

**ADDIS ABABA UNIVERSITY**  
**SCHOOL OF GRADUATE STUDIES**

**REGIONAL AND LOCAL DEVELOPMENT STUDIES**

**Decentralization and Service Delivery in Education (A case of  
Moretenna-Girru and Bereh Aleltuu Woredas in Amhara and  
Oromia Regions Respectively)**

**In Partial Fulfillment of the Requirements for the Degree  
of Master of Arts in Regional and Local development Studies  
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**Addis Ababa University  
School of graduate studies  
Regional and local development studies**

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BY

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## **DECLARATIONS**

This thesis is my original work and has not been presented for a degree in any other university and that all sources of materials used for the thesis have been duly acknowledged.

This thesis has been submitted for examination with my approval as a university advisor.

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Date: March, 2006

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## Acronyms

<b>ANFEAE</b>	<b>Adult and Non Formal Education Association in Ethiopia</b>
<b>ETH.</b>	<b>Ethiopia</b>
<b>ESDP</b>	<b>Education sector Development Program</b>
<b>CRS</b>	<b>Cluster Resource School</b>
<b>KETB</b>	<b>Kebele Education and Training Board</b>
<b>MOE</b>	<b>Ministry of Education</b>
<b>NGO</b>	<b>Non Governmental Organization</b>
<b>PSCAP</b>	<b>Public Sector Capacity Building Program Action Plan</b>
<b>PTA</b>	<b>Parent Teacher Association</b>
<b>SDPRP</b>	<b>Sustainable Development and Poverty Reduction Program</b>
<b>SNNPR</b>	<b>Southern Nations Nationalities and People Region</b>
<b>TCS</b>	<b>Teacher Career structure</b>
<b>TPE</b>	<b>Teachers Performance Evaluation</b>
<b>UNDP</b>	<b>United Nations Development Program</b>
<b>USAID</b>	<b>United States Agency for International Development</b>
<b>WEO</b>	<b>Woreda Education Office</b>
<b>WB</b>	<b>World Bank</b>

## *Abstract*

*The major objective of this study was to examine the implementation process of Education Decentralization specifically in view of having the required institutions, and their performance, the level and nature of participation of the community, the financial resources made available and its adequacy. To meet the above objective concerned authorities, professionals and community members have been interviewed.*

*Data for the research was collected from primary sources with the help of interview guides, unstructured questionnaire and focus group discussion guides. Secondary sources were equally reviewed. The study was conducted in two Woredas in Amhara and Oromia Regional states.*

*The study found out, among other things, that*

- 1. Woreda Education Decentralization gave the mandate for responsibilities like: opening schools; recruit, promote, discipline and dismiss teachers and other educational professionals; procure and distribute school provisions without prior approval of Zonal and Regional bureaus. The study found that the power devolved is adequate to undertake the responsibilities of expanding Basic Education. But the relationship between the Woreda Education office and that of schools is mostly characterized by a top-down hierarchical relationship.*
- 2. Both at Woreda Education and schools level there is manpower problem in terms of having the relevant capacity to undertake the responsibilities and bring change in Education Decentralization.*
- 3. There is acute budget shortage principally capital budget which is reflected in shortage of school infrastructure, provisions and manpower shortage and as a result a tendency of exercising much reliance on the community beyond it can afford to tolerate is observed.*

*It was generally recommended that for Education Decentralization to succeed there is a need to address the capacity of all those involved from Woreda Education to the level of schools and equally the budget constraint must be solved if education should serve as a basis for all forms of development. Keywords: Decentralization, Decentralized Service delivery, Education Decentralization, Community Participation.*

# Chapter I

## *Introduction*

### **1.1 Background**

In recent years, many countries have increasingly resorted to decentralization measures as a way to realize effective public service delivery and local self rule. Several political systems implemented a range of decentralization policies that are designed to bestow different degrees of power, responsibility and resources-sharing rights to decentralized entities. While some experimented with the devolved type of decentralization, others experimented with the deconcentrated and delegated variant. .

In a decentralized system, intermediate and local levels of government as well as institutions are believed to have the freedom to make decisions on various functions such as policy making, generating funds and spending, provision of public services like education, health, social insurance, justice services and others.

The scope of the concept of decentralization is revealed by the many objectives it serves. Programs are decentralized to overcome delays in service delivery. It is thought that decentralization will improve governments responsiveness to the public and increase the quantity and quality of the services it provides (Rondnelli, Nellis, Cheema: 1988). Furthermore, some scholars in showing the relationship between decentralization and service delivery have mentioned that many functions that are currently the responsibility of central ministries or agencies are performed poorly because of the difficulty of extending central services to local communities.

What local governments can achieve depends on the resources and responsibilities they are granted and on the power of national governments

to override their decisions. World Development Report (1999/2000) shows that local service provision requires an adequate resource base, money, people, information and technology.

Improving service provision for local development requires specifying institutional arrangements for the production and delivery of public facilities. Allocating roles among local organizations, according to the context and conditions, and enhancing their capacity is among the important activities.

As a unitary state, Ethiopia has for long time operated under a highly centralized system, with the center assuming full responsibility for policy. Ethiopian political systems under successive regimes of the past are noted for their restriction on space for local self-rule and institutional development. In addition the country is home to several ethnic and cultural groups whose relationship is loaded with incompatibilities that could pose potential and actual threats to peace and stability (Tegegne, Kassahun 2004).

The Ethiopian Federal Constitution of 1995 established a system of government composed of nine Regional States which are further divided into 66 Zones, 550 Woredas, and 6 Special Woredas. The Woreda is considered the key level of local government. The average Woreda population is around 100,000 (WB 2002).

## **1.2. Problem Statement**

As stated earlier since 1991, Ethiopia has been experimenting with a policy of regionalization, which is aimed at devolving governmental power from the center to the regions. It is a public knowledge that the policy has created nine ethnic-based Regional State governments and two autonomous administrative areas that comprise the Ethiopian Federal Structure. All the Regions are given a considerable degree of internal self-

rule including the authority to raise local revenue and administer their own budgets and development plans. Each Region consists of Zonal, Woreda and Kebele tiers of administration to which it transferred responsibilities and resources to promote decentralized governance. Tegegne and Kassahun (2004) noted that the main objectives of Ethiopia's regionalization policy claimed to enable the different ethnic groups to develop their culture and language, manage socioeconomic development in their respective areas, exercise self-rule, and bring about an equitable share of national resources.

Further more, Tegegne and Kassahun (2004) noted that the recent development in the Ethiopian decentralization process, pertains to the devolvement of power and responsibility to Woreda level units of administration. Beginning in 2001, power was devolved to Woredas in four Regional States, namely, Amhara, Oromia, the Southern Nations, Nationalities and Peoples Region (SNNPR) and Tigray.

Sustainable Development and Poverty Reduction Programme annual progress report of the year 2003 claims that Woredas have been given greater economic and political power to implement development plans based on locally determined priorities, consistent with national sustainable development and poverty reduction program goals. It further notes that district cabinets have been formed with functional representation from key public bodies organized to discharge public service delivery responsibilities. Furthermore the Public Sector Capacity Building Program action plan (PSCAP 2003/04/2007/08) of the Amhara National Regional State claims that the Amhara Regional State has taken measures to enable the community at grass root level to exercise active participation in decision making on issues that affect their lives. The Regional Constitution bestowed Woredas with powers to exercise authorities over their own affairs. The powers to make decisions and functions of delivering services have greatly been devolved.

Further more as part of the overall decentralization process in Ethiopia, decentralization of educational management has been officially adopted through the 2002 Education and Training Policy of Ethiopia to create the necessary condition to expand, enrich and improve the relevance, quality, accessibility and equity of education and training (MOE 2002).

Generally national ministries, public corporations and other central government agencies attract the most skilled technicians and the best educated managers, leaving a chronic shortage of talent at the local level.

Studies undertaken by scholars like Rondinelli, Nellis and Cheema (1983) show that financial, human and physical resource constraints have inhibited the successful implementation of decentralization in nearly all developing countries. These scholars emphasize that the limited resources made available to local organizations in the initial stages of decentralization undermine decentralization policies and maintain weak local institutions.

According the same sources studies of decentralization in Kenya, the Sudan, Tanzania show the crucial effects of shortages of trained manpower on the success of decentralization in those countries. Leadership and management training courses for local officials were found inadequate. The shortage of skilled staff at local level has been an equally important factor in the implementation of decentralization in Asia. Many programs are plagued with a chronic lack of trained technicians and managers.

The inadequacy of financial resources and the inability to allocate and expand them effectively were noted in evaluations of decentralization in nearly every developing country. The lack of independent sources of revenue weakened the SFDA'S ability to carry out its tasks in India (Seminar on Effective Decentralization 2001)). Shortage in skilled personnel and financial resources have also undermined decentralization

in Latin America. Because they lack financial recourses, local governments have difficulty covering their basic operating expenses, training their personnel, purchasing equipment, making organizational improvements, obtaining technical assistance and expanding the range and quality of public service (Rondinelli 1983)

In light of the empirical evidences of developing countries from Africa, Latin America and Asia to carry out decentralization, and Ethiopia being a highly back ward poverty ridden country, it is very unlikely that the country would not face constraints like trained manpower, problems of insufficient administrative institutional capacity and financial shortage. Therefore the study would examine the availability of skilled manpower, the existence of institutions that are endowed with the requirements for best performing their functions, the different local associations (KETB/PTA) created, their performance and limitations, availability of adequate finance to carry out Woreda level decentralized education service. In short the question “Is Ethiopia capable of providing the required resources and other requirements to carry out education decentralization at Woreda level?” would be the focus of the study. To translate the above into action, the study has adopted the following objectives.

### **1.3. General Objectives**

The general objective of the study is to examine the nature and performance of decentralized education service delivery in Moretenna-Girru and Bereh Aleltuu Woredas in Amhara and Oromia Regions respectively by concentrating on variables like power devolution, institution, community participation and budget and its adequacy.

### **1.4. Specific Objectives**

- ❖ To examine the nature of educational services of the Woredas.
- ❖ To identify the key educational functions assigned to the concerned Woredas.

- ❖ To identify and analyze the institutions established and assess their level of performance.
- ❖ To examine the adequacy of budget allocation for education service in the Woredas.
- ❖ To identify the level of community involvement to promote the service through participatory approach.
- ❖ To identify constraints, challenges and problems and achievements

## **1.5. Research Questions**

- ❖ What are the key functions assigned to the Woreda in line with education service?
- ❖ What is the current status of education service in the Woreda?
- ❖ What new institutional arrangements are put in place and how is coordination and integration ensured?
- ❖ What is the level and nature of community participation in the education sector?
- ❖ What is the level of budget allocation for education and is enough financial resource assigned to deliver appropriate service?

## **1.6. Research Design and Methodology**

A case study of two Woredas namely Moretena- Girru Woreda in Amhara Regional State and Bereh Aleltuu in Oromia Regional State in North Shoa is undertaken. The method of the research is a survey method. It is as well an exploratory study to look in to the decentralization of resources and responsibilities in the Woredas in question. The two Woredas were selected for reasons of convenience the writer had in view of data collection. In addition Bereh Aleltuu being very close to the main transportation line to the northern part of the country; has relatively better infrastructure facilities as opposed to Moretenn Girru which is located in the rural part of Northern Shoa. This contrast between the Woredas would be taken in to account to find out the difference it makes in the decentralization of education.

The Woreda level administration is taken as a focal point for this study because of the strategic place it occupies with regard to its relative

closeness to the grassroots population and its being a viable unit of government for meaningful socio economic development at the local level.

Each of the case study Woredas was studied in its own right to make an in-depth investigation of education decentralization to arrive at generalizations regarding the specific Woredas. Similarities and differences are discussed when ever encountered. Generalizations and observations drawn from the case studies are expected to be relevant to others since education service has a lot in common and problems related to underdevelopment are prevalent in most parts of the country. However, given Ethiopia's enormous size and diversity, it is impossible to claim that the study would have universal applicability even for the regions where the Woredas are situated let alone the whole country.

### **1.6.1. Data Collection**

The data collection depends both on primary and secondary sources. For the purpose of collecting primary data qualitative methods like: interviewing key informants, focus group discussion and field observation was applied. Interview with key informants was carried out using unstructured questionnaire and discussion guide was used for the focus group discussion.

The study population in both of the Woredas can be grouped into:

- ❖ Elected representatives who consisted of the Woreda Council chairman, Chief Administrator of the Woreda, Kebele Council chairmen, Kebele Education and Training Board members and Parent Teacher Association members.
- ❖ Political appointees like Education Office Heads, Capacity Building Office Heads, Community Participation and Organization Office Heads.

- ❖ Civil servants comprising Education Office desk officers, experts, inspectors (supervisors) , school directors, teachers, civil service reform desk officers, community participation and organization desk officers, experts, finance and plan desk officers and experts.
- ❖ Community members include parents, members from the larger community and students.

In addition to the survey made at the Woreda level, the research was conducted in eight schools in Moretenna - Girru and ten schools in Bereh Aleltuu and their communities. Prior to the selection, a very close consultation was undertaken with Woreda Education officials regarding the number and which schools to take. In the case of Moretenna- Girru, equal representation was taken from the highland and the low land part and in Bereh Aleltuu the same was applied on the basis of the schools closeness or remoteness from the Woreda city. In order to represent different actors, all or in some cases the majority of Kebele Education and Training Board and parent Teacher Association members of the selected schools, all of the school directors and most members of girls' committees have been interviewed. In addition, the study conducted focus group discussion with teachers and community members.

Focus group discussion of teachers included both men and women. The number of participants was ten, with equal representation of both sexes. The parent and community group represented a wide cross-section of ages, and consisted primarily of peasant farmers. The participants consisted nine members.

In addition the researcher made field observations of schools of different cycles balancing between those that are close and distant to both Woreda towns. A table showing sample schools and different respondents contacted and the corresponding instrument applied is attached as annex.

Regarding secondary sources, official statistical sources, books, journals, internet sources and other publications have been reviewed.

## **1.7. Organization of the Paper**

The first chapter presents the problem statement and objective of the study. The second chapter deals with literature review while the third one presents the mandates of the Woreda Administration regarding education decentralization and the current education status of the study Woredas. The fourth chapter focuses on issues of institution, community participation and budgetary matters. Finally chapter five presents conclusions and recommendations.

## **1.8. Significance of the Study**

The second wave of decentralization which was made operational in 2001 is still at an infantile stage. Even though this initial step is claimed to boost performance of Woredas, one without doubt can expect that much remains to be done.

Government sources confirm that power to make decisions in service delivery has greatly been devolved and significant proportions of service personnel have been redeployed to strengthen Woredas.

It seems important that these and similar moves should be backed by a research effort since Ethiopia's decentralization experience is very minimal as compared to centuries of centralized governance the country has undergone.

Therefore, this research is thought to help to:

- I. Highlight the problems that deserve attention for future solutions.
- II. Generate valuable information on decentralized education service delivery since the sector is one of the bases of development.
- III. Create awareness on the part of higher authorities to reflect on corrective measures.
- IV. Encourage future research.

## **1.9. Scope and Limitations of the Study**

The rationale for decentralization may differ depending on the level to which educational decision making responsibilities are assigned. Particularly decentralization to the local level is more commonly undertaken as a means of democratization and increasing participation and as a means of stimulating larger financial contribution by the community.

The above to a limited extent shows the complexity and diversity of the issue of decentralization. However the scope of this study is limited to examining the effort undertaken to bring into existence the necessary local institutions to translate education decentralization into practice, their mandate, the limitations they have, the level of coordination existing between them and schools, the work undertaken to involve the

community in the school affairs of its children and the availability and adequacy of financial resource.

# Chapter II

## Literature Review

### Decentralization and Service Delivery

#### (Theoretical and Conceptual Approach)

#### 2.1. Background

Development theories of the 1950's and 1960's reflected the view that the central government alone had the capacity to provide public services and bring about development.

However, the economic crisis of the 1970's, the failure of the model to generate growth and reduce poverty, led more and more governments to initiate experiments in democratization and decentralization. (Piriou Sall 1998).

A large number of developing countries, politically, economically and ideologically diverse began decentralizing some development planning and administration during the 1970's and early 1980's.

In recent years, many countries have increasingly resorted to decentralization measures as a way to realize effective public service delivery and local self-rule. The drive is anchored in the basic principles of governance, which include legitimacy, representation, accountability, transparency, and the rule of law (Tegegne and Kassahu 2004).

Political pressure probably drives most decentralization efforts. But whatever its origins, decentralization can have significant repercussions for resource mobilization and allocation, and ultimately macroeconomic stability, service delivery, and equity. (J. Litvack, J. Ahmed. R. Bird 1998).

#### 2.2 Definition

Decentralization is not easily defined. Different scholars and writers define decentralization in different ways. Notwithstanding the variations in interpretation, decentralization can be understood as the transfer of legal and political authority from a central government and its affiliates to sub national level organizations and institutions. This is aimed at enabling officials and institutions below the national level to make decisions and manage public functions. Let us look at some of the definitions.

