

**EDUCATIONAL PLANNING IN THE
CONTEXT OF DECENTRALIZATION IN
BENISHANGUL GUMUZ**

**BY
SEYOUM BEKELE**



**ADDIS ABABA UNIVERSITY
COLLEGE OF EDUCATION AND BEHAVIORAL STUDIES
DEPARTMENT OF EDUCATIONAL PLANNING AND
MANAGEMENT**

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EDUCATIONAL POLICY AND PLANNING**

**BY
SEYOUM BEKELE**

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Acronyms and Abbreviations

AAU	Addis Ababa University
BGCBB	Benishangul Gumuz Capacity Building Bureau
BGEB	Benishangul Gumuz Education Bureau
EFA	Education for All
EMIS	Educational Management Information System
ERGESE	Evaluative Research on the General Education System of Ethiopia
ESDP	Education Sector Development Program
ESR	Education Sector Review
IIEP	International Institution for Educational Planning
LTPC	Long Term Planning Committee
MoE	Ministry of Education
PPS	Planning and Programming Service
PTA	Parent Teachers Assosation
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nation for Development Programme
UPE	Universal Primary Education

ABSTRACT

The general objective of this study is to examine the practice of educational planning in context of decentralization, to identify the major problems and to provide possible recommendations to be considered by responsible bodies so that decentralized educational planning in Benishangul Gumuz Regional State will be improved. In order to meet the objective of this study the descriptive survey research method was employed. Questionnaires, group discussion, interviews, and document analysis are data collecting instruments of this study. The sample population comprised of a total of 316 respondents; 40 from regional education bureau and zonal education offices, 60 from woreda education and capacity building offices, 216 respondents from 24 schools. In addition, 18 Parent Teachers Association members and 2 experts from finance and economic development bureau were part of the sample. To select respondents, simple random and purposive sampling techniques were employed. The data gathered were interpreted and analyzed by using statistical techniques such as frequency, percentage, mean value and standard deviation. The findings of the study revealed that there was: no responsible unit for educational planning activities at lower administrative tiers; poor participation of stakeholders in planning process; no approval of final educational plan document; no clear procedures for plan formulation; implementation and evaluation; poor linkage between the preparation of annual plan and the preparation of the annual budget ; lack of timely availability of human, financial and material resources and inefficient plan evaluation system. Based on the findings this study has arrived the following conclusions: at different administrative tiers in the region there was no adequate organizational structure for planning; there was lack of legislation and supporting decrees that guide planning process; there was low participation of stakeholders in planning process; and poor efficiency of the educational plan evaluation system. Moreover at regional and woreda levels the final plan document was not approved by any authority, and at woreda and school levels there was shortage of budget for education sector. Based on the above findings and conclusions it was recommended that: the regional education bureau in collaboration with the regional capacity building and civil service bureau should restructure the planning units at different administrative tiers; the regional education bureau in collaboration with bureau of finance and economic development should develop guide line for plan formulation, implementation and evaluation; the regional education bureau should create enabling policy environment for donor agencies and private sector ; the educational institution at different administrative tiers in the region should involve respective finance and economic development office in their planning process; the regional bureau in collaboration with the woreda education and capacity building offices and capacity building and civil service bureau should strengthen the capacity of EMIS at woreda level; the regional education bureau and woreda education and capacity building offices should approve the plan documents by constitutionally or legally empowered bodies.

CHAPTER ONE

THE PROBLEM AND ITS APPROACH

This chapter deals with the problem and its approach. It covers background of the study, the statement of the problem, objectives of the study, significance of the study, delimitation and limitations of the study. Finally, it deals with the definition of terms and organization of the study.

1.1. Background of the Study

These days the development of education is of primary and unquestionable importance to every country in the world. The fast and far reaching social changes now in progress, the enormous growth of population, the pressure of quickly developing economies and the wealth of knowledge and technology available are some of the factors which need special attention to day. The possible ways of meeting the various countries' individual needs in education call for trained men in large numbers and special financial provisions, in addition to new methods of teaching and education. The complexity and urgency of this task has brought planning to the fore as the best means of organizing the action required rationally and systematically for the future.

