



Cooperative Training as a Means of School to Work Transition in Addis Ababa

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To cite this article:

Yekunoamlak Alemu Woldeyohannis. Cooperative Training as a Means of School to Work Transition in Addis Ababa. *International Journal of Vocational Education and Training Research*. Vol. 9, No. 2, 2023, pp. 25-32. doi: 10.11648/j.ijvetr.20230902.11

Received: June 13, 2023; Accepted: July 7, 2023; Published: July 20, 2023

Abstract: This study aimed at investigating cooperative training situation of Addis Ababa City Administration vis-à-vis school-to-work transition (SWT). Recently, there is drastic educational expansion in Ethiopia at all levels. However, the education system needs to travel a long distance to improve the quality and graduates employability. Moreover, schools focus on knowledge with inadequate consideration for value and skill formation. Training programs were also not related to small and medium enterprise (SME) development. In light of this background, the study tries to examine historical context and current practices including challenges and opportunities of cooperative training. In order to address these problems, qualitative approach was employed with some quantitative information from documents and agencies responsible for cooperative training. Interview was used to investigate challenges and opportunities during cooperative training. The data from the interview were transcribed for analysis. The findings revealed that cooperative training as a social learning has contributed for development of practical skill and work behavior. Since in this method, cost shared by companies, it created opportunity for youngsters to earn their living. Nevertheless, weak linkage between vocational colleges/institutes and cooperative training providers and limited capacity of companies to place trainees exacerbated the problem. In a different vein, the increasing trend of cooperative training coverage displayed a setback in 2020 because of the Covid-19 pandemic and started to revive as of 2021. Consequently, the cooperative training coverage in 2022 found to be 73.12%. Of these, 86% of the graduates were found to be competent on CoC occupational test and 80% of them secured job. Hence, even though there are positive developments in preparing strategies, manuals and guidelines for cooperative training, its implementation is considered as weak in terms of structure, network, coordination, and resources.

Keywords: Cooperative Training, School-to-Work Transition, Social Learning, CoC

1. Background of the Study

1.1. Study Context

Ethiopia is a country with a great antiquity located in the horn of Africa. It is the only African country that has never been colonized, except short-term invasion by Italians. Ethiopia is considered due to its geographic location in midst of fragile environment. The capital Addis Ababa is the seat of African Union and many International organizations (home to the third largest number of diplomatic missions in the world, only after New York & Geneva). The city is also habitat of diverse ethnic groups. According to the CSA projection of 2018 est., there are about 108.4 million inhabitants, of which, nearly half are female and about 78.8%

dwells in rural areas, where agriculture is their mainstay [1]. It is also interesting to note that although nearly half of the population constitutes active labor force, unemployment is still a glaring problem in the country with the rate of 19.1% (2018 est.).

Ethiopia is also the only country in Africa, which has its own written script since the Axumite period (4th century), but with a low literacy rate of 51.8% (2017 est.). Moreover, Human Development Index (HDI) in 2019 is 0.485, which put the country in low HDI category despite 66.1% increase between 2000 & 2019. GNI Per Capita for 2019 is 850 USD, a 6.25% increase from 2018. Be that as it may, Federal Democratic Republic of Ethiopia is investing on education, health, infrastructure, etc. in order to get rid of poverty. The government spends nearly 20% of its budget on education

and about 20 million children enrolled in schools. As a result, Ethiopia became one of few counties that are approaching to reach MDG target.

These days, there is drastic educational expansion in Ethiopia at all levels. Nonetheless, the education system needs to travel a long distance in order to improve the quality of education. Inequality of education is observed between urban – rural (nomadic areas) and boys – girls. Training institutes focus on knowledge with inadequate consideration for value and skill formation. Graduates also lack soft or employability skills. By way of addressing these challenges, the study focuses on one of the policy priority areas, i.e., Cooperative Training as a Means of School to Work Transition in Addis Ababa City Administration.