Decentralization is transferring authority and responsibility from the central government to field units or agencies, corporations, non-government and semi-autonomous public authorities etc. to plan, manage, raise and allocate resources (Liou, 2001).

Decentralization is the devolution of resources, tasks and decision-making powers to lower-level authorities, which are elected and independent of the central government. It has a form of deconcentration and devolution (Bossuyt and Jermy, 2000; Yigremew, 2001).

Political Decentralization aims to empower citizens or their elected representatives by giving more power of decision making. Political decentralization is usually based on constitutional reforms, the development of multi-party politics, and the presence of strong legislatures and the encouragement of effective public interest groups (WB, 1997).

Decentralization, or decentralizing governance, refers to the restructuring or reorganization of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels according to the principle of subsidiarity, thus increasing the overall quality and effectiveness of the system of governance while increasing the authority and capacities of sub-national levels (UNDP 1997).

Rondinelli's (1981) classification of the types of decentralization-deconcentration, delegation, devolution remains useful. However, Parker (1995) and Binswanger and Shah (1994) found through their literature reviews, that most analysis of decentralization are one-dimensional, focusing narrowly on fiscal relations, or on political aspects, or some other characteristics.

Successful decentralization programs have just the right mix of political, administrative, and fiscal elements and include sophisticated mechanisms to achieve redistribution and efficiency objectives (Parker 1995).

### **2.3. Rationale for Decentralization**

Tegegne and Kassahun (2004) in their attempt to show the advantages of decentralization mention the following. Decentralization provides the means for exercising checks and balances in the different structures and tiers of government; facilitates the participation of non-governmental actors and grass-roots organizations to gain a say in the governance realm, provides options for individual citizens by promoting government responsiveness, enhances opportunities for local economic activity, and facilitates the taking shape of an active and vibrant civil society. Decentralization can also help in achieving goals pertaining to poverty reduction, sustainable livelihoods, environmental protection, and gender equality. Furthermore Joop W.de wit (1997) elaborating on the advantages of decentralization mentions the following. On the one hand decentralization is more relevant and or effective from a government point of view: local problems faced by heterogeneous groups can be better addressed even in previously neglected areas; there is more scope for flexibility and innovation, and decentralization may lead to increased administrative performance through more transparency and less corruption. Hence there are clear potentials, largely relating to the domain of public administration to issues of coordination effectiveness and control.

From the point of view of those governed, decentralization may first of all lead to a greater accountability and responsiveness of their governments. It may result in a larger scope for popular participation in terms of providing information, prioritizing needs and implementing development projects or policy. Decentralization may offset the influence or control over development by entrenched local elites. Empowerment of minorities and vulnerable groups may be another effect of decentralization (Joop W.de Wit 1997).

A number of scholars have warned against being too optimistic about what decentralization can achieve, pointing out dangers. Prud'homme (1995) lists a variety of problems that might occur with decentralization, including macroeconomic mismanagement, corruption, the growth of unneeded bureaucracy, and a widening of the income gap between regions.

### **2.4. The Many facets of Decentralization:**

#### **2.4.1. Administrative Decentralization or Deconcentration**

Deconcentration which is the dispersion of agents of higher-level government ministries in the field is the first form of decentralization to occur. Manor (1977) views deconcentration as a useful first step in decentralization, because it brings government institutions and bureaucrats closer to dispersed people. This type of deconcentration is, in fact, a form of centralization.

Deconcentration hands over some amount of administrative authority or responsibility to lower levels within central government ministries and agencies. It is shifting of the workload from centrally located officials to staff officials outside of the national capital. This is the case in many East Asian-Countries and, until recently, was the rule in Eastern European Countries (Kornai, 1992).

### **2.4.2. Devolution or Political Decentralization**

It refers to a situation in which the central government transfers authority for decision-making, finance, and management to quasi autonomous units of local government. In a devolved system, local governments have clear and legally recognized geographic boundaries, over which they exercise authority and within which they perform public functions (Rondinelli 1998).

Under devolution, local units of government are autonomous and independent, and status makes them separate or distinct from the central government. Central authorities frequently exercise indirect, supervisory control over such units. They have corporate or statutory authority to raise revenues and make expenditures. They should be perceived by local citizens as organizations providing services that satisfy their needs, and as governmental units over which they have some influence (Rondinelli, Wellis, Cheema 1983).

Apart from legal guarantees for autonomy, politically decentralized governmental units have independent revenue and taxing authority, and can prepare and approve their budgets and socio-economic development plans without having to seek central authorization. Further, they can also have elected councils, legislative assemblies and executive administrations primarily accountable to the electorate. Independent revenue powers and the presence of elected councils answerable to the citizenry constitute important yardsticks for developed local government. These two aspects of political decentralization have the single most important advantage of advancing democratic self-rule and popular participation because decision-making authority is effectively transferred from the central government to local government structures (Smith 1985, Slater, 1989).

### **2.4.3. Delegation**

Delegation means "transfer of managerial responsibility for specifically deigned functions to organizations that are outside the regular bureaucratic structure and that are only indirectly controlled by the central government (Rondioelli 1983). In delegation, ultimate accountability lies with the sovereign authority. Certain specified functions and duties are transferred to agents with a broad discretion to carry them out. Although there is considerable autonomy accorded in delegation, it is controlled by the central government directives.

### **2.4.4. Privatization**

The term decentralization has sometimes been referred to as privatization when it denotes the transfer of tasks formerly performed by state agencies to the private sector. Its advocates argue that since power is being transferred from the central government to private firms it is decentralization since it increases customer's choices (Manor 1995).

## **2.5. Decentralization and Service Delivery**

Service Delivery basically refers to the systematic arrangement of activities in service giving institutions with the objective of fulfilling the needs and expectations of service users and other stakeholders with the optimum use of resources. Service delivery improvement contributes to the establishment of administrative machinery that can face the challenges of the 21<sup>st</sup> century.

The classic argument in favor of decentralization is that it increases the efficiency and responsiveness of government, locally elected leaders know their constituents better than authorities at the national level and so should be well positioned to provide the public services local residents want and need. Physical proximity makes it easier for citizens to hold local officials accountable for their performance.

Decentralization can create competition among local governments to better satisfy citizens needs (World development Report 1999/2000).

Decentralization will improve government's responsiveness to the public and increase the quantity and quality of services it provides. Many functions that are currently the responsibility of central ministries or agencies are performed poorly because of the difficulty of extending central services to local communities. Programs are decentralized with the expectation that delays will be reduced and indifference to satisfying the needs of the clientele are overcome (Rondinelli, Nellis, Cheema 1983).

Decentralizing governance, from the center to the regions, districts, local government's authorities and local communities, can be an effective means of achieving critical objectives of sustainable human development vision, improved access to services and employment, increased people participation in decisions affecting their lives, and enhanced government responsiveness (UNDP 1997).

When decentralization is accompanied by local elections, government responsiveness increases markedly, improving the quantity, speed and quality of service delivery (WB 1996).

Shah (1997) emphasizes that arguments that recommend decentralization only for mature governments in developed countries are misleading. Indeed, it is probably more difficult for developing countries to operate central government structures effectively. These require complex machinery, involving well-developed infrastructure and highly trained staff, to ensure that information flows to the center and rules are enforced. Developing countries public administrations fare better under decentralized systems because some of the oversight and decision making functions are moved to local governments, which have the information and incentives to efficiently perform them.

Local communities possess significant latent capacity, which was earlier suppressed by centralized rule, for planning and implementing local micro-projects. They are capable of highly productive innovations, and can often deliver services more efficiently than conventional bureaucracies (WB 1995).

Skeptics feared that decentralization would lead to a collapse of services, since localities lacked technical expertise. However, decentralization disclosed a substantial hidden capacity to plan and execute programs, often far better than the earlier centralized administration (WB 1995).

## **2.6. Decentralization of Education**

The expansion of education throughout the world in the nineteenth and twentieth centuries occurred simultaneously with the development of strong governments, which sought standardization of the content and

process of schooling. In the pursuit of improved quality and higher efficiency through standardization, most education systems became more centralized.

In contrast in recent years there has been renewed interest by countries, international aid organizations and scholars in decentralization of government, including public education. Decentralization of schools is truly a global phenomenon (Fiske 1996). As for example in 1972 Peru established regionalized directorates and community nuclei to reduce bureaucracy. In 1974, the Philippines established thirteen regional offices of the Ministry of Education to undertake regional planning and administration. In 1977, Nigeria established local governments whose main function is provision of primary education. And in 1980, Chile instituted the most radical decentralization policy to date, assigning the responsibility for elementary and secondary education to municipalities, along with local revenue sources to support them.

In the newly independent countries that once made up the former Soviet Union, central governments stripped of political legitimacy and lacking financial resources, simply lost control of the educational system. Decentralization emerged as a way of filling a political vacuum.

The United States Agency for International Development (USAID) has generally favored strong community involvement in educational planning. UNESCO has generally favored decentralization as one means of incorporating marginal groups in public decision making and improving the quality of services they receive (Wikler 1989). The action takes forms ranging from elected school boards in Chicago to school clusters in Cambodia to vouchers in Chile (Fiske 1996).

Fiske (1996) in his attempt to explain the decentralization of education notes that decentralization of schools is a complex process that can result

in major changes in the way school systems go about making policy, generating revenues, spending funds, training teachers, designing curricula, and managing local schools. He further develops his point by stating that inherent in such changes are fundamental shifts in the values that underlie public education values that concern the relationships of students and parents to schools, the relationships of communities to central government, and indeed, the very meaning and purpose of public education.

According to Fiske, school decentralization is also a political process since it involves substantial shift in power.

The rationale for decentralization may differ depending on the level to which educational decision-making responsibilities are assigned. Decentralization to the regional level is most frequently undertaken for reasons of administrative convenience (as in Latin America). Decentralization to the local level is more commonly undertaken as a means of democratization and increasing citizen participation and as a means of stimulating larger financial contributions by the community (Winkler 1989).

#### Effects of education decentralization

According to Winkler (1989), Mc Dinn and Welsh (1999) decentralization has been proposed in order to:

➤ *Improve education per se directly.*

The above is summarized by Fiske (1996) who states that proponents of school decentralization claim that education decentralization will improve the quality of teaching and learning by locating decisions closer to the point at which they must be carried out and by energizing teachers and administrators to do a better job. He substantiates the above remark by

citing New Zealand as an example where decentralization had a positive impact (Fiske 1996).

➤ *Improve the operation of the education system.*

➤ *Change the sources and amount of funds available for education.*

- a) This is to say that decentralization generates additional revenues for the system as a whole by taking advantage of local sources of taxation and to reduce operating costs. Argentina provides an example. One difficulty with turning spending decisions over to local politicians is that they may be more interested in using available funds for visible, short term gains (roads, irrigation schemes) than in using them for education, where the gains are less immediately apparent and more long-term. The failure of decentralization in Venezuela is testimony to the fact that adequate and persistent financing of education are also important for the success of decentralization plans. Rondinelli points out that financial stability is a matter of both will and capacity. In many countries local governments or administrative units possess the legal authority to impose taxes, but the tax base is so weak and the dependence on central government subsidies so ingrained that no attempt is made to exercise that authority (Rondinelli 1995).

## **2.7. Decentralization in Ethiopia and the Education Policy**

For centuries Ethiopia had a unitary system of government with the emperor at the apex of power. The emperor appointed regional leaders who enjoyed relative autonomy in the running of local affairs so long as they paid tributes.

When Emperor Haile Selassie came to the throne in 1930, he centralized power in his person to an extent hitherto not experienced in the country's history. His 1931 constitution and subsequent administrative regulations as well as the revised constitutions of 1955 sheared away power from regional notables (Asmelash 2000)

The first ever attempt to decentralize local and regional government in Ethiopia was made in 1966 by the Haile Selassie government. The imperial government proposed the 1966 Awraja self administration proclamation as a pilot project to make 50 Awrajas self administering units with considerable autonomy. The policy was never implemented because the bill failed to win parliamentary approval (Meheret 1998).

The second experiment to decentralize the Ethiopian state was made by the military-civilian dictatorship that ruled the country between 1997-1991 known as the Derg. The Derg's plan was a response to political pressure intended to give some kind of autonomy to groups

fiercely opposed to central rule. Accordingly the provinces of Tigray and Eritrea and Afar and Ogaden areas, which were some of Ethiopia's unstable regions, were designated as autonomous areas with limited self governing authority.

The Transitional Government of Ethiopia which over threw the Derg in 1991 adopted a federal form of state in 1992. The Ethiopian federal system assumed its present shape and form in 1995 following the adoption of the national constitution. The 1995 federal constitution recognized nine Regional States. According to the constitution, these are the states of Tigray, Afar, Amhara, Oromia, Somalia, Benshangul/Gumuz, Southern Nations Nationalities Peoples, Gambella and the Harari People.

The states are divided into Zones, Woredas and Kebeles

The Woreda has both legislative and executive organs. Its council is elected from the Kebeles and issues directives and policies to the Woreda executive committee. The executive committee of nine to fifteen members is elected from the Woreda council members and is accountable to the Woreda council. The Woreda administration also has judicial organs and district procurators office. The offices for agriculture, education health, and finance are under the executive committee.

The Woreda prepares economic development and social plans as well as implements laws, regulations, policy, and directives issued by the regional council. The Woreda is administratively subordinated to the region and zonal administrations.

The Woreda council has powers to:

- a) Approve the economic development, social services and administration plans and programmes of the Woreda.
- b) Direct basic agricultural development activities and protect and administer the natural resources in the Woreda
- c) Mobilize the Woreda residents for development activities
- d) Elect the chair person, vice chair person, secretary and other members of the Woreda council.
- e) Prepare its own internal regulations
- f) Levy and collect land use tax, agriculture and other service taxes
- g) Use the revenue sources generated from the Woreda apart from those administered by the region and prepare and approve its budget
- h) Issue directives to ensure the Woreda security and peace

- i) Build and Maintain rural roads and
- j) Administer primary schools and primary health centers

Taking into account the lack of clear and coherent direction in the development of education and to address the deep-rooted problems of the sector a new education and training policy was introduced in 1994. It is claimed that a broad study was conducted before the new policy was formulated. The study revealed that the long-standing problems associated with the Ethiopian education system were essentially limited and inequitable access, inequitable distribution of school service, problems of efficiency and continuous decline in quality and standard and lack of relevance.

The chief goal of the education and training policy is the cultivation of citizens with an all-round education capable of playing conscious and active role in the economic, social and political life of the country at various levels (MOE 1994).

The policy statement focuses on four major areas of reform:

- Expanding equitable access to primary and vocational education to meet the demands of the country and the economy.
- Restructuring the education system
- Changing the curriculum to increase the relevance of education to communities; and
- Improving the quality of education through out the system.

The strategies adopted to accomplish the above stated goals are:

- Expanding educational opportunity and ensuring its equity.

From this point the strategic goal of the policy is ensuring a fair and equitable distribution of quality education to all regions as rapidly as possible particularly to rural areas where 85% of the population live.

- Linking Education and Training

This aspect of the policy is expected and intended to produce the necessary skilled manpower for the development of the country in a short period of time and to contribute to upgrade quality education by linking knowledge and practice.

- Democratization of the Administration and content of education.

This strategy is believed to be operationalized by making educational institutions autonomous in their internal administration and in the designing and implementing of education and training programs, in short by providing democratic leadership to direct the educational process.

The policy by indicating that education and training were highly centralized and run by a bureaucratic chain of command, states that it is necessary to re-organize the educational system so as to make it democratic, de-centralized and coordinated. The policy document emphasizes that the policy's thinking is not along the line of "education for education sake." It is the empowerment of citizens with basic skills that will help themselves, their families and their country. Therefore the evolution of a decentralized, efficient and professionally coordinated participatory system is required with respect to administration and management of the education system.

- Provision of quality and relevant education services

This in short focuses on change of curriculum, sufficient provision of educational materials and equipment; and the improvement of teachers training in quality and quantity.

The Education Sector development Program (ESDP) is a rolling five year plan of 20 year long framework with the goal of achieving a comprehensive and integrated education service. Among its requirements for success a close partnership with the community is mentioned. The first five years, Education sector development program (ESDP I) was launched in 1997/98 concluded in June 2002. The second Education sector development program (ESDP II) which covers a period of three years has been prepared in 2002.

The program envisages the expansion of educational opportunities and is the first step in a long range program to achieve universal primary education by 2015. The main thrust of ESDP is to improve educational quality and expand access to education with special emphasis on primary education in rural and under served areas, as well as the promotion of education for girls.

To balance the situation it is important to remind that the above stated education policy is subject of criticism where by some are taking it as a failure.

