines should be revised and properly implemented at all levels.
- Standard qualification framework should be prepared and implemented for adult learning and education.
- There is a need to have strong and binding legal framework that clearly outlines the mandates and accountabilities of all stakeholders in the ALE implementation process.
- Policy sensitization workshops should be organized for all stakeholders operating from the Federal to Woreda levels to increase their awareness and commitment to the effective implementation of ALE policies, strategies and guidelines.
- Due attention should be paid to strengthen the poorly operating sectoral integration.

**What is expected from each stakeholder to recharge each battery/ resolve the problem**

MoE	<ul style="list-style-type: none"> <li>• Develop / revise ALE policy, strategy and implementation guidelines through active participation of all stakeholders.</li> <li>• Institute functional ALE implementation structure.</li> <li>• Allocate sufficient budget for executing ALE at the country level.</li> <li>• Take the initiative in establishing a strong coordination platform that increases sectoral engagement and integration.</li> </ul>
Non-governmental Organizations	<ul style="list-style-type: none"> <li>• Support the programme with the provision of financial and technical assistance.</li> <li>• Support the programme with advocacy, capacity development, research undertakings, evidence generation for decision making.</li> </ul>
Civil Society	<ul style="list-style-type: none"> <li>• Increase their role and engagement in promoting adult education.</li> <li>• Construct/ renovate community learning centers through resources mobilized from the community and other funding agencies.</li> </ul>

**2. Institutional Arrangement**

a	Implementation Structure	<ul style="list-style-type: none"> <li>• Poorly functioning and inefficient ALE implementation structure.</li> </ul>
b	Human Resources	<ul style="list-style-type: none"> <li>• From the federal to the woreda level, no qualified, skilled and competent human resources are assigned to execute adult education.</li> <li>• No uniform salary grade, salary scale, recruitment procedure across regions.</li> </ul>

c	Leadership and Management	<ul style="list-style-type: none"> <li>• There is no clear direction flowing from top to the lower management hierarchically.</li> <li>• Non-governmental organizations, poorly coordinated in the implementation process of various ALE programmes.</li> </ul>
d	Accountability Mechanisms	<ul style="list-style-type: none"> <li>• There is not any accountability system and implementation monitoring framework at all, causing role confusion and a tendency of shifting blames to others for every failed activity.</li> </ul>
e	Partnership Structure	<ul style="list-style-type: none"> <li>• Low involvement of non-governmental organizations in the adult learning and education sub sector as compared to the basic education.</li> <li>• No clear coordination structure that guides the relationship between the ministry of education and non-governmental organizations.</li> </ul>

### **What is needed to recharge the battery/ overcome the challenges**

- Establish an effective implementation structure from the federal to the woreda level with clearly outlined responsibilities assigned to each ladder along the hierarchy.
- Create an enabling environment that can draw the attention of non-governmental organizations to increase their engagement in adult education programme in Ethiopia.
- Deploy competent and skilled human workforce from the lower to the upper echelon considering merit as a sole criterion.
- Set standardized salary level, job grade and other recruitment procedures that can be applicable throughout the country.
- Set clear direction that guides the working relationship with non-governmental organizations which are engaged in implementing adult education programme in the country.
- Establish robust monitoring, evaluation and accountability system.
- Aware non-governmental organizations to eye on and intervene in addressing the critical challenges of adult education programme.

### **What is expected from each stakeholder to recharge each battery/ resolve the problem**

MoE	<ul style="list-style-type: none"> <li>• Produce operational plan, allocate budget and assign competent human resources.</li> <li>• Establish effective implementation structure (vertical and horizontal).</li> </ul>
Civil Society and NGOs	<ul style="list-style-type: none"> <li>• Provide technical and financial assistance to the programme.</li> <li>• Increase their engagement through designing and implementing adult education programmes that fill critical gaps in the sub sector.</li> </ul>

## **3. Management Process**

a	Participatory Planning	<ul style="list-style-type: none"> <li>• Despite clearly stipulated in the ESDP-V and discussed with REB and other government structures in the sector annually, participatory planning needs to be further strengthened.</li> </ul>
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b	Budget	<ul style="list-style-type: none"> <li>No sufficient budget was allocated to REBs &amp; woreda education offices to enable them smoothly run adult education programme.</li> </ul>
c	M & E System	<ul style="list-style-type: none"> <li>Supportive supervision is conducted twice a year.</li> <li>With the support made by DVV International, annual review meetings were conducted in regions where community learning centers were pilot implemented.</li> <li>So far, no need assessment and impact evaluation have been conducted on IFAE at the national level.</li> </ul>
d	Management Information System	<ul style="list-style-type: none"> <li>The programme doesn't have any information management system.</li> <li>No comprehensive, concrete and reliable data generated for decision making and programme improvement.</li> </ul>
e	Coordination and Cooperation	<ul style="list-style-type: none"> <li>No strong coordination mechanism among the education sector along the formal government implementation structure (vertical).</li> <li>Poor sectoral coordination and integration (horizontal).</li> </ul>