Global experiences have shown that, the demand for educational planning has been increasing from time to time as a core component of overall comprehensive socio-economic development efforts. On top of this, the rapid changes in science and technology with which educational organizations deal, significance for knowing and defining the new roles of organization and need to bring these organizations with different environment systems make the demand for educational planning essential(Kenzevich in Cunningham, 1982; UNESCO, 1979)

During the 1960s and 1970s, much educational planning took the country as the unit of analysis and policy orientation. The 1980s brought a shift towards decentralization, which was maintained in the 1990s and 2000s and which brought into focus provinces, districts and schools as units for planning (Bray and Varghese, 2010).

The limitations of macro-plans to address locally relevant issues became increasingly evident, and decentralized plans became a more accepted framework for preparing and implementing plans. The economic crisis of the 1980s and the accompanying austerity measures adopted by the state reduced public allocations to education (Lewin, 1987). At the same time, structural adjustment programs argued for a reduced role of the state and public investment in social sectors such as education. In some countries this also reduced the role of federal governments in education. The locus of decision-making shifted from centralized to decentralized levels, making it more participatory (Bray, 1984, 1996; McGinn and Welch, 1999; Varghese, 1996).

Moreover, Musaazi (1988) depicted that more decentralized planning is helpful in relating education more concretely to the needs of individuals and specific communities. Above all, plans should be systematic and be given due attention at grass-root level in order to address the need of local communities and bring about development of the nation. On top of this, successful implementation of educational planning demands the participation of stakeholders in general and the beneficiaries in particular. This is the implication of subscription to a bottom-up approach of reform that strongly advocates participation at grass root levels (Seyoum, 1996). In practice, however, the nature of education service, together with its complexity administration, financial and legislative constraints on the system makes workable planning difficult (Forojalla, 1993; UNESCO, 1979).

In Ethiopia, based on the decentralization policy major responsibility of educational planning is given to regions. The federal ministry of education formulates the country education policy. Based on this major education policy, the regional education bureau prepares its own plan and from regional education plan woredas, kebeles and schools prepare their own plan.

Accordingly, Benishangul Gumuz Regional State is one of the nine federal states recognized in the Ethiopian Constitution. The region, like all other regions in the country has pursued decentralization as core strategy to improve public participation and ensure good governance. Regional Constitution determines the administrative hierarchies in regional government and council of nationalities. The constitution of Benishangul Gumuz Region State acknowledges the roles and functions of the Woreda and Kebele administrations as outlined from Article 84- 96 for woredas, and article 97-108 for the Kebeles administration. The woredas received all the legal powers for planning and management of development within the woreda (BGRS, 1996).

The region is located in the western part of the country bordering with the Sudan in the west, Amhara region in the north and northeast, Oromia in the southwest and Gambella in the south. The region has a total area of approximately 50,380 square kilometers with altitude ranging from 580 to 2,731 meters above sea level. Based on the census made in 2006, the total population of the region was estimated to be 784,345 (49.2 % female & 50.8 % male). According to the administrative structure, the region is divided into 20 woredas that are structured under three administrative zones and one special woredas. In the region there are 22 kindergartens, 365 primary schools, 38 secondary schools, 2 technical and vocational education and training collages, 1 teachers training collage (BGEB, 2010).

1.2. Statement of the Problem

Planning is in a way an essential part of governance process and in the absence of it, the system may lose major part of its rational. Thus, adopting systematic educational planning to the local level of government by providing administrating authority and responsibility should be a great concern for governments to attain their education objectives.

Nowadays, absence of proper planning system, weak capacity of the planning and implementing organizations and the mismatch that exist between planning and its implementation came to be major and most frequently recurring problems that have been tested in a number of developing countries. This may be caused by insufficient exploration of the requirements which must be met to make planning realistic. Among these lacks of adequate resource, effective and efficient management system, proper participatory approach and information and communication system in planning and implementing education could be considered as a serious challenge (Forojalla, 1993; Manor, 1999).