## Chapter III

### Decentralized Woreda Education Mandate and Current Status of the Service

Before directly concentrating on the education sector which is the main focus of the research, it is preferable first to have a general outlook about the power devolved to the Woreda administrative structure and the different institutions that have a significant impact on the overall process of Woreda decentralization.

#### 3.1. Mandates and Key Functions Assigned to Woreda and Kebele Councils and their related Structures

The constitution of the federal Democratic Republic of Ethiopia does not make a clear reference to the Woreda Administrative structure in its articles. But in Article 50 of the constitution in reference to structure of the Organs of state the following is stated. Article 50 specifically sub article 4 reads that state government shall be established at state and other administrative levels that they find necessary. Adequate power shall be granted to the lowest units of government to enable the people to participate directly in the administration of such units.

On the other hand proclamation No. 59/2001 the revised constitution of the Amhara National Region state and proclamation no. 46/2001 enforcement proclamation of the revised constitution of 2001 of the Oromia Region in their part dealing with organization and powers of the Woreda administration specify that the Woreda administration shall comprise the following principal organs of power:

1. The Woreda council
2. The Woreda Administrative council

The Woreda Administration shall have the powers enabling it to prepare and decide on the economic development and social service plans as well as to implement policies, laws, regulations and directives issued by the Regional State organs.

From the above, one categorically understands that the Woreda council, within the Woreda of its establishment is the highest body of state authority.

In the attempt to show the accountability of the Woreda council, the constitutions of both the Amhara and Oromia Regions state that without prejudice to its right and powers to exercise self administration, facilitate local development and render decisions with regard to own internal affairs, each and every Woreda is a body hierarchically subordinate to the regional government.

Since the content of both the Oromia and Amhara regions constitutions about Woreda power and authority is the same it would suffice to elaborate on some aspects of Woreda power authority in a way it encompasses the Woredas of both regional states.

The main constitutional powers and duties of the Woreda council and its executive are:

- i. preparing and approving the annual Woreda development plans and budgets and monitoring their implementation;
- ii. setting certain tax rates and collecting local taxes and levies (principally land use tax, agricultural income tax, sales taxes, and user fees)
- iii. administering the fiscal resource available to the Woreda (own source and transfers);

- iv. constructing and maintaining low-grade rural tracks, water points, and Woreda-level administrative infrastructure (offices, houses);
- v. Administering primary schools and health institutions.
- vi. Managing agricultural development activities, and protecting natural resources.

Below the Woreda Administration is the Kebele Administration.

The kebele Administration has principal organs namely:

- a) The kebele council
- b) The kebele Administrative council and
- c) The social court.

The kebele council is the highest organ of power of the kebele inhabitants concerned.

The kebele council and executive committee's main responsibilities are:

- i. Preparing an annual kebele development plan;
- ii. Ensuring the collection of land and agricultural income tax;
- iii. Organizing local labor and in-kind contributions to development activities;
- iv. Resolving conflicts within the community through the social courts.

Below the kebele, communities are subdivided into sub-kebeles (300-400 house holds) Gotes (villages of about 100 households) and Mengistawi Buden, or government teams (30-50 households).

### **3.2. Woreda Authorities and Responsibilities for Decentralized Education Management**

It is evident that Education management in Ethiopia was highly centralized prior to 1994. The ministry of education was involved in all aspects of public education including planning, budgeting, school construction, and the production and distribution of textbooks and other educational materials.

Following the shift to a federal structure, five main managerial and administrative organs constitute the education sector: central, regional, zone, woreda and institutional. The functions of the Ministry of Education have been reduced to setting fundamental educational policy, broad educational planning and programming, maintaining standards and setting procedures, and providing technical assistance where needed. Presently more responsibility and authority is being devolved to lower administrative levels such as the Woreda which is the focus of this section.

In order to discuss the level of decentralization in each of the study Woredas, namely Moretena Girru Woreda and Bereh Aleltuu Woreda in Amhara and Oromia Regional states respectively, it is useful to disaggregate the provision of educational services into various components or functions. For purposes of this analysis components to be used include school construction and expansion, curriculum and teacher training, teacher recruitment and compensation, leadership and supervision, community participation and private school expansion.

#### **3.2.1. School Construction and Expansion of Formal and Non-Formal Education**

**From the discussion held with education officials of both of the Woredas it was possible to understand that both of the Woredas are endowed with the authority and responsibility to undertake the construction and establishment of schools whose level goes from kindergarten to primary (1-8) to secondary first cycle (9-10) for the purpose of expanding basic education in kebeles existing in each of the Woreda administrations. The advantage of devolving school establishment and construction to the Woreda level administration is reflected in the fact that the community contributes in kind, labor and fees to school building and maintenance. This direct involvement is supposed to generate commitment to education and develops a sense of ownership of schools (this is discussed in detail in the part dealing with community participation). On the whole in Moretena -Girru nine primary schools and in Bereh Aleltuu six primary schools have been established and made operational in the last**

**two years (1996 and 1997 Eth.)with community contribution constituting the major part.**

**The greater part of the new schools established in Moretenna-Girru Woreda are found in the most inaccessible part of the Woreda which is commonly known as "Kolla." This part of the Woreda rarely had schools few years back.**

**Education offices of both Woredas are supposed to have the duty and responsibility to design or plan to enable the community to participate in efforts of construction and overall education service expansion endeavors. All the above activities are supplemented by education management committees namely Kebele Education and Training Boards(KETBs) and Parent Teacher Associations (PTAs). They engage in activities of mobilizing and educating the community to enroll school age children and help in controlling drop-outs.**

In case school construction is undertaken by government budget, the Woreda education authorities have the responsibility to work out criteria to identify the kebeles where the construction or the opening up of a new school must be operationalized. Kebele Education and Training Boards (KETBs) decide the specific site within the kebele where a school should be constructed once the particular kebeles have been identified by the Woreda education officials. There were comments that communities could have better benefited, if kebeles and other organized community members were given the chance to participate in the formulation of criteria. Community respondents in Moretena-Girru further claimed that they were not consulted at all concerning sites of school construction. The decision is mostly left to educational officials and the chairman of the Kebele. The fact that primary (1-8) and first cycle high school (9-10) establishment is devolved to the Woreda level has made it possible to use the Woreda's potential in the establishment of new schools as a result of which school enrollment has shown improvement.

### **3.2.2. Curriculum and Teacher Training**

Winkler (1989) notes that curriculum standards are usually regulated and teacher education is provided by the central government. Curriculum is typically viewed as being the domain of experts in the Ministry of Education. Teacher education is also, typically viewed as the responsibility of the central government or the regional government in large decentralized system. Service training, however, is usually somewhat more decentralized, with either a regional government or the regional directorate of the central ministry playing an important role in organization and delivery.

A World Bank country study entitled Ethiopia-social sector Report (1998) shows that the Ministry of Education sets curriculum for secondary and higher education; assists in preparation of other school curricula. The same source acknowledges that regional education bureau prepares primary and junior secondary curriculum.

When we focus on the Woredas under study, officials in each of the Woreda confirmed that their responsibility include the implementation of curriculums in schools and that of providing feedback.

The fact that curriculum is the responsibility of the Regional Government Education Bureau or the Ministry of Education is appropriate given the current limitation of capacity in both Woredas. However, it would have been advantageous to give room for Woreda involvement that the education program could be responsive to local conditions by adjusting the content to the practical realities and problems faced in each of the Woredas under study.

The responsibility to train teachers in regular diploma and degree programmes is not within the jurisdiction of either of the Woredas. Both the Amhara and Oromia Regional governments control this authority. Officials in the Amhara Zone Education Office informed that through the Zone Education Office quotas are assigned for Woredas in Amhara Region and candidates are accepted on the basis of their results for training programs above a certificate level.

Although Education Sector Development Programme (1999) action plan claims teacher training will be updated, and existing primary school teachers will be upgraded, the chance in both of the Woredas are reported to be insignificant. The above mentioned source claims that teacher training through distance education would be introduced as a cost-effective strategy to give opportunities for professional growth for teachers in remote schools, especially women who have difficulty leaving their families. Teachers in Moretenna-Girru informed that distance education used to be practiced for some time, but at one stage the programme is being discontinued. It is meaningless to give responsibilities in a situation where the needed resource does not exist.

However, officials in both Bereh Aleltu and Moretena-Girru notified that they have the authority and responsibility to design and conduct on the job training by grouping schools in clusters and ensuring pedagogical training sessions to take place in schools. In addition, organizing management capacity building training for school directors and kebele Education Board members and other education committee members are also within their responsibility.

Though the provision of quality in-service training on a low budget can be challenging, it is necessary to invest in professional development of teachers. One way to involve teachers in their own professional development is to ask them to design and run in-service course. The benefits of such courses may be comparable to those of formally designed programs because teachers have as much to learn from one another as they do from outside sources. In actual fact currently teachers in both Woredas admitted the minimal effect of clustering

of schools and doubted about the sustainability of the program which they commented to be poorly organized in a top down manner

### **3.2.3. Teacher Recruitment and Compensation**

In both Bereh Aleltu and Moretena-Girru Woredas teacher recruitment is carried out at the Woreda level. Initially a survey is made to determine the manpower requirement at all levels and this is consolidated in the Woreda manpower plan, which is finally submitted to the Woreda Council which decides on major budget issues. The Woreda Education Office and the administrator have an advantage of influencing the decision of the Woreda council. The decision in most cases depends on their proposal.

Recruitment of Woreda staff and teachers used to be the authority of Zone administration. When faced with staff shortages, the Woreda Education Office had to formally request the Zone to either increase the number of posts or fill vacancies. Similarly schools sought the permission of the education office to fill vacancies within schools, or expand the number of teaching posts within the establishment. In the present arrangement the Woreda Education Office is the one which ensures that unqualified personnel is not hired and staff size does not increase beyond affordable levels.

The new arrangement has the advantage of avoiding delays in teacher hiring. Schools can evaluate their needs and reflect them in the type of teachers that need to be hired in filling staff vacancies and in establishing new teaching posts in schools. Although delay is avoided the problem of staff recruitment however, is not totally solved because of budget shortage and availability of candidates for administrative and teaching posts especially for professionals whose qualification is diploma and above. It was possible to understand from respondents that the Woreda Education Offices and schools require additional personnel. The number of teachers fell short of the increasing enrollment rates. Respondents also acknowledge that low wages and unattractive working environment made it difficult to attract qualified candidates.

It is the Ministry of Education that sets accreditation standards for teachers. Teacher education is the authority of regional governments in both of the Woredas. Although literatures show that in decentralized recruitment teachers are paid in accordance with local labor markets pay scales, respondents in both Woredas indicate that this is nationally set and administrative matters are carried out according to the regulations and procedures provided by the federal government but carried out by locally elected committees. The rationale for central government involvement to set pay rates has to do with affordability and equality. It is not strange to find national pay scales and local recruitment of teachers exist side by side as evidenced in some Latin American countries. In a decentralized country like Brazil, the community may itself recruit teachers, and employment and promotion may be in part politically determined (Winkler 1989). As a matter of fact setting salaries can be advantageous if used to create incentives for teachers performance and can heighten community's awareness of teachers' needs.

### **3.2.4. Leadership and Supervision**

Winkler (1989) in his work entitled *Decentralization in Education: An economic perspective* states that the most crucial question regarding educational supervision is who selects the chief administrative officer of a school or group of schools and what power that individual has over the various educational functions. The chief administrator is typically appointed by the ministry (or the regional education secretariat) in a highly centralized system and may have relatively few powers other than sending personnel evaluations to the

ministry and monitoring the education and examination system to assure compliance with ministry guidelines. On the other hand in a decentralized system, the chief administrator may be directly elected by the local community or may be appointed by an elected mayor council. Between these two extremes the administrator is appointed by the ministry and given considerable decision-making authority over resource allocation within the schools.

In Bereh Aleltu Woreda where the Woreda Capacity Building and Education are integrated and named as Education and Capacity Building, the head is appointed by the Woreda Administrative Council. On the other hand in Moretena-Girru Woreda where the education unit has its own head, though the position used to be open for competition for some time it finally shifted to political appointment. This situation appears to be in opposition to the spirit of decentralization. Down the line appointment of experts for WEO, supervisors and school directors in both of the Woredas is within the jurisdiction of the respective Woreda administration. In both Woredas, officials at Woreda level and others at school level are reinforced by committees that are elected from the local population.

Supervisors in each respective Woreda are assigned and controlled by the Woreda Education officials. Leaders at different levels have the duty to ensure the implementation of national education policies and regional plans.

The establishment of performance standards, school inspection, and periodic evaluation of staff performance are used to promote discipline and performance. Almost all (above 90%) of the respondents at Woreda and sub Woreda level are aware of performance standards for educational service. These included standards set by national and regional authorities as well as those set by school authorities. Woreda education officials in both Moretena-Girru and Bereh Aleltuu indicated that they were aware of codes of conduct and understood them. Inspection by Woreda education officers constituted the mechanism for monitoring kebele and school level performance. Woreda officials reported that schools are inspected on a quarterly basis. Coverage and frequency of schools visits is hindered by lack of funding required for per diem allowances to education officers in both Moretena-Girru and Bereh Aleltuu.

### **3.2.5. Community Participation**

Based on the idea that the community is the direct beneficiary of the educational service, one can observe a general trend of involving the community in different activities. In both Woredas overall school management and administration is in large undertaken by those who are imposed and to a limited extent by elected members from the community. This is materialized in a way that Woreda education officials are supposed to organize Woreda Education and Training Board, Kebele Education and Training Board and Parent Teacher Associations. With regards to the organization of the above mentioned school committees, one can note that KETBs are in large part composed of members who are appointed than being elected by the community. For instance the chair person of KETB is the chairman of the Kebele and the secretary of the board is the director of the school which is located in the respective Kebele. Other members from sector offices and youth and women representatives too are not the elect of the community. Those that are elected by the community are the ones who represent the PTAs in KETB sessions and these are smaller in number as compared to the rest of the members. PTAs on the other hand are composed of members who are elected by parents or the community. PTAs are more representative of the community than KETBs. In general one observes that there exists a voluntary way of involving the community in matters like making financial, material and labour contributions. Kebele Education and training Board mobilizes the community to make

financial, material and labor contributions in school construction, expansion and maintenance (This would be dealt in detail in subsequent section).

### **3.2.6. Private School Expansion**

Officials from both Woredas confirmed that the Woreda is entitled to authorize private investors to go into the business of primary education and kindergartens. Authorities are equally expected to monitor if standards are met and take measures in time of violations.

The above advantage is not created particularly in Moretenna-Girru. The officials do not seem to be aware of the possibility of trying it even at lower level like the kindergarten. In Bereh Aleltuu it appears the movement has begun at kindergarten level. But in general one can say the initiative to encourage private investment for school expansion in both Woredas is poor. The situation shows the potential of the private sector is not recognized. Having the authority and responsibility on paper is not enough unless it is translated in to action.

On the over all it appears that in both Moretena-Girru and Bereh Aleltuu Woredas primary education management is being devolved to the Woreda level administration since major functions like teacher recruitment and appointment, school establishment and construction, upgrading of schools and budget allocation are carried out at Woreda level.

In the case of Moretenna-Girru, the authority covers first cycle secondary school too though significant limitations inhibit the practicalities. In Bereh Aleltuu where currently there are only primary schools, the authority is limited to primary level. Areas like curriculum, national examinations, publication of books which are complex and beyond the capacity of the Woredas of the study are performed at regional or national level and this seems appropriate given the level of development one may have at local level.

As we focus on the relationship existing between the Woreda Education Office of both Woredas and schools, the relationships is characterized by a top-down or hierarchical relationship in decision making process in activities like recruitment, deployment of personnel, procurement of in puts, budget execution, auditing and performance evaluation. In activities like planning and prioritization, though schools engage in preparing plans, it is subject to modification if it is below the expected standard as viewed by education officials at the Woreda Level.