Technical and Vocational Education and Training (TVET) program is designed to enable trainees to get paid jobs or make their own jobs (self-employed). Hence, the task of making vocational graduates self-supportive is demanding and should not left only for training institutions. In Addis Ababa, TVET enrollment increased from 31,186 (15,726 males & 15,460 females) in 2012/2013 to 40,447 (20,109 males & 20,368 females) in 2016/17. Female's participation also improved from 49.57% (2012/2013) to 50.3% in 2016/2017 [2]. Nevertheless, graduates school-to-work transition constrained by school and out-of school factors. In other words, both supply and demand variables affect the transition. There is mismatch between job seekers and available employment possibilities. Moreover, relevance of the training to job and enterprise development, the climate for self-employment, readiness of graduates, absorptive capacity of the industry and service sectors, and willingness of apprenticeship offering companies found to be detriment in explaining the nature of relationship between cooperative training and school-to-work transition (SWT).

The *school-to-work transition* is defined as the passage of a young person (aged 15 to 29 years) from the end of schooling to the first *satisfactory employment* [3]. Some of the members of small and medium enterprises (SMEs) did not get either initial skill training or on-the-job-training. Even those who have taken initial vocational training were not endowed with entrepreneurial mindset. In this 21st century, despite contributions of ICT for growth and mobility, value deterioration and employability problems are observed. Respect for people, dignity of labor, integrity, independence, appreciative leadership, and, etc. need to be taught in schools and strengthened in our community way of life. In Africa, the major bottleneck for development in the continent is not material impoverishment but dependency behavior.

Accordingly, the issue of how to transform young people attitude from being job seekers to job creators deserves research attention. This could be facilitated via TEVT that may be located along a continuum between school based training and firm based training. In these two extremes, there is a cooperative training or dual mode of German speaking countries that comprises little part time institutional training with higher proportion of work-based training in companies.

1.2. Historical Perspectives of Cooperative Training

Vocational education in its informal form has its origin when people began to live together and started to produce for his/her basic needs. The primitive people probably used the digging stick, stones, axes and fire to clear the vegetation for hunting and gathering their food supply. Knowledge continued to be passed from father to son verbally and was meager in quantity. At this period, the process of learning was spontaneous imitations of skills [4, 5].

Informal apprenticeship was the major method of vocational instruction and social learning process for many centuries. According to Baliey and Stady, "The first written reference to apprenticeship is made in the Babylonian Code of Hammurabi: if an artisan take a son for adoption and teach him his handicraft, one may not bring claim against him. If he does not teach him his handicraft, the adopted son may return to his father's house" [6]. The records of ancient Egypt, Greece, and Rome indicate that skills were being passed on in this manner. As time passed, people gradually learned to use fire to cook and melt metals to produce tools. These skills necessitated division of labor unlike doing everything available in the earlier times. Some people work as smiths others earn a living being carpenters, masons, or weavers. The new social development brought different craftsmen to form social groups and out of these social groups the guilds of Middle Ages evolved [4].

Since the transmission of family heritage and unconscious learning was not satisfactory, apprenticeship came into being. It consists of youths learning any trade under the supervision of master craftsmen and according to established specifications. In this system, training and production are integrated towards the development of the apprentice into adult life [7, 8]. During industrial revolution, the development of power machinery and increased demands for goods led to a greater demand for mass production. Hence, industrial revolution was the main reason for the decline of medieval apprenticeship and emergence of new type of formal schools and modern apprenticeship [4].

According to Reeve, the concept of cooperative education/training began in the UK in the late 1800s, in USA in 1906 and Canada in 1957 [9]. He portrayed that cooperative training is now experienced in more than 60 countries, and practiced on most continents associations such as the Southern African Society for Cooperative Education (SASCE). Moreover, the practice of cooperative training can be traced back to 1903 in Northern England, where a sandwich education program was introduced at Sunderland Technical College, and in the USA, it takes the form of co-op, work placements. Alternative terms employed with respect to cooperative training include experiential learning, professional practice, apprenticeship, candidature, co-op, connected learning, applied learning, work-integrated learning (WIL), field-based learning, internships, project based learning and school to work [10, 11].