Educational planning should get due attention at every level of policy and decision -making. In this regard, a hierarchy of administrative organization for planning, with clearly defined limits of authority and responsibility that develop to the local levels is essential for success. In most countries, however, making education planning and its implementation participatory have been mainly challenged by lack of organizational capacity and undeveloped communication and coordination mechanism at grassroots levels. These means lack of adequate personal, finance, material, and information system has been identified as further planning barriers which planning and implementing organizations need to tackle (WarWick in Davis, 1980; Hussien, 2002).

In Ethiopia, decentralization of educational management was one of the measures that were indicated in 1994 education and training policy of Ethiopia to solve the problems (low access, inefficiency inequity, poor quality, lack of

relevance and poor managerial system) that challenged the education system. Moreover, the centralized educational system before 1991 was more of bureaucratic was not accompanied by enabling political environment and sound policy frameworks. As a result, the decentralized system of educational management is being under implementation as a remedy to overcome these limitations (Derebessa, 1998). Consequently, a number of attempt have been made in restructuring and devolving power over the major management activities in which planning was found to be a core ones.

In practice, inadequate planning and management capacity at the lower levels of the organizational structures is a critical problem in realizing the goals of education. Skills to interpret policies, collect and analyze appropriate data, and enabling schools to take appropriate action to meet the minimum quality standards defined for the local situation are critically lacking at the lower levels of the organizational structures (MoE, 2002). At regional level and even more so at woreda level, capacity has been a serious problem, with shortage of qualified staff, high staff turnover and staff posts left unfilled, and with the situation being much more serious in the less developed regions(Tesfaye, 2009).

Benishangul Gumuz, one of the less developed regional states of Ethiopia, has been undertaking decentralized system of management. However, regional education sector development plan reports showed a number of problems that have been faced in planning education at different administrative tiers in the region. In this regard, identifying the major problem that related to planning at different administrative tiers in the region and suggesting feasible recommendations were found to be essential.

Hence, it is found to be timely and necessary to conduct a systematic research that helps to know the actual existing situations and recommend some possible solutions in practice of educational planning in context of decentralization in the region.

Thus, the primary purpose of this study is to identify the major problems in practicing of educational planning in context of decentralization in Benishangul Gumuz and to show possible options to be taken to improve educational planning in Benishangul Gumuz Regional State by answer the following basic questions:

- 1) How was educational planning practiced at different administrative tiers in region?
- 2) What are the major problems encountered in practicing educational planning at different administrative tiers in the region?
- 3) What are the lessons from practicing educational planning in the region?

1.3. Objective of the Study

1.3.1. General Objective

The general objective of this study is to examine the practice of educational planning in context of decentralization and identify the major problems and to show possible options to be taken to improve educational planning in Benishangul Gumuz Regional State.

1.3.2. Specific Objectives

1. To examine the practice of educational planning in context of decentralization in Benishangul Gumuz Regional State.
2. To identify the major problems encountered in the practice of educational planning at different administrative tiers in the region
3. To show possible options to be taken to improve educational planning

1.4. Significance of the Study

The primary purpose of this study is to examine the practice of educational planning in context of decentralization in Benishangul Gumuz Regional State and identify the major problems and possible options to be taken to improve educational planning in the region. Therefore, this research may help to:

1. Highlight the problems that deserve attention for future solutions.
2. Show for regional state educational officials how educational planning in context of decentralization practiced.
3. Provide valuable suggestions for policy makers, planners and authoritative officials to remedy the problem.
4. Encourage future research.

1.5. Delimitation of the Study

This study is to see the practice of educational planning in the context of decentralization in Benishangul Gumuz Regional States. In Ethiopia, decentralized educational planning is the concern of all regional states and city administrations. But, because of geographic, economic, time and other unforeseen problems, the study is limited to Benishangul Gumuz Regional State.