## **3.3. Current Education Status of the Woredas**

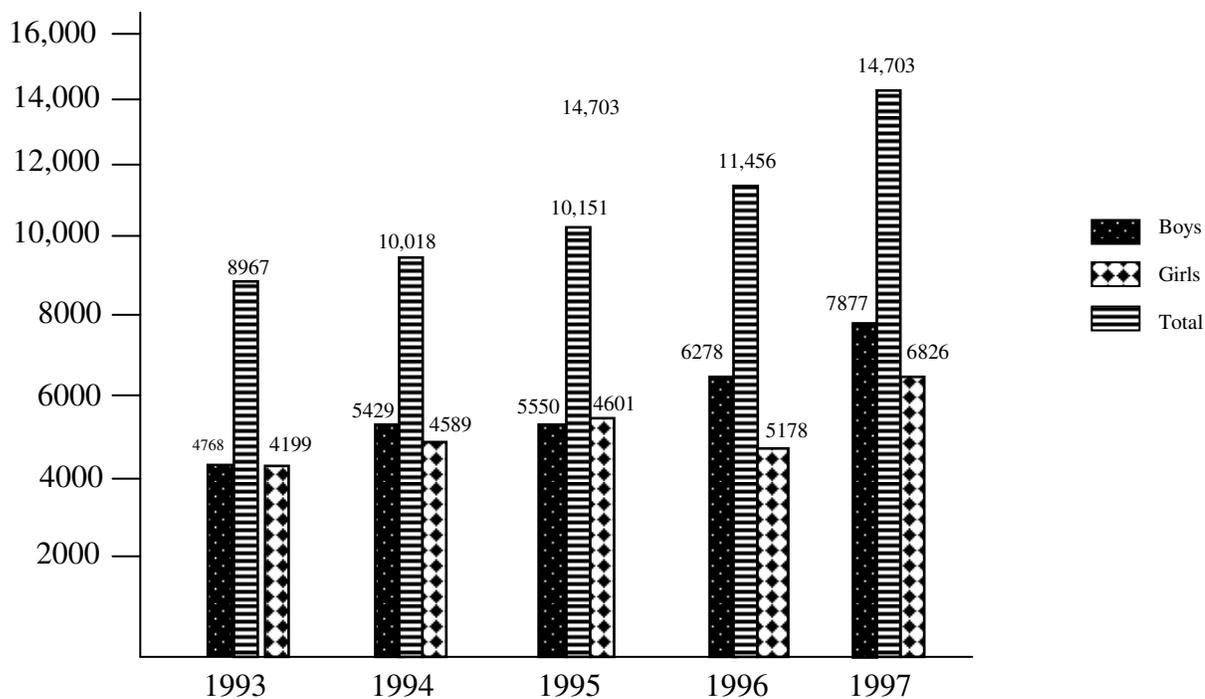
### **Moretenna- Girru**

#### **3.3.1. Formal Education**

The formal education of the Woreda is currently constituted of two kindergartens, 24 primary level schools (Grades 1-8) and one first cycle high school (Grades 9-10).

Among the two kindergartens, one is in Enewari, the principal town of the Woreda and the other in the second town, namely Gihur. The kindergarten in Enewari has a total of 50 children out of which 22 and 33 are boys and girls respectively. The kindergarten in Gihur in turn has 68 children, out of which 30 and 28 are boys and girls respectively. Both kindergartens are run by unqualified personnel. Based on the remarks of the teacher and confirmed by personal visits of the writer, the kindergartens do not fulfill basic requirements.

**Figure -1 Primary (1-8) Enrollment Trend in Moretnna-Girru**



Source: Woreda Education Office

As can be seen from the graph in the year 1997 (Eth.), both in primary first and second cycle (1-8) the total number of students is 14,703. Out of the indicated amount 7877 are

boys and 6826 are girls. The share of girls is 47%. The Woreda Education Office reported that the gross primary enrollment of the Woreda is 74%. The target of the Woreda for the current year (1997 Eth.) is reported to be 80%. The gross enrollment ratio in primary in Amahara Region is 64.2 as apposed to 68.5 percent at national level (Development Indicators of Amahara region 2004). Compared both to the Amahara region and that of the nation, the gross primary enrollment of Moretenna-Girru shows it is in a better standing. However, the remaining 24% in enrollment shows the number of school age children who are denied education access for several reasons. If decentralization should succeed, this gap should be covered. But given the current severe budget constraint and over reliance on community contribution, the issue of having additional schools and other infrastructure appears very difficult.

Concerning high school, there is only one first cycle (9-10) high school for the whole of the Woreda. Students who registered in the year 1997 (Eth.) was 1114. Out of this 742 are boys and 372 are girls. Woreda Education Office reported that the gross enrollment for high school is 24%. Girl's proportion is 33%. This indicated that as we go up from primary to secondary school the gender gap is increasing. Thus appropriate measures need to be taken so as to encourage female enrollment at secondary level too. With regards to Alternative Basic Education in the year 1997 a total of 1454 children, 786 boys and 668 girls are enrolled to attend basic education programs. Compared to the year 1996 (Eth.) the total number of students in primary in 1997 (Eth.) has increased by 3550. This is a 29% increase. In the year 1996 (Eth.) the gross enrollment for primary was 54% and for the alternative basic education was 13.4%. In 1997 the gross enrollment both for primary and alternative basic education has increased by 14.3%. In the year 1996 (Eth.) the total number of schools

in the Woreda was 16. This number has increased to 25 in the year 1997 (Eth.). In the same manner primary first and second cycle teachers' number increased from 192 to 247.

**Table 1 Primary and Secondary School Distribution of the Woreda**

No	Name of the Keble	Number of schools	Grades							Number of students
			Grade 9-10	Grade 1-8	Grade 1-7	Grade 1-6	Grade 1-4	Grades 1-2	Grade 1	
1	Enewari	2	X	X						4039
2	Gihur	1		X						1946
3	Weira Amba	1		X						1864
4	Wabi	1			X					939
5	Kussaie	1			X					1335
6	Mangudo	1			X					1128
7	Ars	1				X				518
8	Buahita	1				X				496
9	Jatte Yekorro	1				X				223
10	Yewello	1				X				626
11	Keteb	1					X			237
12	Tsertse Kirstos	1					X			539
13	Rembek	1				X				408
14	Segenet	1					X			296
15	Enterra	1						X		275
16	Somssa	1							X	63
17	Yezegne	1							X	137
18	Shima	1							X	61
19	Betasso	1							X	171
20	Assebat	1							X	65
21	Gorade	1							X	127
22	Megnet	1							X	68
23	Gussal	1							X	194
24	Lay Lawmasha	1							X	62
	<b>Total</b>	<b>25</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>6</b>	<b>1</b>	<b>9</b>	<b>15817</b>

Source:- Woreda Education Office (1997 Eth. )

To make some remarks regarding the above table, students who finish their primary level education if they decide to continue their secondary education, are forced to come to the Woreda town. Access to education is very much affected by family income status. Children attending high school in this case are forced to lodge outside their Kebele which requires financial resources which is beyond most household's capacity. Currently the schools which are organized to conduct primary education in full cycle are only three in number and are located in the highland part of the Woreda relatively closer to the Woreda town, in

a range of five to ten kilometers. The rest of the schools which are recent in establishment are located in the lowland ("Kolla"). The majority of these schools have only grade one and the others are organized to conduct classes going up to grade four. The situation shows that schools in the lowland should open the next senior grade in order to retain their students. For this to materialize there is financial constraint. Unless this situation is resolved, it will be difficult to sustain the already accomplished work let alone to go in to new projects. On the over all the effort made to increase number of schools and enrollment rate is encouraging. However since education is a means to sustain and accelerate over all development, it is indispensable that quality education is provided. The situation as currently stands does not appear to be the case. This is mainly ascribed to financial and capacity constraints.

### **3.3.2. Non-Formal Education**

The Non-Formal education is conducted in 10 adult literacy centers. According to the information from the Woreda Education Office, it was planned to give the literacy program to 1300 adults and finally 999 adults have completed the course.

With regards to adult basic technical vocational training, there is only one center in the principal town, Enewari. Initially the center had the plan to give training in different skills like metal, brick craft, weaving but the training now is limited to sewing and embroidery. The program is run for four months. In 1996 (E.C.) a total of forty six trainees (male 27, Female 19) registered for the program out of which only 18 graduated. In the last five years a total of 322 adults are reported to have benefited from the program.

The unique skill development vocational center is a target of criticism by members of the community who are inhabitants of places far away from the Woreda town. This is because those who benefit from the training are only those who are residents of the town. There is no intention of

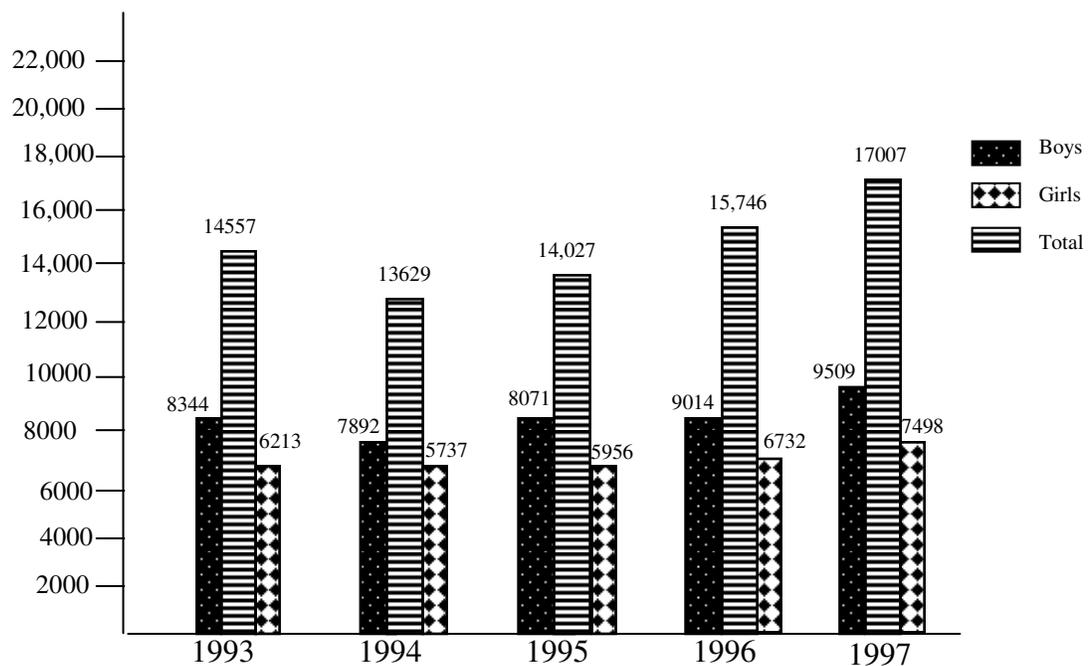
replicating the center in other parts of the Woreda. This is among the multiple challenges decentralization in education has to face.

## Berreh Aleltuu

### 3.3.3. Formal Education

Berreh Aleltuu currently has seven kindergartens, (two public, five private) 32 primary level schools (grade 1-8) and 17 access schools run by NGOs. The Woreda currently does not have a high school of its own. This is due to the reason that, Sandaffa, the principal town of the Woreda has its own urban autonomous administration and the high school is under the jurisdiction of the latter one.

**Figure 2: Primary Education Enrollments (1-8) Trend in Berreh Aleltuu (1997 Eth.)**



Source: (BerrehAleltuu woreda Education and Capacity Building

Except for the years 1993 (Eth.) and 1994 (Eth.), in the last three years (1995, 1996 and 1997), the total student enrollment continues to increase moderately. Although there still continues to be a gap in favor of boys, girl's enrollment too shows an increasing trend.

**Number of Students in Different Primary Grade Levels in Table 2 Bereh Aleltuu**

**(1997 Eth.)**

<b><u>Grade level</u></b>	<b><u>Number of students in the year 1995 (Eth.)</u></b>			<b><u>Number of students in the year 1996(Eth.)</u></b>			<b><u>Number of students in the year 1997 (Eth.)</u></b>		
	<b><u>Boys</u></b>	<b><u>Girls</u></b>	<b><u>Total</u></b>	<b><u>Boys</u></b>	<b><u>Girls</u></b>	<b><u>Total</u></b>	<b><u>Boys</u></b>	<b><u>Girls</u></b>	<b><u>Total</u></b>
<b><u>1</u></b>	<b><u>1472</u></b>	<b><u>1219</u></b>	<b><u>2691</u></b>	<b><u>1903</u></b>	<b><u>1673</u></b>	<b><u>3576</u></b>	<b><u>2598</u></b>	<b><u>2483</u></b>	<b><u>5081</u></b>
<b><u>2</u></b>	<b><u>1378</u></b>	<b><u>1023</u></b>	<b><u>2401</u></b>	<b><u>1352</u></b>	<b><u>1043</u></b>	<b><u>2395</u></b>	<b><u>1606</u></b>	<b><u>1373</u></b>	<b><u>2979</u></b>
<b><u>3</u></b>	<b><u>1356</u></b>	<b><u>979</u></b>	<b><u>2335</u></b>	<b><u>1324</u></b>	<b><u>948</u></b>	<b><u>2272</u></b>	<b><u>1218</u></b>	<b><u>844</u></b>	<b><u>2062</u></b>
<b><u>4</u></b>	<b><u>1350</u></b>	<b><u>1015</u></b>	<b><u>2365</u></b>	<b><u>1422</u></b>	<b><u>1089</u></b>	<b><u>2511</u></b>	<b><u>1127</u></b>	<b><u>794</u></b>	<b><u>1921</u></b>
<b><u>5</u></b>	<b><u>945</u></b>	<b><u>740</u></b>	<b><u>1685</u></b>	<b><u>1136</u></b>	<b><u>802</u></b>	<b><u>1938</u></b>	<b><u>1110</u></b>	<b><u>751</u></b>	<b><u>1861</u></b>
<b><u>6</u></b>	<b><u>715</u></b>	<b><u>404</u></b>	<b><u>1119</u></b>	<b><u>859</u></b>	<b><u>596</u></b>	<b><u>1455</u></b>	<b><u>827</u></b>	<b><u>538</u></b>	<b><u>1365</u></b>
<b><u>7</u></b>	<b><u>498</u></b>	<b><u>224</u></b>	<b><u>722</u></b>	<b><u>703</u></b>	<b><u>409</u></b>	<b><u>1112</u></b>	<b><u>535</u></b>	<b><u>399</u></b>	<b><u>934</u></b>
<b><u>8</u></b>	<b><u>308</u></b>	<b><u>219</u></b>	<b><u>527</u></b>	<b><u>416</u></b>	<b><u>247</u></b>	<b><u>663</u></b>	<b><u>398</u></b>	<b><u>216</u></b>	<b><u>614</u></b>
<b><u>Total</u></b>	<b><u>8,022</u></b>	<b><u>5,823</u></b>	<b><u>13,845</u></b>	<b><u>9,115</u></b>	<b><u>6,807</u></b>	<b><u>15,922</u></b>	<b><u>9,419</u></b>	<b><u>7,398</u></b>	<b><u>16,817</u></b>

**Source: Bereh Aleltu Woreda Education and Capacity Building**

From the above table one can understand in each of the indicated years, the number of student's declines as one goes from lower grades to higher ones. The decline is more significant in upper grades like grade six, seven and eight. On average it is one fifth of the total students enrolled in grade one who finish grade eight. On the overall the total number of students enrolled in all grades in each of the consecutive indicated years shows generally an increasing trend.

The fact that number of students declines as the grade level increases shows the inefficiency of the education system. Effort geared to wards solving this problem does not appear in the strategic plan of the Woreda Education Office and in the annual plans of schools. This situation offsets the effort made to increase number of schools and enrollment. Therefore if decentralized education system must give fruit, the above problem needs to be tackled.