Cooperative training is a new phenomenon (2009/2010) in the Ethiopian TVET program, which is derived from the

“dual training system” of Germany and refers to mode of training delivery of TVET that integrates institution based training (30%) with that of training in enterprises (70%). Although cooperative training or apprenticeship practiced in the TVET system, its development is at early stage in most developing countries including Ethiopia.

1.3. The Development and Practice of Cooperative Training in Ethiopia

In Ethiopia, particularly in the rural areas, craftsmen, artisans, and manually skilled people were despised and discriminated. They were considered as low castes to the extent one will not allow his/her daughter or son for marriage with a young person from those families. It is disappointing to see a situation where most citizens use tools and household utensils made by blacksmith/artisans but show hatred towards the trade. Although there is improvement in this matter of line, the problem exists in some parts the country.

In Germany, names are related to occupations. For e.g., Schmidt means "blacksmith"; Lederer means "leather worker"; and Schumacher denotes "shoemaker." In different vein, Ethiopian names such Getachew, Goitom, and Bulcha refers more of self-glory deviated from careers [12].

Despite the introduction of modern education (20th century) and intention of the Ethiopian government to develop technical skills, the subjects taught in schools were predominantly academic aiming at preparation of individuals for various clerical and administrative purposes. Available sources indicate that there was no significant sign of vocational training and formal apprenticeship at the earlier times. Mention, however, was made that in the time of Emperor Theodros (1855-1868) there have been a demand for foreign craftsmen. In 1877, Emperor Menlik II was instrumental in bringing few Swiss artisans to Ethiopia "unpublished" [13].

Very recently, Ethiopia has patterned the education system focusing on vocational training and apprenticeship (a combination of learning on the job and related technical and theoretical instruction). Before 1997, nearly for a decade, the number of TVET institutions remained 17. In 1997, 25 skill development centers incorporated in to the system and the total number of TVET institutions became 42. Starting 2001, the TVET system exhibited drastic reform attempts and the TVET intuitions expanded to 141 in 2001/02 and further increased to 582 in 2016/17 with a total enrolment of 302,083 trainees under government and non-government ownership in Ethiopia. Similarly, in Addis Ababa, TVET trainees' increased from 31,186 in 2012/2013 to 40,447 in 2016/17 with 50.3% female's participation. TVET institutes also increased from 9 in 1999/20 to 90 in 2016/17 [2]. Such expansion of TVET institutes exerts pressure on apprenticeship placement.

According to proclamation No. 391/2004, the TVET office shall, in consultation with employers and other concerned parties, and on the basis of predetermined occupational standards, determine apprenticeship program for every occupation [14]. Hence, 312 hours (20-25%) of field training

(apprenticeship) is allotted for all occupations in apprenticeship training.

In the guideline of apprenticeship there are three alternative models that are:

1. Trainees assigned for apprenticeship after they complete training in the institutions in different disciplines (apprenticeship modality– upon completion of all in-school training).
2. The opportunity for trainees to conduct 3 training modules from the total 5 training modules they take, and go for apprenticeship and then take the rest 3 modules after completing their training (internship modality – upon completion of one level).
3. The trainees can only go for apprenticeship after completing every training module (cooperative training modality – upon completion of every unit of competency).

In previous time, many training institutions pursued the first option. Recently, the last option mostly related to cooperative training is encouraged. However, based on the new Ethiopian TVET Policy and Strategy [15], vocational training institutes can employ all the three modalities depending on the nature of occupations and their agreement with companies/enterprises. According to the proclamation, a body empowered by the state shall, based on guidelines and criteria determined by the office, select organizations that shall participate in the provision of apprenticeship training. Even though this is stated in the statement of the proclamation, the current trend of selecting apprenticeship providers is not based on the criteria set. This is because of limited number of cooperative training providing organizations.

2. Theoretical and Conceptual Frameworks

John Dewey, as one of the early philosophers, associated co-operative education/training with learning that occurs through practical hands-on experience [16]. Based on the work of Pratt, cooperative training tries to integrate work experience (or community service) into the school theoretical curriculum [17]. Similarly, cooperative education described as a curriculum model that reflects work-based learning and grounded on adult learning theories including self-directed learning, reflective learning, and transformative learning. Such experiential learning is not an add-on to the curriculum, but an integral part of the education and training system [18].