1.6. Limitations of the Study

At the time of data collection for the study, in all over the region, there was an implementation of business process reengineering. Thus made displacement some employers from their position and create instabilities and this may have impact on respondent to fill the questionnaire and to participate in interview.

1.7. Definition of Terms

Authority: The right to make decisions and utilization resource for organizational objectives (Rue and Byars, 1990).

Capacity: The ability to get goals, anticipate needs, make informed decision, attract and manage resource in order to achieve the goals .

Decentralization: Transfer of certain authority and power from the highest organization or institution at the national level or state level to organizations or institutions at the sub-state level.

Decentralized Planning: A type of planning where local organizations and institutions formulate, adopt, execute actions and supervise the plan without interference by the central body.

Educational planning: Is the application of systematic analysis to the process of educational development with the aim of making education more effective and efficient in terms of responding to the needs and goals of students and society as a whole(Coombs, 1968).

Region: Regional state with autonomy provided by proclamation No.31/2002

Responsibility: The accountability (obligation) for reaching objective, using resource properly and adhering to organizational goals (Rue and Byars, 1990).

Wereda: A division or area marked off, developed for administrative purpose, with defined authority and responsibility (Proclamation No.31/2002)

1.8. Organization of the Study

The research report is organized into five chapters. The first chapter deals with the problem and its approach. The second chapter covers deals review of the related literature while the third presents the methodology of the study and the fourth chapter focuses on data presentation and analyses. Finally chapter five presents summary, conclusions and recommendations of the study.

CHAPTER TWO

REVIEW OF RELATED LITRATURE

This chapter deals with the review of the related literature as the theoretical framework of the study. It covers the purpose, meaning and special characteristics of educational planning. It also discusses approaches, types and processes of educational planning.

Furthermore, it deals with models and levels of educational planning, conditions required for success in educational planning and major problems of educational planning. Finally it ends by providing necessary insight in practices of educational planning in Ethiopia in general and in Benishangul Gumuz Regional State in particular.

2.1. The Nature and Scope of Educational Planning

2.1.1. The Purpose of Educational Planning

Planning involves knowing where you are going. Not having an objective means that any route will take you to a destination (Stettinius, 2005). This statement reminds education planners that clear strategic objectives are critical for the improving educational access and quality. Effective planning also reduces risks (Davis, 1980). Psacharopolous (1980), claims that no matter what the political aims of the minister, it has been a custom for most countries to have an educational plan. This plan is usually prepared by a domestic team of experts, sometimes using consultants from abroad. Daggett (1984) emphasizes the importance of effective plans if improvement is to occur. Lewis (1983) even proposed that successful education administrators or organizational leaders must understand the concept and the process of educational planning. The purpose of educational planning in Benishangul Gumuz region also does not differ from these.

2.1.2. Definition of Educational Planning

There is lack of agreement among scholars and practitioners regarding definition of educational planning. What some authors refer to as 'educational planning' others identify as 'policy analysis,' 'policy making,' 'management,' 'administration,' 'research,' 'decision making,' or more broadly, 'politics' (Farrell, 1997). The definitions for educational planning are ranged from highly "technicist" to highly "political", and were based on a wide range of different ideological and theoretical positions. Here definitions of some authorities were presented

Beeby (1967:10) defines education planning as;

education planning as future activities in determining policy, priority, and finance for education system realistically adapted to economic and social realities of a country to develop the potency of the education system to fulfill the needs of students and the community served by the education system.

Beeby sees education planning as future activities in determining policy. In my opinion, policy determines plans and not vice versa. The focus for Coombs (1970:10) is the educational needs of students and the community.

education planning, in broad sense, is the application of rational and systematic analysis in the process of developing education with the intention to effectively and efficiently fulfill the needs and education objectives of students and the community.

While this is consistent with the decentralization policy it raises other difficulties. For example who determines the needs of the community? The key difficulties are with the implementation of the planning process.