**Number of Schools in Bereh Aleltuu and their grade Levels Table 3 (1997Eth.)**

<u>Grade level</u>	<u>Number of schools</u>
<u>1-4</u>	<u>14</u>
<u>1-5</u>	<u>4</u>
<u>1-6</u>	<u>5</u>
<u>1-7</u>	<u>3</u>
<u>1-8</u>	<u>6</u>
<b><u>Total number of schools</u></b>	<b><u>32</u></b>

**Source: Bereh Aleltuu Woreda Education and Capacity Building**

**Out of the existing schools, most will need to be upgraded if they have to ensure full-scale primary education which forces us to raise once again deficiency in financial constraint.**

#### 3.3.4. Non-Formal Education

In Bereh Aleltuu, the Non-Formal Education is carried out by NGOs. One is Adult and Non-formal Education Association in Ethiopia (ANFEAE) which runs education centers in different parts of the Woreda. The centers are: Chai, Kura Jida, Mugeru, Habro, Abu, Kontoba and Wodecha. The other NGO involved in Non-Formal Education is Agri Service in Ethiopia which is running six schools. In general Non-Formal Education is given better

attention than in Moretenna-Girru. One of the reasons is the absence of NGOs which are active both in Formal and Non-Formal Education in the latter one

## **Chapter IV**

### **Local Institutions and the Education Service**

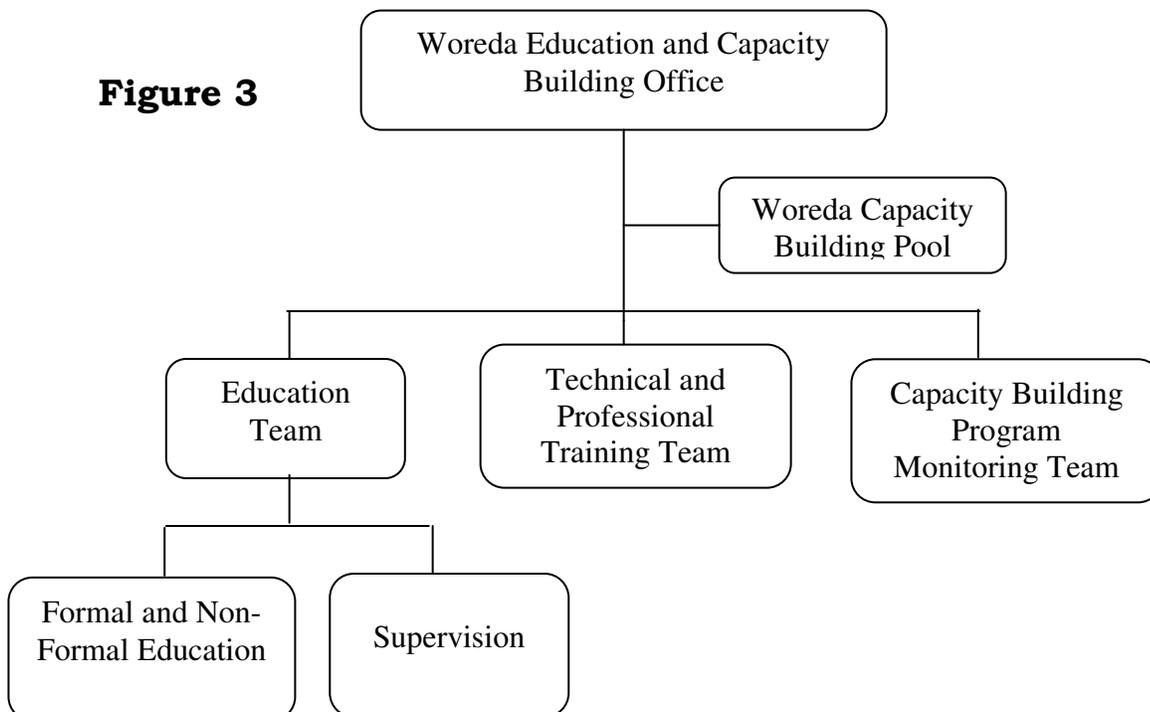
#### **4.1. Woreda Education Office**

##### **Bereh Aleltuu**

##### **Findings**

The figure represents Organizational Structure of the Bereh Aleltuu Woreda Education and Capacity Building Office

**Figure 3**



**As can be seen from the structure, the Education Office consists of two departments which are Formal Education and Non-Formal Education Coordination Units. The structure requires the presence of the following professionals**

Table 4 Woreda Education professionals of Bereh Aleltuu

(1997 Eth.)

<b>No.</b>	<b>Post</b>	<b>Number</b>
<b>1</b>	<b>Head of the Education Office</b>	<b>1</b>
<b>2</b>	<b>Programs Coordination Head</b>	<b>1</b>
<b>3</b>	<b>Primary Education and Special Education Expert</b>	<b>1</b>
<b>4</b>	<b>Pedagogical Materials Research Expert</b>	<b>1</b>
<b>5</b>	<b>Educational Professional Training Expert</b>	<b>1</b>
<b>6</b>	<b>Non Formal Education Program Expert</b>	<b>2</b>
<b>7</b>	<b>Distance Education Expert</b>	<b>1</b>
<b>8</b>	<b>Physical Education and Health Expert</b>	<b>1</b>
<b>9</b>	<b>Teaching Aid and Record Professional</b>	<b>2</b>
<b>10</b>	<b>Extra Curricular Educational Activity Expert</b>	<b>1</b>
<b>11</b>	<b>Women Education Affairs Expert</b>	<b>1</b>
<b>12</b>	<b>Educational Materials Center Expert</b>	<b>1</b>
<b>13</b>	<b>Plan and Statistics Expert</b>	<b>1</b>
<b>14</b>	<b>Supervisors</b>	<b>4</b>

Source: Education Office in Bereh Aleltuu

**Currently Education Officials in the Woreda reported that the structure is filled by professionals except for the following positions**

- **Distance Education Expert**
- **Physical Education and Health Expert**

- **Educational Materials Center Expert**
- **Women Education Affairs Expert**

**In addition though the structure requires four supervisors, actually there are only two of them.**

**According to a statement made by the head of the Education Office, the Woreda Education Office does not have any significant manpower problem and the qualification status of the manpower is as per or closer to the requirement of the structure. The sources informed that currently four professionals are BA degree graduates and ten of them diploma graduates. The same official admitted that there is no shortage in manpower that can inhibit the performance of the office. It was even commented that from manpower point of view Bereh Aleltuu is comparable to Adama. This is to show that it is among the best in Oromia according the above sources. Regarding office facilities, the writer could personally observe that the professionals have relatively convenient offices supported by computerized secretarial service.**

#### 4.1.2. Moretenna-Girru

**Like that of Bereh Aleltuu, the organizational structure in Moretenna-Girru too is divided between Formal Education, Non-Formal and Inspection, (To avoid redundancy the drawing is not presented.) The structure requires professionals like**

Table 5 Woreda Education Professionals in Moretenna-Girru

No.	Post	Number
1	Head of the Education Office	1
2	Formal Education Program Desk Chief	1
3	Primary Education Expert	1
4	Student Educational Performance Assessment Expert	1

5	In-service and pre-service Training Expert	1
6	Kindergarten special Education Expert	1
7	Supervision and Inspection Desk Chief	1
8	Inspector	2
9	Educational Materials Distribution and Dispatch Assistant Expert	1
10	Non Formal Education Desk Chief	1
11	Non Formal Education Experts	2

Source: Education Office in Moretenna -Girru

**Though the head of the education office post was claimed to be open for competition, until very recent time the post has been given on the basis of political appointment.**

**The office is reported to have had the problem of having a permanent leadership since those who were posted were continually resigning. According to most informants, the situation has to a certain extent hampered the service the Office could have provided.**

**The sources admitted that this is mainly due to the difficult life situation in the Woreda and the circumstances that make the working condition challenging.**

**Although the structure requires the presence of twelve professionals, currently the workload is covered only by four professionals.**

**Currently the professionals working in the office are:**

- **The Education Office Head (not permanently represented)**
- **Formal Education Program Desk Officer**
- **Inspector**
- **Non-Formal Education Expert**

**The head of the Education Office and that of Formal Education Program are diploma graduates with an average of twenty five years of experience in teaching. The others are gradates from a teacher training institute and a high school. These too have long years of experience comparable to the former ones.**

**In general, according to responses obtained from the office and other related sources it was possible to understand that it is practically impossible to find professionals as per the announcements made by the Education Office. This problem is not unique to this office alone. Other offices in the Woreda too face the same problem. The solution is only to give responsibility to those who appear relatively better off. The worst part of it is that, even though the manpower situation has been repeatedly reported to different concerned bodies, there was no significant attempt to ameliorate the situation even by making them involve in training programs. The working environment, at least with regards to provision of adequate office facilities is very displeasing. No adequate office space to all of the professionals is available and provisions like tables, chairs and cabinets are either poor or missing. All of the factors including qualification and facilities seem to badly impact the service of the Office. The following complaints can be cited as a proof.**

- **“The Woreda Education Office does not have adequate manpower to discharge its duties and responsibilities” (Director in Gihur Primary school)**
- **“The service at the Woreda Education Office is not efficient. Responses for our requests are very much delayed.” (Mangudo school director).**
- **“The Woreda is responsible to purchase and dispatch materials for schools. But the dispatch is very much delayed. One may ask for a radio and batteries it may be sent after six months.” (Serthe Kirstos school).**
- **“We ordered a typewriter and chairs at the beginning of the year. It is now the middle of the year and the materials have not been purchased.” (Weira Amba School)**

**These are cited to give examples concerning the complaints made. The professionals in the Education Office do not deny them. They claim this happens because of manpower shortage and at the same time as a result of “Pool” system which is operational in the whole of the Woreda. It is claimed that the “Pool” system is highly bureaucratic and as a result purchase is very much delayed. This has direct impact on education service. It seems important to bring to the attention of the reader that similar complaints have been expressed by school professionals in Bereh Aleltuu too but they don’t appear to be as serious as that of Moretenna - Girru.**

#### **4.2. Duties and Responsibilities of the Woreda Education Office**

**According to the book entitled ‘Educational Management/ Organization, Community Participation and Finance Guideline produced by the Ministry of education, the Education office of Bereh Aleltuu and Moretena - Girru have the following duties and responsibilities. For the sake of convenience the duties and responsibilities are categorized into management and pedagogical functions.**

##### **4.2.1. Management Functions**

###### **Planning**

###### **Woreda Education Office (WEO):**

- Plan the implementation of universal basic education programs in the Woredas,**
- Make projections on enrollment and resources (financial, material and Human),**
- Identify, select and propose sites where schools and training centers can be constructed,**

- Prepare maintenance and rehabilitation schedules,
- Prioritize the implementation of all educational activities in terms of time and space,
- Organize the annual plan of schools and participate in the preparation of the five-year education sector development plan (ESDP).

#### **Human Resource Management**

- Recruit, assign and transfer 1<sup>st</sup> cycle primary school teachers from school to school within the Woreda,
- Facilitate teachers promotion as per teachers' career structure (TCS),
- Check teachers' performance evaluation (TPE)
- Screen those employees who can get salary increment which is to be based on individual employee's performances of two years time,
- Handle disciplinary cases,
- Facilitate retirement process.

#### **Project Management**

- Organize the annual plan of schools and participate in the preparation of the five year Education Sector Development Plan (ESDP),
- Pilot new programs and projects,
- Create inter-relationships with other sectors, institutions, associations and communities and devise strategies to obtain support for the education sector,
- Coordinate NGOs who are involved in education sector within the Woreda.

#### **Information Management**

- Collect and transmit data.
- Monitor and evaluate the implementation of different programs, and prepare progressive (timely) report.

#### **Financial Management**

- Prepare annual budget request documents,
- Allocate budget to schools and community skill training centers,
- Audit school accounts.

#### **Civil Works Management**

- **Involve in supervision and administration of primary school construction,**
- **Maintain and rehabilitate school buildings, furniture and equipment.**

### **Procurement Management**

**For small scale maintenance and rehabilitation works and for the supply of stationeries and services,**

- **Prepare specification and bid documents,**
- **Tender,**
- **Select bidders,**
- **Make contract agreement with the winner bidder,**
- **Procure and distribute stationeries and other materials.**

### **Pedagogical Functions**

- **Check the proper implementation of both primary and secondary school curricula and co-curriculum activities.**
- **Coordinate pilot schools to try out new curriculum materials,**
- **Distribute the curriculum materials to schools, and check whether instructional materials are properly utilized or not,**
- **Coordinate schools to evaluate the curriculum materials, organize evaluation report**
- **Encourage research work and select the best research works of the year,**
- **Organize yearly symposium to popularize research works.**
- **Establish school clusters and strengthen the Cluster Resource Centers (CRCs),**
- **Organize school based training for both instructional and administrative personnel at the CRCs,**
- **Select centers for the national examinations,**
- **Carry out basic adult education and community skills training programs,**
- **Work towards ensuring that the quality of education provided complies with the approved standard,**

- **Strengthen school based supervision and services to areas that need special support and to increase girl's participation in education,**
- **Make the necessary effort to integrate education with development.**

#### 4.3. Planning and Prioritization

**To implement the above stated duties and responsibilities, the Education Offices of both Woredas reported to have designed a strategic plan which covers three years. The strategic plan in both cases is prepared by educational officials at Woreda Education level but it was reported that school directors were involved. The strategic plan mainly concentrates on community participation as a strategy to implement the major components of the plan. The strategic plan in both cases concentrates on promoting school coverage or access. The focus on provision of quality education appears minimal, since the plan does not concentrate on inputs like books and other classroom requirements. Schools in turn, based on the general direction of the strategic plan, prepare their own plans. No significant distinction is observed regarding the content of strategic plans at Woreda Education office level and those made at school level. All concentrate around increasing enrollment and as a result activities like additional classroom constructions are taken as priorities.**

**In the attempt to discover the level of involvement of the larger community in identifying problems and finally setting priorities, respondents in both Woredas admitted that it is hard to acknowledge a similar practice does exist. Of course discussants admitted that there is nowadays a trend of involving the community to participate in a dialogue which concerns school problems. But this practice is not carried out at the level of involving the community in planning and prioritization. Predominately annual plans at school level are prepared by school directors (These**

have already participated in the strategic plan and are therefore aware of what should be the scope and content of the plan) and PTAs which are finally advanced to KETBs for approval.

In the planning process there is a two-way interaction between Woreda Education Office and schools. The process begins at school level and in case modifications have to be made Woreda office intervenes. The intervention usually is on number of students to enroll. In general the plan prepared at school level is observed consist elements like:

- School construction
- Classroom expansion
- Upgrading school coverage
- Additional teacher recruitment
- Upgrading schools internal revenue and others

The plans are then submitted to the Woreda Education Office. In case there are missing elements or there are underestimated activities, plans are sent back for modifications and adjustments.

The annual plans are in general similar in content in the last three years.

#### 4.4. Financial Accountability

With regards to accounting related activities, The Woreda Education Office and schools undertake some from of accounting or book keeping tracking financial transactions with the objective of financial accountability. Schools utilize different financial formats. Annual reports on financial performance are prepared and reported to supervisory bodies within the Woredas. For example, financial reports from the Woreda Education Office are submitted to the Finance Office of the Woreda and the executives of schools report to school management committees on internally

**generated income. Kebeles in turn report to Woredas on community contributions.**

**The financial reporting follows a vertical trend. From financial accountability point of view, the writer has not come across any reports on financial abuse in both Woredas.**

**The system is reported to be transparent . Financial audits are taken to ensure correct financial management. Woreda officials interviewed Confirmed that the Woreda Education Office has been audited in the last three years. Similarly, school officials and KETB members reported that auditing had been undertaken by Woreda officials in the last three years.**

#### **4.5. School Level Manpower Situation**

**It seems important now to look at the current manpower situation at school level since the plans discussed in the preceding pages are put into practice by these forces. In the case of Bereh Aleltuu the number of teachers supposed to have diploma level education but have lesser qualification, they are estimated to constitute 40% of the teachers. In addition 80% the directors in schools have qualification that does not comply with the standard. Education Officials admit that this has impacted the service but it is beyond the capacity of the Woreda, and the situation will continue for the next few years. In the case of Moretenna - Girru twenty seven teachers supposed to be diploma graduates have certificates and in the only high school of the Woreda twenty two teachers are diploma holders when they were supposed to be BA graduates. In fifteen schools of the Woreda, the directors do not have the required qualification. According to comments made by concerned personalities, service users and observation of the writer, this situation has to a certain level inhibited the education service delivery. This problem is compounded by shortage of teachers. The shortage is due to inadequate budget.**

**The number of supervisors in both Woredas is not adequate. They are forced to cover long distances on foot. Especially in Moretenna-Girru the situation is much more difficult because of the nature of the landscape.**

**The large number of teachers and schools compared with the small number of supervisory personnel means that great demand is placed on those responsible for assessing teachers. Supervisors complain about the lack of financial assistance for travel and subsistence expenses.**

**Teachers being the backbone of the education service delivery it seems appropriate to improve their work and life situation. In both Woredas it was possible to understand the following.**

- The existing number of teachers is not adequate, therefore this has created extra burden on them. Some claim they should cover non formal program in addition to their regular duty.**
- Their school environment which is characterized by shortage of relevant educational requirements like books, chairs, tables, desks, inconvenient and unhealthy classrooms, and others is not pleasing to say the least.**
- There are some teachers who face housing problem (some teachers in Bereh Aleltuu are forced to travel to Addis because of housing problem).**
- The teachers complain that their annual increment and career structure has been frozen for the last three to four years. (There are claims that annual increments would be accorded to the Civil Service)**
- More than anything else, teachers complain about their performance evaluation. They claim that performance evaluation is carried out in a situation where teachers lack the basic necessities for the profession. The**

recording system is poor, and the formats are constantly changing, and some even say that it has the effect of discouraging them. There are comments that evaluations are more politically motivated than done on professional ground.

- In addition teachers express that there is minimal attention given to their professional development in regular training programs.

Directly or indirectly teachers express that the above situation has inhibited them from undertaking their teaching profession with full energy and enthusiasm, which for sure would have effect on the service delivery.

## Analysis

The situation of teachers in particular and those involved in school management deserves closer attention. This is attested by Fiske (1996) who argues that the decentralization effort in Colombia was successful in providing legitimacy to the government and improving education, but its impact was severely limited by the failure to obtain consensus and the support of important players including the teachers who deliver education in the classroom.