The Bandura's social cognitive theory [19] and Vygotsky's social constructivist theory [20] laid theoretical foundation for conceptualizing cooperative training in the TVET system. Also, Eun's social cognitive and sociocultural learning theories [21] provided valid learning experiences in explaining human development. These theories provide foundations for understanding why cooperative training leads to youth or trainee development and guidelines for translating trainee's learning into improved performance of industries.

The term “cooperative” refers to the two parties providing instruction whereas, the concept “system” means that the two instructing parties do not operate independently of one another, but rather coordinate their efforts according to MoE [22]. In connection to this, MoE expounded cooperative training system as follows [22]:

A training system based on training plan collaboratively designed and implemented by industries and TVET institutions. Under this system, the industries and institutions share the responsibility of providing the trainee with best job qualifications, the former through practical training and the latter by securing adequate general and

occupation related to theoretical instruction. (pp. 6)

Conceptually, cooperative training is a form of experiential or work integrated learning in which triplet partnership involving trainees, TVET institutions, and companies that exist to produce work-ready graduates with requisite knowledge, skills, and values [23]. These three parties are expected to enter agreement. Cooperative training also incorporate job shadowing, job twinning and work experience as an integral part of school – work - transition programs. Cooperative training has a variety of names and these often reflect its location and responsibilities as illustrated in Figure 1 below.

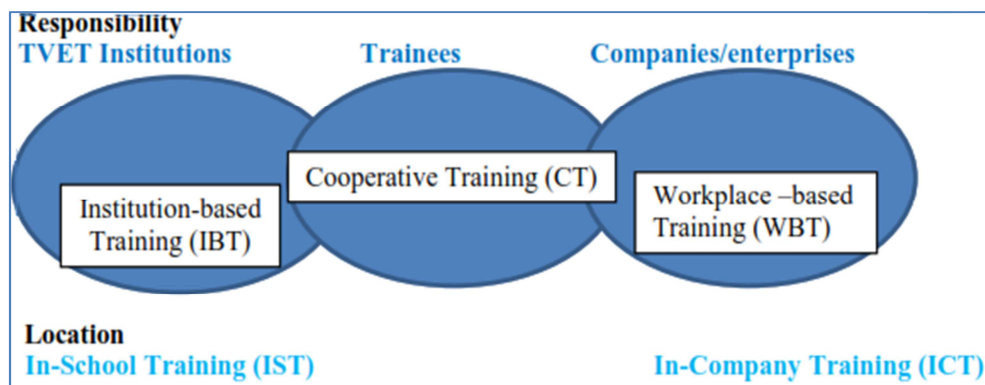


Figure 1. Simple Cooperative Training Framework.

3. Benefits and Process of Cooperative Training

International agencies including the World Bank focus on basic education. The reason was due to traditional conception

3.1. Benefits to Partners Involved in Cooperative Training

Table 1. Benefits of Cooperative Training.

Benefits to TVET Institutions	Benefits to Enterprises/Companies
As training offered in companies, training providers save resources to be spent for purchasing training materials and also reduce training material need in the institutions.	Cooperative training is reducing re-training of trainee and hiring cost. They may also benefit from getting expertise of the best trainee in a reasonable price
In addition the training staff will get exposure to real world of work environment through the interaction with enterprises	They can get new technologies transferred through the trainers and trainees from training institutions.
Vocational counsellors remain up to-date on working technologies, processes and methods used in enterprises.	The enterprise may be benefited with increased productivity and quality.
Trainers of TVET share their knowledge and experience with in-company trainers in particular, supporting them in conducting training and supervising trainees; Since trainees spend less time in the training institution, more trainees can be accommodated without additional materials (physical, financial or personnel resources)	The trainee's contribution is high for the company's productivity and they are sharing the regular work task of the company.
	Enterprises will be assured of the long-term availability of qualified staff on the labor market.