### **What is needed to recharge the battery/ overcome the challenges**

- What is needed to recharge the battery/ overcome the challenge
- Strengthen participatory planning approach where MoE, REBs, WEOs, and the community are enabled to take active part during the planning process.
- Allocate sufficient budget and assign unique budget code for adult education programme.
- Conduct needs assessment and impact evaluation for adult education programme at the national level.
- Develop strong data capturing, processing and information management system for adult education programme.
- Strengthen horizontal coordination among different departments in the education sector at all levels.
- Strengthen and standardize the coordination mechanism with stakeholders and implementing partners.
- Produce resource mobilization strategy for adult learning and education programme.
- Establish strong financial administration system.
- Establish robust budget monitoring system that can ensure effective budget utilization.
- Develop and introduce national monitoring, evaluation and feedback framework for adult education.
- Recognize and reward best performing regions, woredas and centers.
- Establish robust data capturing, processing and banking system at the national level.
- Produce various data collection tools.
- Establish the adult and non-formal education council and technique committee at each implementation strata.
- Establish legal framework and operational procedure that smoothen collaboration with civil society and aid organizations



<b>What is expected from each stakeholder to recharge each battery/ resolve the problem</b>	
MoE	<ul style="list-style-type: none"> <li>• Prepare policy and strategic framework that guides institutional arrangement of ALE</li> <li>• Establish a functional implementation ALE structure</li> <li>• Allocate sufficient budget for executing ALE across the country</li> </ul>
Non-governmental Organizations	<ul style="list-style-type: none"> <li>• Support the programme with technical and financial assistance</li> <li>• Propose new thoughts and advices that can be used as inputs during policy and strategy development</li> <li>• Support the programme with capacity development and public awareness activities</li> </ul>
Civil Society	<ul style="list-style-type: none"> <li>• Increase their participation in the national adult education programme</li> <li>• Engage in mobilizing resources for adult education</li> <li>• Engage in demand creation and community mobilization endeavors</li> </ul>

#### 4. Technical Process

a	Localized Curricula	<ul style="list-style-type: none"> <li>• There is localized curriculum at regional level but the content of the existing curriculum at the Woreda level is not full-sized and updated with the time, context and technological dynamism.</li> <li>• There is learner profile framework, MLC, syllabus and facilitator TB 7&amp; GB.</li> </ul>
b	Programme Design and Methodology	<ul style="list-style-type: none"> <li>• The ALE programme methodology has been progressively designed at the federal and regional level. However, there is a huge gap in terms of applying the methodology at the woreda level.</li> </ul>
c	Capacity Development	<ul style="list-style-type: none"> <li>• Some capacity development activities are being implemented at the federal and regional level. Training are being provided to stakeholders using localized materials. However, there is lack of resource and commitment to cascade capacity development initiatives to the schools/ woredas by regional education bureaus.</li> </ul>
d	Material Development	<ul style="list-style-type: none"> <li>• Material development is one of the poorly performed activities at the woreda level</li> </ul>
e	Learners Assessment	<ul style="list-style-type: none"> <li>• There is meager resource, awareness gap, poor understanding and weak participation among sector organizations to undertake effective learning assessment for adults who completed the full cycle ALE courses.</li> <li>• Learners' assessment needs to be aligned with the intended MLC to meet the expected learners' profile.</li> </ul>

**What is needed to recharge the battery/ overcome the challenge**

- Design a localized and context specific curriculum at each implementation level
- Implement ALE programme from the federal to the woreda level in line with the programme design and methodology adopted
- Strengthen the capacity development endeavor across the continuum of adult learning and education programme
- Increase the participation of all stakeholders in the development process of all technical materials for adult education
- Design and implement a standardized learners assessment methodology across the nation

**What is expected from each stakeholder to recharge each battery/ resolve the problem**

MoE	<ul style="list-style-type: none"> <li>• Avail facilities and sites dedicated for the delivery of ALE services</li> <li>• Ensure participation and integration of sectoral organizations and partners in the technical process</li> <li>• Organize consultative and validation workshops</li> <li>• Design standardized monitoring and evaluation framework</li> </ul>
Sector organization	<ul style="list-style-type: none"> <li>• Provide technical inputs relevant to their sector organization area and contribute to enriching the technical materials produced for adult education</li> </ul>
Non-governmental organizations	<ul style="list-style-type: none"> <li>• Participate with the provision of technical inputs and share global experiences and best practice in the technical process</li> </ul>
Civil society	<ul style="list-style-type: none"> <li>• Increase their engagement and participation in the technical process of ALESBA</li> </ul>

## PLENARY DISCUSSION – THREE

**Question:** What is the importance of designing an independent ALE policy while it has already been embraced in the general national education policy?

**Answer:** Adult education needs to have its own policy, strategy, implementation framework and guidelines if we want to achieve its ultimate goal. This would enforce the government to allocate the needed human and budget resources for the subsector. Adult education has a huge impact in the development endeavors of a nation.