In line with the above Gaynor (1998) notes the following. Regarding the cooperation of teachers, Gaynor argues that the success of any decentralization of teacher management depends crucially on the cooperation of the teachers themselves. How receptive teachers are to changes in the way they are managed depends on their pay. If salaries are low or at least regarded by teachers as low, teachers are not likely to be enthusiastic about being managed locally. At a minimum, continues Gaynor,

**decentralization should not threaten teachers' jobs, promotion prospects, workload, or conditions of service.**

**Furthermore an effective teacher management system, according to Gaynor (1998) must assure teachers that they will be:**

- Adequately and regularly paid**
- That they will enjoy conditions of service appropriate to their profession.**
- That they will have access to continuing professional development.**
- That they will be able to progress along a clear and objective career path.**
- That they will be governed by a set of regulations and procedures that are reasonable, transparent and fairly implemented.**
- Above all, the system must make adequate provision for training and preparing teachers for the classroom.**
- A good system will also provide teachers with recognition and feed-back on their contribution, including appropriate performance incentives to foster and reward good teaching, take into account teachers' rights to contribute to and influence the decisions that affect them, and promote good relations and communication between teachers and other stakeholders in education such as parents and educational management (Gaynor 1998).**

**The working situation of teachers presented in the preceding pages shows that there is a gap between what the above literature recommends and the situation of teachers in both Woredas. There was no significant sensitization and consensus building effort made to integrate teachers in the process of education decentralization which may have some what assisted teachers to accept their difficult working situation which in**

some cases is a reflection of poverty in the country. The improvement of the life condition of teachers is directly related to that of the rest of the society. The task of mobilizing the community to enroll its school aged children, fund raising and promote girls education appear to be imposed on the teachers as if it makes part of their regular duty. Had there been an effort to build consensus on the fact that extra efforts by teachers are necessary to assist the empowerment and consolidation of education decentralization, their solidarity and contribution could have been maximized and morally sustained.

Having said this on the situation of teachers, it seems important to reflect on the situation of the Woreda Education Office. Rondinelli (1984) argues that genuine decentralization has to be institutionalized. He notes that it must be equipped with trained and skilled personnel capable of coordinating and integrating their own organizations with other organizations to put decentralization policies into practice. Rondinelli extends his observation by claiming that studies on Asian, African and Latin American decentralization policies have revealed lack of institutional capacities of implementing agencies. In rural areas particularly there is a critical shortage of trained personnel and leadership. The situation in Moretenna-Girru Education Office level (more specifically the manpower situation) is a reflection of what Rondinelli has expressed in his above stated remarks. The situation in Bereh Aleltuu as compared to Moretenna -Girru appears to be relatively a better one. The Education Office is composed of relatively better educated professionals; there is a better attraction for professionals than it is the case in Motetenna-Girru. It could have resulted so because of the proximity of the Woreda to the National Capital, and the level of infrastructure development which have made it relatively attractive to professionals. To this one may

**add the work some NGOs have realized. Moretenna-Girra is not privileged to have the above (at least not in the near future).**

#### **4.6. Kebele Education and Training BoardS (KETBs) and Parent Teacher Associations (PTAs)**

**There is a strong link between decentralization in education as policy, and the practice of community participation in education as a manifestation of that policy.**

**This is because decentralization seeks to transfer decision making levels closer to the end-users. Therefore it is relevant to consider the efficacy of both decentralization and community participation with respect to strengthening institutions as a mechanism for addressing development issues.**

**It is evident that institution building should be given attention to hasten the development process. Many capacity building programmes consider institution building as a major component of their activity. For instance in Ethiopia, capacity building is viewed as a systematic combination of human resources, working systems and institution that would enable a country to achieve its development objectives.**

**Under its institutional development component, the Sustainable Development and Poverty Reduction Program (SDPRP) of the Government of Ethiopia emphasizes the need for building the institutional capacity of public, private and civil society organizations so as to enable them play their respective roles effectively.**

**In this regard under the decentralization program initiated in the mid 2002, the government sought to strengthen mechanisms for creating institutions for community support of schools through the creation of Kebele Education and Training Boards (KETBs) and parent teacher associations (PTAs).**

## Findings

**It was possible to know that all the above mentioned structures have been put in place and made operational in both Bereh Aleltuu and Moretena- Girru Woredas. The following section will deal with their responsibilities and duties, weaknesses encountered, achievements made and the coordination and partnership existing between the different bodies.**

**In both Moretena-Girru and Bereh Aleltuu, the Kebele Education and Training Board (KETB) is the next highest level of school administration. This is to show that Woreda Education Office is on the top of the hierarchy in which community members participate. It was reported that the need for organizing KETBs is due to the reasons that especially in the rural part of the country schools are located in distant and inaccessible areas from the Woreda, that decision making and communication is delayed. Therefore organizing KETBs is believed to assist to overcome this handicap.**

**Despite the fact that the study Woredas belong to two different Regions, (Amhara and Oromia) comments and responses made by the respective authorities and professionals in Bereh Aleltuu and Moretena - Girru showed that in both Woredas ,PTAs are making better contributions in the effort to improve educational service as compared to KETBs. The weaknesses of KETBs in both Woredas were found to be more or less similar. The contributions of PTAs in each of them are nearly the same. As a result the writer believes that it would suffice to present the situation regarding KETBs and PTAs in a unified manner.**

4.6.1. Duties and Responsibilities of the Kebele Education and Training Management Board (KETB)

**According to the book entitled Education Management /Organization, Community Participation and Finance Guideline produced by the Ministry of Education, The KETB is accountable to the council of the Kebele where the school is located. The office term of the Board would be the same with that of the Kebele Council.**

**The KETB is the next highest level of school administration in which community members participate. Composed of a minimum of seven members, the KETB includes a representative of the Kebele Administration as chairperson, the school headmaster as member and secretary, three representatives of the PTA, a teacher from the local teacher association, youth association member, with the remainder being members of the community. It is this body that has authority over budgetary matters and school personnel, usually in collaboration with the Woreda Education Office. It would not be hard to observe KETBs are in large part composed of members who are appointed than being elected by the community. The chair person of KETB is chairman of a Kebele who is a political figure to mention an example. If decentralization is about bringing decision making closer to the people, why is there a need to give the leadership responsibility of schools to political nominees when the community can do it on its own? The board shall have the following duties and responsibilities:**

- Approve the annual plan and budget of schools; follow up the implementation,**
- Cooperate with other concerned bodies for the expansion of formal and non-formal education,**
- Devise and effect mechanisms whereby schools could boost their internal incomes.**

- **Conduct awareness raising activities to sensitize the community about the need to send their school age children to schools and not do dropout, strengthen co-curricular activities so that they could complement the teaching-learning process.**
- **Make sure that the property of the school is properly handled and utilized for educational purposes.**
- **Supervise and control that the director, teachers and the support staff of the school work together for the prevalence of a smooth teaching-learning process.**
- **Plan, coordinate and effect mechanisms whereby the local community could extend financial and material contribution for the construction and expansion of schools and other relevant activities.**
- **Coordinate the local community, study ways and strive to address the problems of teachers (such as housing problem) so that they would love their profession and serve in the area for several years.**
- **Give decision of the complaints of a director against those teachers who failed to discharge their duties and responsibilities properly.**
- **When a director, who failed to discharge his/her duty properly, could not be corrected from his/her mistakes, it gives a recommendation for decision to the Woreda Education and Training Management Board. But, if the offences are simple, decisions would be given by the Kebele Education and Training Management Board.**
- **Give decision on teachers' career appraisal when it is presented to it by the school director.**
- **Examine and endorse the schools quarterly performance report,**

- **Recruit teachers and other staff members according to the demand of the school.**
- **Receive schools, which have been built by the initiative of the local people, and make them ready for services,**
- **Mobilize the local community to extend financial, material, labor etc. contribution to build the capacity of the schools and enhance the educational activities in their locality.**
- **Encourage the schools efforts exerted to increase their internal income,**
- **When new schools are decided to be built in the area by the government, draw requirements that make a certain place eligible to host the construction of the schools.**
- **Coordinate the local community and other bodies' efforts in the fight against the HIV/AIDS pandemic.**
- **Carry out other relevant activities beneficial for the consolidation of the educational activities in the area.**

**Even if the above duties and responsibilities of KETBs are expected to cover wide and diversified areas, interviews conducted with Woreda Education Heads, desk officers, school directors, supervisors and others attested that KETB members' performances and efforts as per their duties and responsibilities are not adequate. There were even comments which qualified them to be poor and inefficient. This issue is of prime importance since currently KETBs are expected to play a leadership role in school administration. Among the remarks and observations made it is worth nothing the following.**

- There are KETB members who do not recognize and understand their duties and responsibilities. (KETB members asked by the writer of the study to enumerate their duties and responsibilities concentrated most about mobilizing the community for construction purposes which proved not to be adequate).
- They have capacity problem to tackle the assignments for which they are accountable. Quite significant number of the members of the Board in both Woredas (excluding teacher members) is capable of only reading and writing skills without any kind of background and knowledge in school administration. Some members are illiterate. It is reported that this situation has to some extent limited their contribution in the activities of the Board.

To substantiate the above it would help to add the remark made by a senior education official.

“The education and life experience of KETB members is not commensurate with their assigned duties and responsibilities.” (Head of the Bereh Aleltuu Education Office)

The above named official mentioned as example areas like:

- The lack of cooperation with concerned bodies for the expansion of formal and non-formal education.
- The failure to strengthen co-curricular activities so that they could complement the teaching-learning process.
- The inadequacy to supervise and control that the director, teachers and the support staff of the school work together for the prevalence of a smooth teaching-learning process could be cited where the members were found to be weak according the above mentioned officials and others.
- Board members are known for their absence and delay from meetings where important school matters are decided. Especially, the KETB chairperson, who is also a chairman of a kebele council, is much criticized from this point of

**view. This is so due to the reason that his role and presence is much more important since most decisions are delayed because of his absence. The chairman from the nature of the responsibility he has with regards to his administrative and political responsibilities is not in a position to give adequate attention to the activities of the Board. To make it more concrete the chairman is responsible to coordinate activities of administration, security and justice, health, community organization and participation, agriculture, press and others. This situation becomes more serious where the area covered by a kebele is a bigger one. The chairperson who should be in close relation and cooperation with Woreda Administration has time constraint according informed sources in both Woredas and this has been confirmed by most of the KETB members while they responded to questions raised by the writer.**

**The Head of the Education Office in Bereh Aleltuu further admitted that where KETB members are burdened by different activities and as a result are unable to discharge their duties and responsibilities, PTA members and school directors are forced to shoulder the additional responsibilities. They are forced to takeover the duties and responsibilities of KETB members where as the latter ones may have to show-up only to put their signatures. Those from sector offices are found to complain about being overburdened which they use as a pretext not to attend meetings.**

**According to this official, activities undertaken to mobilize the society to fulfill school requirements and other school related activities are undertaken by PTAs, teachers and school administrations.**

**According to school directors, PTA members and education officials of both Woredas this situation has negatively impacted Board members to closely follow:**

- The implementation of plans,**

- **The collection of financial and material contributions promised by community members and as a result causes dalliance to finish construction works on time.**
- **Give timely decisions on school administration matters which from the side of directors are very vital to undertake their daily activities (E.g. Signing expense demands).**
- **In addition it is reported that there are board members who show disinterest and lack of motivation because of the fact that their contributions are not financially rewarded. One school director in Moreetenna-Girru claimed that it is impossible to ask KETB members to attend orientation sessions if per diems are not paid.**
- **Peasant members of the Board who appear to compose the majority of the members in both Woredas are known to be absent during peak agricultural activities like harvest time and others.**
- **It is reported that the effort made by Board members to upgrade community participation in favor of schools is not adequate,**
- **Finally it was learnt that members lack the awareness and insight to concentrate on activities that contribute to quality education service.**

**On the over all the weaknesses with regards to capacity among KETBs is similar to the experience of different developing counties that opted for decentralization. One should have thoroughly thought about this decision of giving KETBs a leading role since the role they are supposed to play is a major one and education too is a fundamental issue. The membership of KETBs appears to favor loyalty to the administration than being accountable to the community and this is against the spirit of decentralization.**

**In general both in Bereh Aleltuu and Moretena-Girru, education professionals in the Woreda Education office and others at school level believe that PTAs are relatively more useful and fruitful in the effort to promote educational development. The effort of PTAs is assisted principally by teachers, directors and students , according the above mentioned sources since their activities are school bound. This is not to say that there were no critics made against PTAs. Some PTAs too are criticized for negligence, capacity deficiencies and disinterest. But the general trend is reported to be positive. Among those cited as accomplishment of PTAs, teachers and directors one finds,**

- **Devise and effect mechanisms where by schools could boost there internal incomes.**
- **Conduct awareness raising activities to sensitize the community about the need to send their school age children to schools and not to drop-out.**
- **Make sure that the property of the school is properly handled and utilized for educational purposes.**
- **Supervise and control that the director, teachers and the support staff of the school work together for the prevalence of a smooth teaching-learning process.**
- **Plan coordinate and effect mechanisms where by the local community could extend financial and material contribution for the construction and expansion of schools and other relevant activities.**
- **Solve the problems of teachers (E.g. Housing)**
- **Tackle disciplinary issues.**

4.6.2. Capacity Development Support Provided to KETBs

**It is a fact that the need for enhancing the capacity of KETB members has often been expressed at different levels. This is very legitimate as the KETBSs are relatively new institutions that lack experience and exposure on how to perform their roles and effectively discharge their duties and responsibilities. Because of these situations training as a means of capacity development is recommended for KETB members by education officials of both Woredas.**

From this perspective one of the questions put to KETB members and other concerned officials was to list the kind of support provided to them by Woreda Education Offices in the form of training and related interventions. The responses obtained showed that in both Woredas there were only orientation and awareness raising efforts conducted for limited number of Board and PTA members. Those who participated and Woreda officials stated that the training was very limited and not sufficient.

For instance in the year 1997 (Eth.) in Moretenna- Girru There was three days orientation to familiarize PTAs and KETBs with their duties and responsibilities and on the work relation between them. The purpose was to see how to upgrade educational access, school construction works, girls education and avoid early marriage. Officials admitted that in each of the Woredas adequate budget is not allocated for training purpose.

The orientation provided has proved useful but was not at all adequate. This is due to the reason that KETB respondents and their close collaborates insist that the kind of knowledge and skills that KETBs and PTAs need to effectively discharge their duties and responsibilities are of a varied nature which can not be acquired through orientation programs of short duration that are conducted in long intervals.

According to the responses obtained from education officials in both of the Woredas including school directors and supervisors, lack of knowledge and

skills by KETB members in the understated fields are considered as hindrance to the effective performance of KETBs. The skill gaps mentioned include:

- Adequate knowledge of KETB duties and responsibilities.
- Leadership and decision making skills,
- Educational planning and management skills at KETB, PTA and school level,
- Performance evaluation skills
- Resource mobilization and management (finance, property) skills
- Communication and report writing skills
- Supervision skills
- Knowledge on school administration
- KETB, PTA, school community relationship building skill.

Although the skill and knowledge gaps mentioned above could be improved through training, reports show that conducting training program is constrained by situations like:

- The existence of illiterate members in the Board.
- Members are very busy in their private life that they are not able to share the time needed to attend training.

Although most respondents complained about the weakness of KETB members, it seems appropriate that there were few who asserted the existence of boards who contributed to school development efforts. In the same manner there were some negative remarks made against PTAs too.

#### **4.6.3. Decision Making Roles and Level of Coordination between KETBs, PTAs and School Administrations**

In addition to what is presented under duties and responsibilities of KETBs in the study, the data and information obtained from different concerned sources in both Woredas confirm that:

- KETBs are regarded as supreme and final authority in school administration.

- PTAs and schools are viewed as bodies to implement decisions made by the above ones

The role of PTAs and school administration concentrates on advancing proposals which should finally be submitted to KETBs for decision with or without modifications and amendments as the situation may require. This situation is elaborated by mentioning facts like:

- KETBs are entitled to decide as to how should be used the internal finance of schools. This includes money obtained from activities like sale of grass, money from agricultural activities and tree plantation, and revenues obtained from material and cash contributions made by the whole community of a kebele.
- The Board is entitled to approve school budget and follow that its execution is taking place as per the decision made.
- The Board gives final decision on matters like construction of additional classrooms, purchase of materials the school administration may need.
- Some sources noted that evaluation made about teachers performance, including disciplinary issues are finally submitted to the approval of the Board. In short all sources in both Woredas confirmed that KETBs are source of all kinds of authority in school administration matters.

This being the situation about the decision making power of KETBs, the same sources make the following remarks about the level of coordination between KETBs, PTAs and schools.

According to responses obtained from professionals like school directors, supervisors, senior teachers and officials at Woreda Education Office level, the coordination and work relationship between KETBs on one side and PTAs and schools on the other is characterized as being very in adequate and minimal. The sources mention that since some of the PTA members are represented in the Board, the contact between the two bodies is actually taking place but the work relationship is not advancing as required. According to supervisors in both Woredas, The cooperation and coordination is hampered by weaknesses generally observed among KETB members (This is treated in detail in the part dealing with KETB performance) PTAs and directors were asked what they expected from KETBs. They responded that their expectations are:

- Have strong relations with PTAs.
- Make timely decisions (response to PTA request).
- Mobilize the community in support of education expansion and PTAs.
- Fulfill their responsibilities

Besides expressing their expectations, PTAs made remarks about the problems they observed on KETBs. These include the following:

- Lack of knowledge and skills in leadership, planning, and coordination.
- Lack of motivation on the part of KETB members (reluctance to attend meetings)
- Board members involved in too many committees. Therefore shortage of time to give attention to education.
- No regular meetings of boards
- Lack of evaluation capacity
- Lack of capacity to effectively perform
- Lack of skill in community and resource mobilization.