MoE [25] stated that the major advantage of apprenticeship or cooperative training is its vicinity to the world of work. In this mode of delivery, trainees of TVET institutions are exposed to real-life-situations. According to MoE, through cooperative TVET schemes trainees can get experience in competencies, values and attitudes of real world environment and may secure pocket money. Trainees are also more motivated to study, and they learn more

of TVET that assumes it as not cost effective. However, Mellahi indicated, “when the labor market is expanding and training is closely linked to available jobs, financial returns in vocational education/training... can be higher than that of general education.” [24].

easily, since they are aware of what they are training for and how they will apply competency concepts in their practical work [22]. On top of cooperative training benefits to trainees, the benefits for the other two actors (TVET institutions & enterprises) are depicted in Table 1 hereunder [22].

3.2. Steps to Implement Cooperative Training

According to MoE [22], the cooperative training implementation involves the following six stage implementation process.

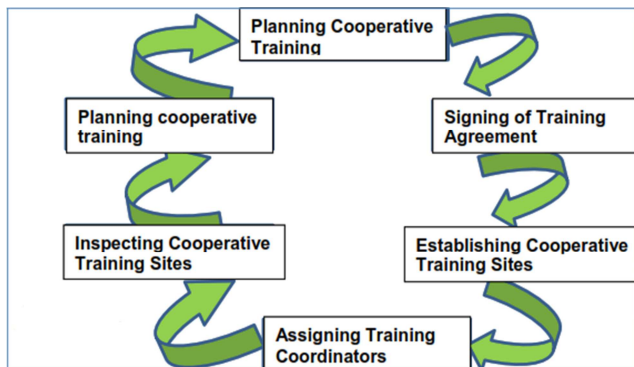


Figure 2. Cooperative Training Implementation Stages.

4. Scope and Significance the Study

4.1. Scope of the Study

In order to make the study manageable, this study focuses on cooperative training based on review of experiences with qualitative oriented approach. Moreover, the study is delimited to the cooperative training situation of Addis Ababa City Administration in terms of coverage, challenges, opportunities, and future prospects.

4.2. Significance the Study

Policy Significance: the key concern in this study is to examine historical context, current practices including implementation challenges of cooperative training, which is undertaken in partnership between vocational institutes and companies. Hence, the study would come up with some policy alternatives that could develop strategies. Besides, the findings are expected to support implementation problems of cooperative training.

Academic Significance: the study seeks to contribute to theoretical framework on cooperative training. The academic significance of this study is therefore to transcend the existing literature on the area and provide comprehensive and scientific basis for explanation as possible.

Research and Practical Significance: the outcome of this study also tries to fill research gaps and address real practical limitations in the context of cooperative training at vocational institutes and companies.

5. Objectives of the Study and Research Methods

5.1. Objectives of the Study

To contribute for improvement of school-company relations and working culture by addressing challenges and making use of existing conducive environment.

To devise policy alternatives so as to alleviate the problems that affect the feasibility of cooperative training in vocational institutes and companies (employers)?

5.2. Research Methods

This study aimed at investigating the cooperative training situation of Addis Ababa City Administration from the perspective of skill development and work-based learning, which is one of the policy priorities in TVET. Accordingly, the research method was qualitatively dominated with some mix of quantitative statistical information from documents and authorities responsible for cooperative training at the Addis Ababa TVET Agency. Interview was employed with officials from TVET Agency so as to investigate the problems that affect both in-school and in-company training during cooperative training. The data from the interview were transcribed for analysis supplemented with desk review.

In order to complement this, the researcher used secondary sources including documents, observation, and previous studies on cooperative training with regard to social, institutional, organizational (employers) and individual (apprentices) contexts of cooperative training. Finally, based on the findings, policy options were forwarded to fill the gap between existing state of cooperative training and what it strives to be.

Research Questions

What are the challenges and opportunities of cooperative training that contribute for improvement of school-company relations and working culture?

What policy alternatives should be devised to alleviate the problems that affect the feasibility of cooperative training in vocational institutes and companies (employers)?