If we take Uganda, Nigeria, Rwanda and Tanzania from Africa and Singapore from Asia, they have their own independent adult education policy and implementation structure. In Asia, adult education centers have now evolved to community schools. Therefore, Ethiopia needs to develop an independent adult education policy and institute an executive organ from the national to the woreda level accountable for achieving this goal.

### Visioning: Develop a Shared Vision of the Future

#### GROUP WORK – FIVE

Six groups were formed to craft a shared vision of what they dream to achieve in the long term for Adult Learning and Education in Ethiopia. Accordingly, participants developed six draft visions stating the long-term dream of the country for adult learning and education. Based on the direction given by Dr. Tamirat, director general of adult and non-formal education programme at the ministry of education, it was agreed to produce the final ALE vision of Ethiopia by harmonizing the drafts submitted by each group using technical experts in the areas. The six ALE visions drafted by participants of the workshop were as follows:

- Creating accessible, integrated and quality adult learning and education for productive citizens and prosperous nation.
- Create competent and productive citizens through delivering need-based adult learning and education.
- To see competent and productive adult citizens substantially contributing to the national developmental endeavors of Ethiopia.
- To become a center of excellence of adult education programme in the East Africa by 2030.
- To see globally competent adults produced through adult learning and education programme in Ethiopia by 2025.



## **Stakeholder Analysis**

Operationally, stakeholders may include individuals, communities, groups, organizations or agencies with an interest and engagement in the implementation of the adult education programme in Ethiopia.

### **GROUP WORK – SIX**

Participants of the workshop were divided into eight groups and produced a detailed stakeholder analysis for adult learning and education in Ethiopia. Summary of the analysis is presented in the following table:

## GROUP DISCUSSION RESULTS

Name of stakeholder	Current scope of work and role within the ALE sector	Potential future roles they may play	Potential barrier
Ministry of Education	<ul style="list-style-type: none"> <li>• Formulate ALE strategy, manuals, and implementation guidelines</li> <li>• Deliver capacity building training including training of trainers</li> <li>• Put in place an effective monitoring and evaluation system</li> <li>• Create enabling environment for adult learning and education</li> <li>• Allocation of minimum resources that enable to run ALE programme</li> <li>• Produce training modules</li> <li>• Curriculum development</li> <li>• Carryout learners' assessment</li> <li>• Provide public awareness and media communication</li> <li>• Undertake annual planning, consolidate report and undertake learners' assessment</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen the capacity building trainings at all levels</li> <li>• Establish strong management information system for ALE programme</li> <li>• Establish effective and functional implementation structure</li> <li>• Allocate sufficient budget that enable effective execution of ALE programme</li> <li>• Prepare standard facilitators profile</li> <li>• Revisit the national ALE strategy and curriculum</li> <li>• Produce demand creation and community mobilization strategy</li> <li>• Strengthen participatory planning with implementation implementation stakeholders</li> <li>• Formulate ALE policy and strong governance system</li> <li>• Incorporate contents that are harmonized with the livelihood and income generating activities in the new curriculum</li> </ul>	<ul style="list-style-type: none"> <li>• Absence of an independent and functional ALE structure across the board</li> <li>• Poor leadership commitment</li> <li>• Lack of material, human and financial inputs</li> <li>• Absence of legal framework and accountability system</li> <li>• Weak sectoral integration</li> <li>• Loosen ownership for ALE programme</li> <li>• Little attention to skill- based trainings and too much emphasis to literacy and numeracy alone</li> <li>• Absence of unique budget code for ALE</li> <li>• High turnover of board members and the technique committee</li> </ul>

		<ul style="list-style-type: none"> <li>• Specify actual date to carryout learners' assessment</li> <li>• Scale up the best experiences gained from CLCs</li> <li>• Ensure to assume ownership of ALE programme</li> </ul>	
<b>RHB</b>	<ul style="list-style-type: none"> <li>• Implement ALE programmes across the regional jurisdictions</li> <li>• Mobilize the community for adult learning and education</li> <li>• Deliver capacity building training</li> <li>• Coordinate and collaborate with partners who are engaged in promoting adult education programme in the respective regions</li> <li>• Produce and distribute ALE materials</li> <li>• Disseminate manuals and guidelines produced by MoE</li> <li>• Adapt localized curriculum</li> </ul>	<ul style="list-style-type: none"> <li>• Follow up and ensure the implementation of adult learning and education at the woreda/ school level</li> <li>• Put in place strong and effective monitoring and evaluation scheme</li> <li>• Strengthen an overarching participatory planning with regional stakeholders</li> <li>• Conduct regular supportive supervision to ALE programmes implemented at school level</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of resources to support adult learning and education programme at school level</li> <li>• Weak monitoring, evaluation and feedback mechanism</li> <li>• Acute budget deficit</li> <li>• Shortage of ALE Textbook, facilitators' guide and other pertinent educational materials</li> <li>• Lack of effective institutional structure</li> </ul>
<b>Higher Education Institutions</b>	<ul style="list-style-type: none"> <li>• Provide short and long-term trainings and TOTs to AE experts</li> </ul>	<ul style="list-style-type: none"> <li>• Assist the MoE in designing/ revisiting the adult education programme in the country</li> </ul>	<ul style="list-style-type: none"> <li>• They don't have everlasting community support programme</li> </ul>