Let's conclude this section by reminding what one education personnel in Mortenna-Girru commented. He said the problem observed between KETBs and PTAs is their failure to maintain good working relations as per the directive which explains their duties and

responsibilities. He went to the extent of commenting that it would be preferable if the authority to decide on financial matters accorded to KETBs be transferred to PTAs so that decision making can be facilitated in favor of schools.

#### Analysis

Feeny (1988) notes development literatures recognize the prominence of institutions in growth and development. This is due to the realization that a discourse on the factors accounting for growth and development that omit institutions and institutional changes is incomplete and unsatisfactory.

In light of the above remark it is a positive step to organize institutions like KETBs and PTAs at the local level as responsible bodies to support school activities. They serve as bridges between the larger community and schools, especially in the rural part of the country where education service is not provided in the required level. Literatures on decentralization show that it seeks to transfer decision making closer to the end-users. In this view KETBs and PTAs, in light of the duties and responsibilities given to them, one can understand that they are bodies meant to bring decision making closer to the end-users. From this point of view it seems appropriate to raise the question, have KETBs and PTAs served the intended purposes they were created for in the study Woredas?

In reference to what is listed as duties and responsibilities of Boards and PTAs in Educational Management Organization, community participation and finance guideline produced by the ministry of Education, the findings in both Woredas confirm that KETBs have not fulfilled their assigned duties and responsibilities whereas the findings show PTAs are found to make relatively better contribution. The administrative argument according Fiske (1996) for decentralization is that Centralized systems are bureaucratic and wasteful and that empowering authorities at local level will result in more efficient system because it eliminates bureaucratic procedure and motivates education officials to be more productive. But the above is not proving to be true with regards to KETBs of both Woredas. There are complaints which show that they are bureaucratic. Fiske (1996) noted that decentralization which led to increased operating efficiency in Mexico and in Minas Gerais is due to the government's effort to improve the efficiency of its school system through training its personnel at various sub national levels for their new tasks and to provide additional help when needed.

This has not materialized with regards the Woredas of the study. One other factor that contributed to the failure of KETBs, the writer believes is, the decision to put together school administration with that of Kebele administration that has badly affected the service. Kebele administration is political. So, why should the two be mixed? If this was meant to facilitate the provision of facilities like land, it could have been arranged without undertaking the integration. The other issue is, having institutions like KETBs and PTAs can not be considered as an end by itself as decentralization is not an end on its own. These institutions if they are meant to promote education service need to be equipped with the capacity to fulfill their duties and responsibilities. If the duties and responsibilities do not match with the background and experience of those who are elected, they can not bring efficiency in education service. One may argue that it is with the available resource one can start. But this does not justify one should continue in the same pace when at least it is possible to tackle part of the problem through training and capacity building effort. The findings from both Woredas show that there is minimal effort to upgrade the capacity of KETB and PTA members. If education is considered as a cornerstone of economic and social development and a principal means of improving the welfare of individuals, the above stated deficiencies should not have been tolerated and finally result in failure.

In some cases the findings show that there are board members who are accused of disinterest for one reason or another. This proves that there is a problem in the screening or election process.

Discussing why change is necessary, the 1994 Education and Training Policy pointed out that the educational system had enormous problems. Among the problems raised one may note the part that states management capacity is weak. But this situation still prevails after a decade the policy was made operational.

Here it seems appropriate to raise the question why PTAs and their close collaborate like school directors and teachers are found to make relatively better contributions. In general PTAs are composed of parents and teachers who are direct beneficiaries of a school. Their duties are school bound therefore more specific and narrower and therefore their relationship in between themselves and the community is relatively stronger.

This situation creates insight to consider the idea of school autonomy for improving school performance. School level respondents too recommend it. As early as the 1980s, the World Bank supported a provincial development program in Argentina that gave sub-national authorities access funding for various "sub-projects" if they could demonstrate a track record of good performance, robust participatory processes, and a basic level of capacity in financial management (WB 2001).

Gaynor (1998) too argues that locally determined incentives seem to improve performance. The argument further notes that in Nepal a threat to withdraw grants from schools that performed poorly for more than three years in row caused teachers to work harder for fear of losing their jobs. Evidence from El Salvador, Mexico, Nepal and Pakistan suggests that increase in school autonomy can lead to better teacher attendance and motivation. In light of the above world Bank experience, and the arguments of Gaynor (1998), would it not be wise to consolidate PTAs and schools to ultimately allow them play leadership role provided they prove to be efficient in fulfilling performance standards that would be set for them. Let's conclude this section by what a World Bank document has to say on Decentralizing Education in Transition Societies (2001).

"The future style of management in the education system should be less encumbered by administrative and legislative rules, and it should grant more real independence for making decisions and more freedom for personal initiative at lower levels of the system (including the schools), thereby promoting self-governance."

## 4.7. Community Participation

Theories of community participation show that in response to the limitations of the highly centralized state, practitioners and policy makers are reintroducing various forms of community involvement into education development, delivery and management. The primary generic model developed by international educators and policy makers such as the Meta-model developed by Bray (2000) is one of partnership-education decision making shared between the government and community. Differences in theoretical models reveal a variety

of possible roles to be played by the community and the government as members with regard to this partnership; these roles range from government consideration of communities needs to simple division of labor and mutual support between partners to nearly complete community responsibility for the delivery and management of local basic education.

Community participation is term that is often used in international development and is increasingly emphasized in the policies and programs of funding agencies, non-governmental organizations, and developing country governments across sectors. In the field of education, many believe that community engagement in the delivery and management of schooling is crucial to achieving universal primary enrollment.

Communities and village leaders in particular, can play a helpful role in increasing enrollment. In Philippines, village leaders assisted school officials with house to house campaigns and in authenticating the age of children. In Cambodia, as part of the cluster project, parents participate in the process of surveying their community to find out the number of school age children and why some are not enrolled (UNESCO, 1995).

One of the key strategies to overcoming education problems, as drafted into Ethiopia's national education policy is community engagement in schooling. Reflecting the country's new decentralized administrative structure, the Education Sector Strategy released in 1994 explains that the national education system, itself undergoing decentralization, is in this way intended to become more efficient and relevant to the needs of local populations. The strategy emphasizes local engagement in basic education delivery and management, describing how the community's participation is intended to constitute the final level of the decentralized system. Both the community's responsibility and its decision-making role are explicitly mandated by the strategy, which states: Schools will be strongly linked with community, which will take responsibility in its well-being and upkeep. They will be made to be responsive to the local needs and requirements and shall act as centers for all educational activities of the community. The management of each school will be democratized and run with the participation of the community, the teachers, the students and the relevant government institutions.

This is emphasized in the subsequent Education Sector Development Programs I and II. The Program Action Plan (PAP), which delineates the policy and strategies for the implementation of ESDP II from 2002 to 2005, further underlines the role of the community in education delivery and management. The plan states that ESDPII will act both to systematize voluntary community financial contributions to schools and to promote a sense of ownership and there by raise the community's role in the management of schools.

In light of the above how does community participation look like in the study Woredas?

## Findings

### 4.7.1. Range of Activities in Community Participation

1. Monetary, Material and Labor Contributions are the most commonly cited type of parental and community involvement in the school.

Depending on the particular need of the school, parents and other community members contribute money to support infrastructure projects like construction of schools, classroom extension construction and the like. Second in emphasis to monetary contribution one finds community engagement through the donation of labor and materials for infrastructure projects such as new classroom or building desks in relatively modern or traditional way. Those who are poor are reported to make labour contribution. From this point of view the following has been realized in Moretena - Girru.

**Table 6 Community Participation to Construct Schools in Different Kebeles of Moretena Girru(1997Eth.)**

No	Name of the Kebele	Contribution in Cash	Contribution in Labour	Contribution in Kind	Total
1	Enewari	27,240.00	2491.70	1633.00	31,364.70
2	Jattna Yekro	1888.00	6620.00	1750.00	10,258.00
3	Enterra	-	1900.00	-	1900.00
4	Yewello	-	3118.00	615.00	3733.00
5	Gihur	4880.00	4276.00	520.00	9676.00
6	Sertsu Kirstos	5630.00	342.00	1090.00	7062.00
7	Segenet	-	232.00	300.00	532.00
8	Keteb	457.00	93.00	1078.00	1628.00
9	Aresse	2126.00	6322.00	-	8448.00
10	Mangudo	5000.00	20.00	-	5020.00
11	Wabi	3290.00	949.00	6357.00	10596.00
12	Weira Amba	14,401.00	3432.00	140.00	17973.00
13	Rembek	600.00	90.00	6250.00	6940.00
14	Kussaie	9000.00	11,523.00	1055.00	21,578.00
15	Buahit	-	2084.00	-	2084.00
	<b>Total</b>	<b>74512</b>	<b>43492.70</b>	<b>20788</b>	<b>138792.70</b>

Source: Woreda Education Office in Moretena – Girru

**Table 7 Construction of Alternative Children School Through community Participation (1997 Eth.)**

No	Name of the Kebele	Contribution in Cash	Contribution in Labour	Contribution in Kind	Total
1	Gobela	1050.00	4771.60	30.00	5851.00
2	Elebeg	1300.00	800.00	1300.00	3400.00
3	Megnet	1160.00	9757.00	120.00	11037.00
4	Agege	-	606.00	550.00	1156.00
5	Tebela	1340.00	2533.00	1158.00	5031.00
6	Jal Debeb	350.00	1116.00	-	1466.00
7	Gussal	3475.00	2000.00	841	6316.00
8	Albassa	1519.00	815.00	1200.00	3534.00
9	Dimetto	1994.00	6903.00	1133.00	10030.00
10	Betasse	-	256.25	-	256.25
11	Deber Zena Markos	-	95.00	150.00	245.00
12	Kaiya Dur	5000.00	560.00	1400.00	6960.00
13	Lai Lam Washa	-	944.00	750.00	1694.00
14	Gan Mariam	610.00	1170.00	480.00	2260.00
15	Engerra	2720.00	4952.00	2124.00	9796.00
16	Tach Lamwasha	1500.00	1739.00	1052.00	4291.00
	<b>Total</b>	<b>22018</b>	<b>39017.85</b>	<b>12288</b>	<b>73323.85</b>

**Woreda Education office in Moretena - Girru** The above two tables are summarized as follows.

**Table 8 Summary of the contribution in Moretenna-Girru (1997 Eth.)**

No	Type of contribution	Amount
1	Contribution in labour	82,510.55 birr
2	Contribution in kind	33,076 birr
3	Contribution in cash	96,530.00 birr
4	Total	212,116.55 birr

**Bereh Aletuu Woreda**

Because of recording problem, it was not possible to have the contribution made to individual schools. But according the data obtained from WEO, community participation in monetary, material and labour is summarized as follows.

**Table 9 Community Contribution in Bereh Aleltuu(1997 Eth.)**

<b>No</b>	<b>Type of contribution</b>	<b>Amount</b>
1	Contribution in labour	14,736.00
2	Contribution in kind	24,112.00
3	Contribution in cash	98,885.00
4	Total	137,733.00

**Source: WEO of Bereh Aleltuu**

#### **4.7.2. Participation Represented by Representatives of KETBs and PTAs**

From focus group discussion with students and teachers in particular it was possible to know that parents and community members do not usually visit schools except on rare occasions like opening and closing school ceremonies. Teachers and students admitted that only the PTA members come to the school, not parents in general. Therefore as reflected in the statement above, the community members and parents who have the closest relations with the school in nearly all schools of both Woredas are usually PTAs and on rare occasions KETB members. Parents and community members participate in school matters through those representatives. It is possible to understand that significant work has been realized in each of the Woredas which has impacted the education service delivery through community participation though there is still a lot one should do. Among the works realized one can mention the following:

- Nine new schools have been constructed and made operational (Moretenna - Girru)
- Eight schools have been upgraded (Moretenna - Girru)
- Additional class rooms have been constructed.
- Schools have been maintained.
- Dwellings for teachers have been built.
- Plots for gardening have been prepared.
- Water wells have been dug
- Fences have been put up, renovated and maintained and others.

In all the above, besides roles played by parents, community members and school committees, the role of teachers, directors and students is reported to be very significant and appreciable.

#### **4.7.3. Girls Education**

**In general teachers in both Woredas assisted by PTAs involve themselves in establishing contacts with parents to monitor closely that school age children are enrolled and at the same time girl's education is not hampered by cultural practices like early marriage. In both Woredas it is reported that girls Committees are organized (women teachers work closely with the committees). The committee and PTA collaborate with other concerned government bodies to counter plots of abduction, early marriage and others that hamper girl's education. Several concrete cases have been reported in each of the Woredas. In addition school based programs addressed to the special needs of girls like: health education, fund raising for poor girls and tutorial classes are carried out.**

#### 4.7.4. Barriers to Effective Community Participation

**In general education officials and professionals reveal that the understated problems deserve attention if one should come up with effective community participation.**

- Even though the importance of education is gaining increasing acceptance, one observes neglect among some sections of the community. This is reflected by the fact that there are parents who do not enroll their children or even if they enroll them students dropout for economic and cultural reasons. This problem is very serious especially in the lowland part of Moretenna - Girru.
- Programs to be covered by community participation are multiple and varied.

The community is forced to contribute in money, kind and labour in multiple diversified activities at the same time. For example in Moretenna - Girru, the community must contribute for road construction, clinic, water, education and others. All the above activities benefit the society. But the issue is the limitation in the capacity of the society to contribute to all these at the same time.

In a focus group discussion, communities revealed problems related to over reliance on their participation and too little support on the part of the government. Parents and school staff commonly contended that the government does not fulfill its responsibilities regarding the school. This view is in contrast to Woreda Education officials who insist that communities should not depend on the government to provide everything for them, and that community participation is crucial to the creation of quality schools. But communities and parents often expressed that while they understand their responsibilities and wish to participate, they cannot support all development efforts on their own (including school) unless there is enough government support.

- The work realized to involve the community in school administration is very weak. The community currently may not be able to assist in school administration. But if effort is made it can overcome its weaknesses and become a strong ally in the future.

- **The community is approached in the majority of the cases for its monetary, material and labor contributions. This even is not carried out in a regular manner. The community is approached whenever there are urgent problems and not on another occasion.**

## Analysis

**The most obvious form of community participation in both Woredas range from the act of enrolling school age children ,to contributing cash, labor and materials for school infrastructure. On a relatively lesser degree actions related to increasing girls' educational opportunities, and generation of school based income to fund schools are also included. Others represented community consultation on school decisions, illustrated by meetings called by schools although the turnout is not as expected. It was found out that only the members of PTAs were actively engaged in decision making while the community at large is less aware of school affairs. The data obtained from different sources confirmed that there are relatively better PTAs, directors and school teacher's collaboration to tackle school problems. PTAs are reported to hold regular meetings better than KETBs. But this is not to say that they are not without their problems. There were indications of disinterest, capacity problem and the like among the PTAs too. The issue is the positive aspect of PTAs outweighs the negative once. There exists a relatively better relationship between PTAs and the community than that of KETBs. In any case, since participation is an educative process in a way that it contributes to human resource development, the involvement of the larger community needs to be reinforced. The present trend of involving the community only to contribute in material, cash and labor form should be upgraded to a level where community voices its needs and priorities and participate in decision making.**

**This is how one can ensure sustainability to educational development. Community participation in both Moretenna-Girru and Bereh Aleltuu should be directed to materialize the view that people can not be ignored anymore if their development should be promoted. Participation is believed to be efficient when institutionalized. From this point of view ways and means should be explored to consolidate PTAs, KETBs and the direct involvement of the larger community since organizing the community is an important step for participation. Although parental monitoring of students' performance is believed to have significant influence on students, according to the testimonials of students, parents and teachers, the attention parents pay to their children performance is reported to be weak. Findings show that the importance given by the community to girls' education is relatively improving. Partnership between the community and the government needs to be a balanced one. In order to promote and sustain meaningful, effective community engagement the government should not cede all responsibility to the community. The promotion of community participation must not be a device to grant the government to be relieved from its responsibilities as provider of basic education but rather as a strategy towards greater decentralization of decision making.**

#### **4.8. Budget Allocation in Bereh Aleltuu and Moretena-Girru Woredas and its adequacy**

**Literatures show that many failures in decentralization programmes have been attributed to inadequate funding and it has been argued that finance will be the "make or break" factor in decentralization (Asmelash 2000) . He argues that genuine decentralization programmes should try to clarify the fiscal relationship between the center and the unit to which power is being decentralized and adequate resources**

should be made available to decentralized units if they are to effectively shoulder their responsibility.