6. Results and Discussion from Current Practices and Review of Experiences

Regarding the status of cooperative training in Addis Ababa, interviews and results were presented hereunder.

Table 2. Data on Cooperative Training Company Placement and Agreement in 2017/18.

Ownership of TVET Institutions	Companies and Enterprises Providing Cooperative Training							Organizations Signed Agreement			
	Companies			Enterprises			Grand Total	Companies		Enterprises	
	New	Existing	Total	New	Existing	Total		New	Existing	New	Existing
Government	442	949	1391	274	394	668	2059	203	358	179	249
Private	120	274	394	134	200	334	728	115	100	70	80
Grand Total	562	1223	1785	408	594	1002	2787	318	458	249	329

Source: Addis Ababa TVET Agency

As indicated in Table 2, encouraging trend is observed in the participation of cooperative training. Of the total 2787 cooperative training providers (companies & enterprises), 1354 (48.6%) signed agreement with vocational institutes.

Table 3. Summary of Cooperative Training Coverage.

Year	Number of Cooperative Training Providers (Companies/Enterprises)	Total Number of Trainees Enrolled	Number of Trainees Placed for Cooperative Training	Cooperative Training Coverage (%)	Remark
2017/2018	2059	16,160	13,736	85	Complete data not obtained
2018/2019	2,173	32,331	28,128	87	
2019/2020				55	
2020/2021	1281	19,355	12,010	62.05	
2021/2022	1445	23,593	17,251	73.12	

Source: Addis Ababa TVET & Technology Development Bureau

According to Table 3, the cooperative training coverage in public vocational training institutes had increased in terms of trainees and companies/enterprises from 2017 to 2019 and decreased in 2020 due to the Covid-19 pandemic and showed increasing trend as of 2021.

Trainees are expected to get placement in companies for practical training. In a situation where trainees were unable to get cooperative training placement, they will undertake project-based training in their TVET institutes. With reference to Addis Ababa TVET & Technology Development Bureau [26] annual report 2022, the recent cooperative training coverage found to be 73.12%.

Upon completion of the cooperative training in their respective companies, apprentices or trainees need take competency test at the Center of Competences (CoCs). The data from the above report revealed that 86% of the graduates were found to be competent and 80% of them secured job.

The researcher has conducted interview with officials and experts from Addis Ababa TVET Agency after getting their consent. Accordingly, one of the experts explained the practice of cooperative training in the following way:

Although cooperative training exhibited challenges with respect to ownership problem of companies and weak legal environment, opportunities were observed as it enables trainees to learn work culture; create access for paid jobs and self-employment; support companies to get relevant manpower, who are familiar with the work environment and thereby reduce of cost of training and recruitment; and paves the way for companies to enter memorandum of understanding (MoU) with TVET institutions.

In addition to this, the researcher also had a chance to observe existence of annual reports, strategy, manuals, and guidelines for cooperative training. To this end, available data from the Addis Ababa TVET and Technology Development Bureau (2022) annual report showed the following key issues and limitations.

1. Lack of coordination exhibited among stakeholders in facilitating job placement and self-employment schemes for the TVET graduates.
2. Delays observed at the Occupational Competence Assessment and Certification Center (OCACC) in handling CoC test and issuing results slowed down the possibilities of TVET graduates' job attachment.

3. Weak capacity of the industry forced some of the employers to pay low salary for the graduates' that tempted the graduates' to withdraw the job offer.
4. Poor relationship between cooperative training providing firms and TVET institutes.
5. Companies and enterprises unwilling to provide cooperative training placement for TVET trainees due to Covid-19 pandemic.