		<ul style="list-style-type: none"> <li>• Conduct operational research and generate evidence that can serve as technical inputs during policy formulation and programme designs</li> <li>• Adopt recommendable</li> </ul>	<ul style="list-style-type: none"> <li>• Budget scarcity international experiences to the local ALE programme</li> </ul>
<b>International Partners</b>	<ul style="list-style-type: none"> <li>• Pilot implement community learning centers (DVV International)</li> <li>• Pilot implement speed school programme (Geneva Global)</li> <li>• Deliver facilitators training</li> <li>• Provide technical and financial assistance to the ALE programme</li> <li>• Support in conducting situational analysis and need assessment for ALE</li> <li>• Assist in the development, production and distribution of technical materials</li> </ul>	<ul style="list-style-type: none"> <li>• Increase their scope of support and engagement in adult learning and education programme in the country</li> <li>• Participate in the planning process of adult learning and education programme at the regional level</li> <li>• Collaborate with the regional bureaus in undertaking integrated supportive supervision</li> <li>• Create international experience sharing and knowledge management platform</li> <li>• Provide need-based skill trainings and income generating activities</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of international partners and donor agencies who are interested to be engaged in the national adult education programme</li> <li>• Weak governance system and complex bureaucratic procedures</li> <li>• Most programme supports are short lasting and flawed</li> <li>• Uneven distribution of partners geographically</li> </ul>
<b>Sectors</b>	<ul style="list-style-type: none"> <li>• Assign technical experts (health, agriculture, women, youth etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Actively participate in the designing, planning, implementation and monitoring and evaluation process of ALE programme across the nation</li> </ul>	<ul style="list-style-type: none"> <li>• The uneasiness to bring sector organizations on board and ensure effective integration</li> </ul>

	<ul style="list-style-type: none"> <li>• Involve in the implementation process of ALE programme despite unsatisfactory</li> <li>• Participate in the development process of skill related modules</li> </ul>	<ul style="list-style-type: none"> <li>• Develop common understanding about ALE programme</li> <li>• Strengthen coordination with the MoE and REBs</li> <li>• Make budget contributions to adult learning and education programme</li> </ul>	<ul style="list-style-type: none"> <li>• Poor sense of ownership and motivation</li> <li>• Lack of accountability</li> <li>• The tendency of shifting blames to others</li> </ul>
		<ul style="list-style-type: none"> <li>• Organize skill based short term trainings to facilitators</li> </ul>	
<b>Civil Societies</b>	<ul style="list-style-type: none"> <li>• Engage in awareness and demand creation activities</li> </ul>	<ul style="list-style-type: none"> <li>• Engage in policy advocacy endeavors</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of information and update about the programme</li> </ul>
<b>Private Sector</b>	<ul style="list-style-type: none"> <li>• Engage in social responsibility tasks</li> <li>• Contribute during the construction and renovation of CLC facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Huge potential to support the programme with financial and materials resources</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of information and understanding about the programme</li> <li>• No coordination platform to draw private sectors on board to contribute to adult learning and education programme</li> </ul>



## PLENARY DISCUSSION – FOUR

Participants noted that one of the underlying factors that contributed to the poor performance of adult education in the country is lack of ownership and accountability. Adult education has evolved over time but still lacks ownership and a strong system of accountability.



Responding to this remark, the presenter said, the stakeholder analysis can give us an insight aboutm ownership of the ALE system. The key responsibility for designing, implementing, and standardizing ALE programme lies with the Ministry of Education. But it doesn't necessarily mean that MoE is the sole responsible body. In the system building approach to realize adult learning and education, each stakeholder such as non-governmental organizations, civil societies, sector organizations and the private sectors have their own distinctive roles and responsibilities. In accordance with the system building approach, if a given stakeholder fails, the entire system will be affected. Thus, the ownership should be collective and holistic, despite the key role goes to the Ministry of Education. Otherwise, the owners of ALE, conceptually speaking, are recipients of the service or the community.

### Phase II: Assessment and Diagnosis

Before the facilitator started this section of the workshop, Mr. Eshetu Abate, Country Director of DVV International gave a tip of guidance to participants. He stated that peer review assessment was conducted for both the supply and demand side and the findings were shared to the Ministry of Education. “We

assume consensus has been reached over the current situation of ALE and the need to improve the existing ALE among stakeholders when deciding to proceed to the next phase – which is assessment and diagnosis.”

This phase concerns itself with assessing the current status of ALE system and then, diagnosing deeper into the underlying root causes of the failure in parts of the system, or as a whole. There are two critical parts to be addressed in this phase. Part one deals with the assessment of ALE services from both the demand and the supply-side. Part two focuses on identifying blockages and challenges in the system elements and building blocks.