In the Ethiopian situation one may say that decentralization has brought important development in local autonomy and this is evident in the local budget process too. Woredas are able to prepare and execute their budgets within the parameters of federal and regional development strategies. There is a significant ability at the local level to identify priorities and sector distributions. Within the budget envelope Woredas have full autonomy over how to use the funding from the Block grant. This is in sharp contrast to the situation before 2001, when Woredas had to develop budgets under close supervision of their zones, and the latter ensured close scrutiny of the proposal. Woredas would receive line-by-line detailed budgets, and were not able to change these without approval from higher tiers. In the attempt to express the current practice according to Inter Africa Group (2004), The Amhara Regional State using a formula based Block Grant made available a total of 747 million or about 62% of the regional governments budget to the Woredas in the form of unconditional Block grants for 2002/03 (EFY/1995). The approved and applied formula has the following as indicators: Population size 60%, development level 25% and revenue collection effort 15%.

Public spending on education can boost economic growth while promoting equity and reducing poverty because of its positive effects on the formation of human capital. Adequate and universal access to basic social services contributes to the development of human capital and is an important factor reducing poverty. Education is the true essence of human development (Mans Soderbom and Francies Teal (2003) as quoted by Assefa (2004).

## Findings

Having the above as a background what does the budget situation of the education sector look like in the Woredas under study? Both Woredas receive a Block Grant out of which educational budget is allocated depending on the decision of the concerned Woreda councils. Resource allocation decision to the major sectors is made by the Councils of Woreda Government. Schools in both Woredas are supposed to receive annually an amount of money calculated on the basis of 10 birr, 15 birr and 20 birr per student for primary first cycle, primary second cycle, and high school respectively. The above is reported to have been realized in Moretenna-Girru where as is Bereh Aleltuu officials indicated that it is even difficult to allocate 7 birr per student both for primary first cycle and second cycle because of sever budget constraint. This money is utilized for recurrent expenditures and does not include capital budget. Although there are indications that schools in Moretenna-Girru Woreda can directly receive the money allocated for recurrent expenditures, it appears that the budget is controlled at the Woreda Education office level and schools receive only materials in kind depending on the requests they make. Although it is claimed that budget control has the potential gains of allowing greater flexibility to meet specific education need and respond to local problems more efficiently, this discretion is made available only at the Woreda Education Office Level. Schools which are directly facing problems and are closer to the community are denied budget control right. Because of this, many schools complained that supply of school provision is delayed and at times they are forced to take supplies which they have not asked for. It may be relevant to remind that schools in both Woredas generate incomes from agricultural activities, sale of grass and the like. The school

**administration has a right to use this finance. Now let us see the details of the budget allocation in each of the Woredas. To have a better in sight on the situation other sectors too are incorporated.**

Table 10 Budget Allocation in Bereh Aleltuu (1997 Eth.)

Year	Total Budget of the Woreda	Sector	Budget allocated by sector and its breakdowns	%
1997	6,597,997.54	All	Salary 5,374,129.00 Administrative cost 705,291.00 Capital Budget 518,557	81 11 8
1997	-	Education & capacity building	2,873,040.59 <ul style="list-style-type: none"> <li>▪ Salary 2,679,199.00</li> <li>▪ Administrative cost 132,400.00</li> <li>▪ Capital budget 25,441.00</li> </ul>	94 5 1
1997	-	Health	449,772.00 <ul style="list-style-type: none"> <li>▪ Salary 251,172.00</li> <li>▪ Administrative cost 109,600.00</li> <li>▪ Capital budget 89,000.</li> </ul>	56 24 20
1997	-	Agriculture	1,088,778.00 <ul style="list-style-type: none"> <li>▪ Salary 638,843.00</li> <li>▪ Administrative cost 63,820.00</li> <li>▪ Capital budget 386,115.00</li> </ul>	59 6 35
1997	-	Natural Resource	132,847.00 <ul style="list-style-type: none"> <li>▪ Salary 99,347.00</li> <li>▪ Administrative cost 33,500.00</li> <li>▪ Capital budget -----</li> </ul>	75 25 -
1997	-	Water	73,033.00 <ul style="list-style-type: none"> <li>▪ Salary 62,478.00</li> <li>▪ Administrative cost 10,555.00</li> <li>▪ Capital budget -----</li> </ul>	86 14 -----

Source: Finance and Plan Office

Table 11 Budget Allocation in Bereh Aleltuu Woreda (1998 Eth.)

Year	Total Budget of the Woreda	Sector	Budget allocated by sector and its breakdowns	%
1998	7,476,641.00	All	<ul style="list-style-type: none"> <li>▪ Salary 6,716,646.89</li> <li>▪ Administrative cost 673,791.00</li> <li>▪ Capital budget _____</li> </ul>	91 4 -----
1998	-	Education and capacity building	3,381,555.00 <ul style="list-style-type: none"> <li>▪ Salary 3,249,155.00</li> <li>▪ Administrative cost 132,400.00</li> <li>▪ Capital budget -----</li> </ul>	96 4 -----
1998	-	Health	407,556.00 <ul style="list-style-type: none"> <li>▪ Salary 297,956.00</li> <li>▪ Administrative 109,600.00</li> <li>▪ Capital Budget -----</li> </ul>	73 27 -----
1998	-	Agriculture	1,527,138.00 <ul style="list-style-type: none"> <li>▪ Salary 1,386,263.00</li> <li>▪ Administrative 140,875.00</li> <li>▪ Capital Budget -----</li> </ul>	91 9 -----
Source Finance and Plan Office in Bereh Aleltuu Woreda				

Table 12 Budget Allocation in Moretenna-Girru Woreda(1997 Eth.)

1996	5,135,090.00	All		
1996	-	Education	2,217,804.00 <ul style="list-style-type: none"> <li>▪ Salary 2,085,236.00</li> <li>▪ Administrative 129,941.38</li> <li>▪ Capital Budget 2626.00</li> </ul>	94 5 1
1996	-	Agriculture	668,641.00 <ul style="list-style-type: none"> <li>▪ Salary 500,964.00</li> <li>▪ Administrative 63,958.00</li> <li>▪ Capital Budget 103,719.00</li> </ul>	75 9.5 15.5
1996	-	Health	467,373.00 <ul style="list-style-type: none"> <li>▪ Salary 370,583.00</li> </ul>	

			<ul style="list-style-type: none"> <li>▪ Administrative 96,790.00</li> <li>▪ Capital Budget -----</li> </ul>	<p style="text-align: right;">79</p> <p style="text-align: right;">21</p> <p style="text-align: right;">-----</p>
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Source Finance and Plan Office of the Woreda

Table 13 Budget Allocation in Moretenna Girru Woreda(1997 Eth.)

1997	7,981,804.00	All		
1997	-	Education	4,165,037.00	
			<ul style="list-style-type: none"> <li>▪ Salary 2,544,926.00</li> <li>▪ Administrative 1,067,611.00</li> <li>▪ Capital Budget 552,500.00</li> </ul>	61 26 13
1997	-	Health	949,350	
			<ul style="list-style-type: none"> <li>▪ Salary 380.003.00</li> <li>▪ Administrative 180,182.00</li> <li>▪ Capital Budget 389,165.00</li> </ul>	40 19 41
1997	-	Agriculture and rural development	527,413.00	
			<ul style="list-style-type: none"> <li>▪ Salary 385,194.00</li> <li>▪ Administrative 38,719.00</li> <li>▪ Capital Budget 103,500.00</li> </ul>	73 7 20

Source: Finance and Plan Office of the Woreda

### Analysis

**The education sector is the highest recipient of budget compared to other sectors. The major share in the sector however goes to wages and salaries. More than all the sectors in the table, wages and salaries of the education sector take the major percentage. The least percentage represents what is allocated as capital budget. At times there are cases nothing is allocated as capital budget. The picture that this suggests is a system where teachers are paid but complementary expenditures are squeezed which expose the overall system for inefficiency. The fact that capital budget is minimal or almost inexistent shows that there is limited means for schools to have important inputs.**

Among the problems and challenges the researcher observed in both of the Woredas some are problems related to school and classroom provision which most sources qualified as budget problem.

Following the political changes that took place in Ethiopia, the country is known to have established a new Education and training policy that claims to address educational quality problem as one of the main area of concern (MOE, 1994). The policy document regards poor quality of education in terms of "inadequate facilities, insufficient training of teachers, overcrowded classes, shortage of books and other reading materials." Several years have elapsed since the above policy has been operational. Has the situation improved? Problems like inadequate facilities, insufficient training of teachers, over crowded classes, shortage of books and other problem are still prevalent. The situation proves the in effectiveness of the policy. At least as regards the study Woredas the situation is not a relaxing one. Since some aspects of the problems are related to resource scarcity their relevance to the rest of the country can not be doubted. Let's first concentrate on school and classroom provisions.

In both Woredas, textbook shortage is very acute. Almost all schools reported book shortage. In some cases it is very worse. It can vary from a ratio of 1:3, 1:5 and sometimes greater than this. In Bereh Aleltuu where sometimes it is necessary to conduct separate classes both in Oromigna and Amharic language, because of the mix in the population there are cases when books for the Amharic section are almost missing.

Teachers reported that sections where Amharic is used as medium of instruction are neglected in many aspects. One may doubt this as being a political issue. One teacher

reported that she has only two English textbooks for the whole of her self contained class, where one is expected to have on the average fifty students. Another teacher reported that he does not have a teacher guide. In some of the classes simple basic supply like blackboard is missing or is almost useless because of old age.

In both Woredas, it is very common to see students sit on the ground or on stones. Broken benches, tables are hardly put together to give service. Teachers are not privileged to have chairs in classrooms even to do corrections. One senior female teacher bitterly complained about the problem. This situation can be observed from lower to upper classes without distinction in both of the Woredas. In Moretena - Girru, the researcher has observed seven grade students attending class in a partially completed classroom, which had only roof but no walls. The writer has seen students attending lessons transmitted through the radio under the shade of a tree in Bereh Aleltuu in Dale Demble School where leaves from trees were used to provide protection from the wind and the sun.

They confirmed that this is happening because of shortage of classes. Libraries and laboratories are considered as Luxury. One would be laughed at if he asked about their availability. In Moretena - Girru the high school does not have a laboratory but they have a library. But almost all the books shelved are not either up to the level of the students or are old.

In recognition of the overriding role of education, one of the main thrust of Ethiopia's poverty Reduction Strategy consists of undertaking major investment in the education sector and strengthen the ongoing effort on capacity building to overcome the critical constraints to the implementation of development programmes (Assefa 2004).

**Does the above hold true in the study Woredas? The education sector is entangled with complex problems. Inadequate facilities, insufficient training of teachers, overcrowded classes, shortage of books and other teaching materials. The budget allocation in the last few years to the present does not appear adequate. A close look at the tables presented in the preceding pages shows that the budget is earmarked, the greater part of it going to salaries and wages and very insignificant part left for capital budget. Does this situation give choice? Can one think of expansion and growth in the absence of capital budget? Can one be responsive to local needs or exercise its rights constrained by financial acute shortage? Is there an intention of overcoming the problem thorough community participation? The community has proved its readiness to share the problem. But it seems irrational to consider the community as an all time solution for all problems. The Woredas stated that there is a severe budget constraint in other sectors too. This situation does not seem to be a unique case to the Woredas under study only. This is confirmed by what Meheret (1998) has to say from this aspect. He argues that one of the real tests of an effective self government is adequate financial strength. Woreda administration in Ethiopia are financially strapped mainly because they cannot generate sufficient revenue from local sources. This has primarily meant their hands are tied when it comes to undertaking meaningful community development at the local level.**

**Primary education is the number one priority according to the PRSP document. Can it be achieved with the current budget allocation is open to investigation but given the nature and volume of problems already dealt with the writer is not optimistic. If decentralization should give fruit, it is indispensable to give solution to budget inadequacy.**



## **Chapter v**

### **Conclusions and Recommendations**

**With regards to functions like teacher recruitment and appointment, school establishment and construction, upgrading of schools, budget allocation and execution, education management is devolved to the Woreda level both in Moretenna-Girru and Bereh Aleltuu. Areas like curriculum, national examinations, publication of books are performed at regional or national level. On the overall the authority and power devolved is found to be adequate. The authority to decide on matters like staff requirement, deployment of personnel, procurement and distribution of inputs, promotion, and selection of candidates for training above the level of a certificate is concentrated at the Woreda Education office level. As a result the relationship between the Woreda Education offices of both Woredas and that of schools is characterized by a top-down or hierarchical relationship in decision making. Schools and their representatives (KETBs/PTAs) play the role of implementing agents.**

**With regards to manpower, which is critical in decentralization, the Education Office is Moretnna-Girru is found to have manpower problem which appears to have negatively impacted the service of the office. The situation in Bereh Aleltuu at the Woreda level is relatively a better one. At school level too manpower problem in terms of qualification, number and attitude is observed in both of the Woredas. Regarding community support of school through the creation of KETBs and PTAs, findings show that KETBs which are expected to play a leadership role are not up to the expectation. This is mainly due to reasons like capacity and overburdened responsibility.**

**PTAs which enjoy responsibilities closer and narrower to the school level are generally found to have better performance. Both at Woreda and school level, the attention given to overcome problems related to developing the manpower through capacity building program is very insignificant. Without disregarding the weaknesses, the very fact that institutions like KETB/PTAs are organized to be in charge of schools creates a responsible body at the local level. These bodies are expected to meet regularly and report to the community on school development plans, programs and accomplishments jointly with school management bodies. The above bodies utilize a transparent system for financial management of community funds. This is particularly important because the community hesitates to contribute to school development projects if funds have been misappropriated. There was no case reported in both Woredas on financial abuse with regards to fund raised by community.**

**Communities have demonstrated a willingness to contribute cash, labour and material to support schools. This has made possible the construction of new classrooms and the repair of existing ones. The above coupled with that concerned with involvement and support to enroll school aged children could be viewed among the contributions of education decentralization. The education officials in both Woredas confirmed that currently there is one school in every Kebele which was not the case some years back. The graphs for enrollment in both of the Woredas show that there is increased participation in primary education and the number of schools has shown significant increase. According the Education Office in Bereh Aleltuu, primary school coverage which was 59% in the year 1997 (Eth.) is currently upgraded to 70% in the year 1998 (Eth.) equally the gross enrollment in primary which used to be 54% in 1996 (Eth.) is reported to have reached 74% in the year 1997 (Eth.) in Moretnna-Girru.**

**However one should note that the present trend of concentrating on increasing number of schools and enrollment can not give fruit unless consolidated and organized work is done to overcome problems related with education quality.**

**The Practice of involving the larger community in identifying problems and overall planning activities is almost inexistent. This situation is incompatible with decentralization. The support on the part of the community does not have a balanced backing on the part of the government which in a way forces one to raise a question of sustainability. This situation is better evidenced by the varied problems from infrastructure to other educational inputs which are the direct consequence of funding shortage. The budget in both Woredas is mainly absorbed by wages and salaries reserving minimal or almost nothing to capital budget. It appears impossible to address educational problems with the current budget allocation. So, it seems imperative to fulfill conditions like capacity and financial constraint if education decentralization should succeed without neglecting the already obtained results.**

**For these reasons it is worthwhile to concentrate on the following recommendations.**

- **It would not be possible to advance with the existing capacity constraints observed both at Woreda Education Office level and at the level of local institutions like KETBs and PTAs without undertaking major capacity building effort. An important pre-condition for decentralizing education management is the availability of sufficient capacity and resources at the level to which responsibilities are transferred. Those responsible for education decentralization must have the skills, resources to bear the responsibility. Therefore it would be necessary to build the capacity of the administrative level to which teacher management functions are to be devolved. In addition the writer believes that education decentralization responsibilities at Kebele level should be separated from the political administration whose mandate does not allow giving enough attention for education.**

- **The relationship between the Woreda Education Office of both Woredas and that of schools is characterized by a top-down or hierarchical relationship in decision making. Schools and their representatives (KETBS/PTAs) play the role of implementing agents. The relationship should be redesigned in away a balance between flexibility and control can bring empowerment to schools in the long run. The areas for school empowerment need to be investigated and studied in detail.**
  
- **The idea of community participation seems to be one of the Strategies to bring support to compliment resource limitations on the part of the government and at the same time create a sense of ownership on the part of the community. Initially the major share used to be raised by the State. Currently the community is expected to cover the major share .Can this situation last long is open to investigation. However there are already indications that show that there is a limit to community willingness to support schools in the absence or reduction of government support which shows that a balanced approach on the part of the state is necessary**
  
- **The trend of having dialogue with the larger community is a positive one, though it is at its infantile stage. Therefore the idea of involving the community in matters like identifying problems ,planning and closely monitoring school related activities must be given more attention .**

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