With respect to job attachment, Technology Transfer and Industry Extension office is organized at the TVET Agency and TVET institutes level to provides services in the areas of Entrepreneurship (business plan & basic bookkeeping), Technical support (skill gap identification & training), Technology support (technology transfer, machine maintenance, etc), and workflow through Kaizen. At institution level, TVET trainers participate in regular TVET training, short-term training, and industry extension support. The cooperative training component involves apprentice placement that connects TVET institutes with companies in order to provide practical training for the apprentices and thereby pave the way for subsequent employment in the same enterprise or elsewhere. Such in-company training could also prepare trainees for self-employment. Each TVET institute tries to link the training with job through provision of vocational guidance, labor market information, and tracer study. For those who did not get paid jobs after graduation, advice and support will be given to develop their saving habit and prepare business plan. After this, linkage will be made with Small and Medium Enterprises (SMEs). The SMEs try to establish the young entrepreneurs and provide working area for them.

Despite political commitment and expansion of TVET institutions, the supply oriented Ethiopian TVET system is entangled with weak institutional set-ups, trainees' dissatisfaction, and stakeholders compliant [27, 28]. To this effect, school to work transition service is weak as most trainees lack information of where to go and apply [29]. Likewise, a research form Oromiya Regional State of Ethiopia revealed weak capacity of TVET institutes/colleges to determine the skill demanded in the market so as to plan the training based on occupational categories. Consequently, such fragile implementation of cooperative training constrained the 70% target for work-based learning [30]. Furthermore, the study in Addis Ababa [31] portrayed ill-

preparation and weak structure of TVET colleges and negative perception of trainers towards the cooperative training resulted unsatisfactory execution of the program.

By emphasizing the limitations of cooperative training from company's side, the second interviewee mentioned:

Absence of TVET statistical information; weak communication of TVET institutions with companies about the condition of the trainees and future job possibilities; and existence of employment data which is not segregated with cooperative training (not show what proportion of trainees in cooperative training get job). From the perspective of cooperative training providers, companies assign trainees on their existing gap that may not be compatible with the need of the trainees; companies did not place trainees on expensive equipment and machines due to the cost and fear of destruction; and no insurance scheme provided for trainees.

In support to this, a study revealed that employers were not motivated to collaborate in training and apprenticeship affairs. If employers did not take part in the planning of TVET and apprenticeship, they cannot be held responsible for the disparity between excessive supply of graduates and limited employment. There exists one-sided relationship between employers and vocational institutes, that is, employers offer apprenticeship but not willing to approach the institutes in order to train their employees pay pocket money for the apprentices and retain or employ some of the apprentices. To counteract this, the government should create consensus and has to encourage employers through tax exemption, import subsidy for items related to in-plant training, offering a chance for apprenticeship providers to compete for local and international bids and organizing short-term visit abroad [32].

Moreover, one the officials at TVET & Technology Development Bureau summarized that, "the major shortcomings of the cooperative training system are related capacity and awareness gaps". Based on a research from Amhara Region, companies' involvement during cooperative training implementation was found to be low [33].

On the other hand, availability of company supervisors and relevant occupations, and interest of cooperative training companies/enterprises were among the criterion to select cooperative training providers. Besides, opportunities in due course of implementing cooperative training incorporate presence of government commitment, strategies, guidelines, and potential companies in Addis Ababa. The factors that adversely affect the practice of cooperative training in the TVET institutions include scarcity of training materials, low qualification of trainers, transport cost of trainees due to long distance they travel for cooperative training [34].

Despite the recent positive move and favorable policy directions for cooperative training, this scheme encountered with a lot of challenges such as absence of adequate industries, hesitation of companies to cooperate, little incentive to spark interest, trainees often not ready, and lack of coordination [35].

7. Concluding Remark

Cooperative training is vital in familiarizing trainees with work-based learning and found to be cost effective for TVET institutions since costs are shared with companies that provide training. Experience from German speaking dual system, which is coordinated by the Chambers has implications to cooperative training in Addis Ababa City Administration of Ethiopia. Lessons learned from review of experiences are vital in revising policies and strategies with respect to cooperative training in the direction of responsibility and awareness raising. Furthermore, the efforts from the part of the trainees should be complemented by a strong and continuous follow-up and financial support from both vocational institutes and cooperative training providers.

Generally, even though there are positive developments in preparing strategies, manuals and guidelines for cooperative training, its implementation is considered as weak in terms of structure, network, coordination, and resources.

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