## **Demand Assessment**

The assessment part focuses on assessing the current status of the ALE system in Ethiopia. Most often, a peer review methodology is applied to assess the ALE system. While conducting demand assessment, the following indicators need to be considered:

- The extent of participation in the programme
- Completion and drop-out rates
- The utilization of skills acquired in daily lives
- The profiles of the users /target groups
- The accessibility and affordability of the services
- Other service participants demand

Demand assessment was carried out in two regional states namely SNNPR and Amhara in February 2020. The analysis was made considering the perceptions of the existing users on a variety of ALE services, and the needs and interest of potential new users of ALE programme. The assessment was able to identify challenges on the provision of ALE services from the end users’ perspective. The report has been utilized by DVV International while developing phase-II of the system building process.

Summary of the assessment findings were presented to participants of the workshop with the objective of providing some background information and set a foundation to proceed with the phase-three activity – which is about producing alternative analysis and designs.

## **Supply Side Assessment**

Assessment of the supply-side is informed by the ALESBA conceptual framework with the four elements and twenty building blocks. The assessment focuses on the system implemented by the primary duty bearer for ALE.

Similar to the demand assessment, a national level supply-side assessment was also conducted using the peer review methodology. The assessment was carried out in October 2018 targeting six regional states. Hence, qualitative, and quantitative data were generated; and the report provided essential insights on the status of the existing ALE system in Ethiopia. A summary of the report was presented to participants of the workshop to have some background information on the findings.

## PLENARY DISCUSSION - FIVE

- The facilitator of the workshop forwarded a question enquiring - [Why the need assessment is really needed for ALE?]. And the participants response was as follow: - [Demand assessment is needed to provide demand driven adult education service, to ensure ownership and accountability, to mobilize sufficient resources for the programme and to have a baseline data of the programme].
- Due attention must be paid to strengthen and make the supply side responsive to the demand of the community. With minimal efforts, it is highly likely to mobilize demands of the community and increase uptake of the integrated adult education services in the nearby to residences.
- Though limited to two regions of the country, the need assessment findings give a clue and an overall picture of the situation on the ground regarding the demands and perceptions of the current and potential recipients of the ALE services.
- The integrated adult education services delivered at CLCs have little benefited the youth segment of the population as compared to adults. It was, therefore, suggested to consider services and facilities that directly benefit youths in the CLCs.
- There is a higher demand for improved agronomic practices among the community to ensure better production and productivity. Most of the prioritized demands reflected by participants of the assessment were focused on agricultural activities such as beekeeping, poultry and beef farming.
- The demand assessment findings revealed that the performance of integrated adult learning and education programme is by far better in woredas where CLCs are operating than those without CLCs. This entails that expanding CLCs across all regions and woredas of the country would have a huge impact for achieving success in the national ALE programme.

## Diagnose of System Blockage

Substantial reports and information on the perceptions and interests of the users of ALE services and the extent to which the ALE system can deliver those services are produced. So, a diagnostic exercise is necessary to analyze the underlying root causes from a system perspective. Systemic thinking can, therefore, be

effective to help ALESBA partners make sense of the interconnectedness of an ALE system with all its elements and building blocks and develop long- lasting solutions to produce a sustainable system that can deliver services.



### **Phase III: Alternative Analysis and Design**

The alternative analysis and design phase has four steps. Participants of the workshop agreed on the following assumptions before proceeding to explore new alternatives and system designs:

- The current ALE system does not meet all the needs and interests of the target group.
- Not all system building blocks are in place and functioning.
- ALE service delivery is hampered by blockages and challenges within the system.
- The scores of the ALE system elements and building blocks indicate weaknesses and gaps.
- ALE stakeholders are not necessarily fulfilling their mandates and roles.

#### **Step One: Find and Prioritize the Best Entry Point**

Entry points refer to the finding of system building blocks/elements that need change and improvement and have the potential to provide leverage to change other building blocks/elements in the system as well. As it is not affordable to

change all the building blocks, stakeholders need to prioritize which elements and building blocks seek immediate and urgent intervention and can provide leverage for other system changes as well.

## Identifying the Weakest Building Blocks

### GROUP DISCUSSION – SEVEN

Four large groups were formed under each system element to discuss and score the performance of each building block quantitatively and identify the weakest building block. Thus, each group identified which system element and building block is the most poorly performed and need immediate attention.

### GROUP DISCUSSION RESULTS

#### Enabling Environment

The findings obtained from the qualitative discussion and scoring were found to be similar for all the groups.

*Accordingly, group 1, which was assigned to discuss on the enabling environment, identified legal framework as the lowest performed building block followed by policy.*

In relative terms, strategy, guideline, and qualification framework got better score although they still need to be further improved. The overall scoring revealed the enabling environment below the average bottom line. According to the discussion results, Ethiopia was said to have adult education policy incorporated in the general education policy. Similarly, although Ethiopia has ALE strategy and implementation guidelines, they have not been effectively utilized due to the lack of legal framework that would hold each stakeholder accountable for its duties and responsibilities.

#### Institutional Arrangement

Group 2, discussed over the **institutional arrangement**. The group *identified implementation structure* as the lowest performed building block followed by leadership and management.

Adult education is already addressed in the general education policy. There are also strategic documents and different guidelines designed and implemented at the national level. Despite this fact, Ethiopia has never been effective in delivering need-based adult education due to the lack of strong and effective implementation structure. Absence of implementation structure can affect the performance of other building blocks within the institutional arrangement. Availability of policy, strategy and guideline doesn't necessarily guarantee effective implementation of adult education without having an effective implementation structure instituted from the federal to the woreda level. While having strong policy and strategy,



if the country lacks effective implementation structure, the policy and strategy cannot be implemented.

On the other hand, if there is strong institutional arrangement; the country can develop, adopt, or revisit policies, strategies, and guidelines as per the priorities. Overall, the discussion revealed that all the building blocks are poorly performed and as a result, the institutional arrangement has been rated below the average bottom line.

In terms of relevance, if there is strong and determined leadership in place, they can mobilize resources and allocate budget. They can also coordinate and reinforce the existing partnership and establish feasible accountability system.

### **Management Process**

Group 3, which was designated to make discussion over the management process, identified budget as the most poorly performed building block followed by monitoring and evaluation;

whereas, they identified participatory planning as better performed building block than others. According to the group, lack of budget is the most contributing factor for the overall poor performance of the management process.

Allocating adequate budget to the programme can positively influence participatory planning, monitoring and evaluation, information management system as well as coordination and cooperation with stakeholders.

On the other hand, it was stated that if the needed amount of budget is not obtained; budget can be mobilized from donors, aid organizations, civil societies, private sectors, government structures and the community through forging strong coordination and cooperation.

### **Technical Process**

Group 4 – identified lack of learner assessment and capacity building as the least performed building blocks from the technical process. In terms of priority, however, they claimed design and methodology as the most important entry point if there is a need to cause broader impact on other building blocks in the technical process.

*All the building blocks discussed by participants of the workshop were rated below the average bottom-line informing the need to improve and strengthen the national adult education system in the country.*

*The overall findings of the group discussion shows the least performed system elements as per the following order of priority 1) Institutional arrangement 2) Enabling environment 3) Management process 4) Technical process.*

*In a nutshell, participants identified institutional arrangement as the most priority entry point to functionalize adult learning and education system in Ethiopia.*

## Feasibility of Building Blocks

### GROUP WORK – EIGHT

Those most prioritized building blocks identified by each group were entered in a table and the groups were instructed to continue the discussion on the feasibility of each building block with scoring. Hence, they were able to reduce the five building blocks to three based on the criteria of time needed to improve the building block, cost to estimate changes, leverage on other building blocks, and direct impact on service delivery.

Intense arguments were made in each group before reaching into agreement on the most priority three building blocks for further analysis. The findings of each group further enriched with plenary discussion among workshop participants and later differences were reconciled with sound reasoning justified for scoring high point or low point. According to the facilitator, this task is needed to create a favorable ground for redesigning alternatives.



## GROUP DISCUSSION RESULTS

<b>Group – 1</b>	<ol style="list-style-type: none"> <li>1. Implementation structure</li> <li>2. Budget and resources</li> <li>3. Legal framework</li> </ol>
<b>Group – 2</b>	<ol style="list-style-type: none"> <li>1. Leadership and management</li> <li>2. Implementation structure</li> <li>3. Budget and resources</li> </ol>
<b>Group - 3</b>	<ol style="list-style-type: none"> <li>1. Implementation Structure</li> <li>2. Budget and resources</li> <li>3. Leadership and management</li> </ol>
<b>Group - 4</b>	<ol style="list-style-type: none"> <li>1. Budget and resources</li> <li>2. Leadership and management</li> <li>3. Implementation structure</li> </ol>
<b>Group - 5</b>	<ol style="list-style-type: none"> <li>1. Leadership and management</li> <li>2. Legal framework</li> <li>3. Implementation structure</li> </ol>

Summary of the completed cross impact matrix produced by the workshop participants in four groups reads as follow:

<b>Building Blocks Criteria</b>	<b>Legal Framework</b>	<b>Leadership and Mgt.</b>	<b>Implementation Structure</b>	<b>Budget and Resources</b>
Time needed to improve building blocks	6	13	13	11
Cost to make changes	12	16	11	13
Leverage on other building blocks	22	21	23	22
Direct impact on service delivery	16	21	21	21
Total and Scores	56	71 (1st)	68 (2nd)	67 (3rd)

After conducting a discussion and rigorous analysis of the scoring generated by each group, three building blocks have been finally identified for prior intervention out of the 20. They are presented below, according to their order of priority:

1. Leadership and Management
2. ALE Implementation Structure
3. Budget and Resources

## PLENARY DISCUSSION – SIX ON BUDGET AND RESOURCES

**Argument 1.** So far, the government has allocated no sufficient budget for ALE that has greatly contributed to the poor performance of the subsector. Had budget



issues been resolved, the ALE programme in Ethiopia would have been effective. Hence, ALE needs to have its own unique budget code.

**Argument 2.** Even if the budget issue is entirely resolved, if other core challenges remained, adult education programme cannot be effectively functionalized. If the implementation structure,

leadership and management challenges remain, budget allocation or resource mobilization by itself cannot address the whole question of functionality for ALE.

**Argument 3.** The government finance system serves as a key bottleneck even to utilize the resources mobilized from funding agencies and aid organizations in the sector. There is lack of commitment among the higher-level management and leadership to make decisions on the appropriate utilization of the available resources. If the management and leadership is not determined in decision making, the available budgets may not be properly utilized to the intended target. If effective finance system/ operational procedure and determined leadership with integrity is at hand, the available minimum budget can be effectively utilized to make ALE functioning.

Finally, it has been concluded that the capacity to effectively utilize the available minimum budget resources is equally important to mobilizing additional financial resources for ALE.



## Step Two: Considering Alternatives for Redesigning GROUP WORK - NINE

At this stage, three prioritized building blocks have already been identified for improvement and redesigning. And one building block was assigned to each group so as to make intense discussion and come up with alternatives. They

deliberated over each prioritized building block resting on the following criteria: cost-effectiveness, availability of physical resources, availability of staff, availability of skills and capacity for implementation and benefits to the target groups.

## Redesigning Alternatives

### GROUP DISCUSSION RESULTS

#### Group 1. Leadership and Management

1. Replace the existing leadership and management entirely from the lower to the upper administrative echelon with new, competent and committed leadership.
2. Strengthen the existing leadership through identifying and bridging the gaps demonstrated in the executive capacity.
3. Combine the existing leaderships and management with fresh and new blood leaders.

#### Group 2. Implementation Structure

1. Institute new implementation structure by accommodating all stakeholders with defined roles and responsibilities (Much progress has been made by the Ministry of Education to institute a new ALE implementation structure in the country. This meant that the newly designed implementation structure needs to be finalized and put into effect in the shortest possible time).
2. Redesign the existing structure to be effective and operational.
3. If the aforementioned alternatives fail under the existing circumstances, sustain and strengthen the existing implementation structure by quick fixing some critical problems in it.

#### Group 3. Budget and Resources

1. Advocate the Ministry of Education to allocate seven-to-eight (7 – 8) percent of its yearly budget to the implementation of adult learning and education.
2. Increase partners engagement in the sector and mobilize as much resources as possible for adult learning and education.
3. Establish a system that would enable to mobilize resources from the community as they are the owner of the programme in practical terms.
4. Consolidate sectoral integration among health, agriculture, youth and sport etc. and create a system that would enable every sector organization to contribute its budget share for the successful implementation of ALE.

### GROUP WORK -10

Once again, the groups held an intensive discussion and argument to identify the best possible ALE alternative strategy for the three prioritized building blocks.



**Group 1. Chosen to strengthen the existing management and leadership as the most feasible ALE alternative for immediate action**

Justifications: The existing management and leadership has some initial awareness about the ongoing adult education programme in Ethiopia that can be leveraged for further investment. This can be a better option than replacing the whole management with new blood and start everything

over from the very scratch. This alternative would possibly reduce the cost to be incurred than bulldozing and replacing the entire existing management and leadership system.

**Group 2. Chosen to institute new and standardized implementation structure that stretches from federal to the woreda level**

Justification: When choosing this alternative as the best, quick and possible means for achieving the objectives of adult education, the group pointed out the absence of standardized implementation structure across the regions. Each region is operating within an utterly different ALE structure that has to be uniform across the board, according to the group. If possibilities are there, it was even recommended to restructure the ALE system independently as an agency under the auspices of the Ministry of Education.

Additionally, no clear responsibility has been assigned to secondary stakeholders who involve in the implementation course of adult education at different levels. The new structure should, therefore, put a clear responsibility to all implementing stakeholders.

The group further remarked saying that the existing adult education structure

exclusively focuses on increasing literacy and numeracy among the adult population of the country. Establishing a new structure would give an opportunity to include integrated and need based trainings in the programme.

On the other hand, the workshop participants declined to accept this alternative as feasible under the existing context of the country. Adult education has long been in place in Ethiopia evolving different stages and overcoming various blockages despite the presence of a general belief that it is to be a poorly functioning programme . Hence, it will be much costly for a country like Ethiopia to start from the scratch and restructure the whole ALE implementation structure while there are some encouraging initiatives and strides. Most recently, the MoE has taken the initiative to restructure and make existing adult education programme functional at the country level. The workshop participants suggested if the initiative so far made by the Ministry is further strengthened through inputs collected from implementing partners to standardize the existing ALE structure.

**Group 3. Chosen to advocate the Ministry of Education to allocate seven-to-eight (7 – 8) percent of its total yearly budget to implement adult learning and education programme**

Justification: The budget allocation needs to be realistic to respond to the existing challenges of the national adult education programme. On top of this, it needs to have its own unique budget code all along the structure from federal to the woreda level. Adding on this, international local partners must be encouraged to participate and engage in gap filling activities. Despite the responsibility of allocating sufficient amount of budget to the programme lies with the MoE , the involvement of international and local partners is highly appreciated. It is known that donors' interest to adult education is very low as compared to basic education. However, adult education is a critical piece to transform societies, cause impact and lead the country to prosperity. Adults are active workforces and can change the country's fate in the shortest possible period. Thus, the group suggested to generate evidence showing the existing gaps in the sector and advocate for active involvement and engagement of international aid organizations to support the programme financially.

**Group 4. Discussed on the threat and opportunities of the existing ALE system in Ethiopia Opportunities:**

- The very existence of the programme itself
- The keen interest from all stakeholders to fully functionalize and make the programme effective and impacting
- The due attention it received by the government and its inclusion in the national education policy as an important education subsector
- The availability of ALE strategy and various implementation guidelines
- Clearly highlighted and addressed in the country's 10 years educational framework and plan
- Incorporated in ESDP-VI as an important component for achieving education

for all

- Adult education courses are being delivered in higher education institutions from BA to PHD level

#### **Threats:**

- No uniform ALE implementation structure across regions
- No standard financial system available to administer ALE programme nationally
- Lack of competent, and skilled human workforce in the programme
- No strong and organized data management system
- No legal framework to enforce accountability
- Poor integration among sector organizations

### **Step 3. ALE Document Preparation**

Note: The design of the new ALE system needs to be captured in a document called the “ALE system design response framework” and the document should be officially approved by all ALESBA stakeholders. Preparing this framework would help to influence decision making and effectively link to ALESBA Phases IV, which is Consolidation and Document Preparation.

On this rationale, three of the large groups produced a draft ALE document framework and submitted to DVV International and Ministry of Education for further consolidation.

## **CONCLUSION**

Integrated Functional Adult Education (IFAE) programme has been implemented in Ethiopia for over ten years. However, it has not been as effective as it was expected. Adults without the basic skills of literacy and numeracy has continued to rise throughout the country. Current data reveals that there are nearly 30 million adults in Ethiopia who neither read, write nor practice basic numeracy.

The problem with adult learning and education in Ethiopia is twofold; first, the IFAE is poorly managed and functioning, showing the barriers with the side of service delivery. On the other hand, the demand for ALE has been very low among the community.

Such hurdles have been attributable to several reasons including lack of uniform and standardized implementation structure, poor leadership commitment, weak sectoral integration, and lack of strong accountable system, among others. Most of the efforts made were geared towards quick fixing the symptom of the problem, rather than deeply diagnosing the root causes.

This has necessitated to look into the situation from systemic point of view. DVV International has adopted Adult Learning and Education System Building

Approach (ALESBA) so as to bring about need-based, functional and sustainable ALE system in Ethiopia and optimize the existing ALE programme in a more standardized approach.

ALESBA is a conceptual framework that consists of four system elements (enabling environment, institutional arrangement, management process and technical process) and 20 building blocks that constitute the whole system to be functional.

After going through several consultations, learning opportunities and pilot test programme implemented by DVV International in some regions of the country, the Ministry of Education has accepted ALESBA as the most feasible approach and implementation modality to optimize the existing ALE services in Ethiopia.

The implementation of ALESBA should go through five distinctive phases. Two of the phases have already been finalized through learning exercises and technical consultations made earlier between DVV International and the Ministry of Education together with other implementing stakeholders. In this trajectory, demand and supply assessments were conducted using peer review methodology and the findings accommodated in the development and enrichment process of the implementation toolkits. Additionally, stakeholder analysis was conducted thereby delegating defined roles and responsibilities to each stakeholder over the implementation process of ALE in Ethiopia. Hence, the workshop highlighted the purpose and conceptual framework of ALESBA, and the activities so far accomplished by the Ministry of Education and DVV International.

Thus, consensus has been reached among the workshop participants on the need to improve the existing ALE system to make it more functional, need based and sustainable in the years to come. Based on this assumption, they diagnosed the key challenges of ALE in Ethiopia and produced alternative analysis and designs.

Having done with rigorous technical processes, the workshop participants identified implementation structure, leadership and management and budget as the most feasible and priority building blocks for immediate intervention thereby suggesting alternative designs for each building block.

As the alternative analysis and design process takes place through several workshops and meetings, the inputs obtained from this workshop will, therefore, be further refined to produce the final design and response framework for the new ALE system in Ethiopia. Upon completion of the document, it will be approved by all ALESBA stakeholders. The document, once consolidated, can link to phase four – which is implementing and testing the new system design.

Now it appears to be that every preparatory work has been in place. Draft curriculum has been prepared for adult learning and education programme. Learning from the implementation experiences of community learning centers, the ministry of education has designed school based adult learning and education programme, which will be launched nationwide very recently.





DVV International  
Königswinterer Str. 552b  
53227 Bonn  
Germany

Tel.: +49 (0) 228 97569-0  
Fax.: +49 (0) 228 97569-55  
[info@dvv-international.de](mailto:info@dvv-international.de)  
[www.dvv-international.de](http://www.dvv-international.de)