Hamilton (1987) claim that educational planning is a road map for your trip. With map in hand, you plot the shortest distance over the best roads to reach your destination: the goals and objective you set. Without knowing where we are going, it is unlikely that we will get there. Without planning, the operational

and functional performance of the educational institution will be less than optimal and the overall objectives will be difficult to achieve.

Franco (1994) in 'The Why, What, Impact of Planning' outlines a very useful basic set of ideas and concepts about planning. Planning has to do with change: recognizing it, manipulating it, engineering it and the making things happen. Planning allows managers to take action, to plot activities step by step with each step specifying the output or key result desired, the responsible person, the time frame, the budget required and the possible risks or problem to be met along the way. This is a practice based approach to planning.

2.1.3. Special Characteristics of the Educational Planning

Planning in general and educational planning in particular have their own common characteristics. In addition to these common characteristics of planning, education has its own unique characteristic that both facilitates and hinders its planning (Forojalla, 1993).

According to Forojalla (1993), among the character which favors the planning of education is its organization on the basis of a structure providing for an ordered sequence with students moving vertically through specified stages and at rates decided in advance. Advancement or progress through the system is formally organized allowing for no omission of any of the stages. Forecasting under this condition is relatively easy. The implication of such a close relationship in education is the past; present and future are closely bound up. The other character, which favors the planning of education, is the fact that educational institutions form an interlocking system. The system produces most of its own major inputs. The learners or graduates from one type of level of education invariably form inputs for the next. The qualification obtained from one course, become the entry requirement for another.

The other aspects of educational planning characteristics are complicating factors. According to Forojalla (1993), long period of time for a group of students to pass through the education system from primary school to college is taken as one factor which complicates planning of education. This means quick changes are not easily attained. Educational managers and planners have to live for a long time with the consequences of past decisions. Another factor which complicate planning of education is the high degree of interdependence of education systems tends to make the whole system rather self-contained, hence the charge which has been labeled against school systems as self-serving monopolies by the de-schoolers. In addition to the above factors, there is the uncertainty about the intended aims of education at the national level. Even if it were possible to define all possible aims of education, yet there is another complicating factor which complicates planning in education that is how to identify the exact relationship between inputs and outputs in education. The major input for education is the learner that influenced by many things apart from school. So it is difficult to identify which of the influences makes most impact on the output of the education system.

Hence, although the continuity and interdependence of the education system greatly facilitates its planning, other characteristics of the system such as its rigidity, the facts that education basically deals with people and the fact that many poor and often small countries have little control the world economic forces, means that planning in broadest sense is often clouded by complication and uncertainty (Forojalla, 1993).

2.2. Approaches to Educational Planning

Kaufman (1972) suggests that education planning, depending on the types, levels, and problems to be addressed, can be categorized into three approaches i.e. social demand, manpower, and rate of return approaches.

Social Demand Approach

If the planning objective is to serve community demand for education, then the demand approach is the most appropriate. Community demand for education may be categorized into equity and quality (Kaufman, 1972).

Equity reflects the fairness of distribution of educational resources, opportunities and/or outcomes across relevant categories such as province, region, district, income class, social class, ethnic group, sex, minority, etc. Since the decentralization of education has been enacted and adopted, equity becomes a crucial issue and a challenge. Ideally, decentralization will distribute educational resources and opportunities fairly, but in reality disparity among the districts becomes wider.

Quality or improvement of education is defined as the educational value that is added by the education system. That value, the acquisition of knowledge, skill, and dispositions, is achieved through the education process. Thus, improving the quality of the education system is one of the high priorities. However, it becomes problematic at the implementation level.

Manpower Approach

Kaufman (1972) suggests that if the objective of education planning is to increase relevance between education supply and manpower demand, that is to close the gap between education supply and labor demand from the world of work, then manpower approach is the most appropriate one. In education, the term relevance reflects the extent to which the education system contributes economically to the national development process.

Rate of Return Approach

According to Coombs (1970), if the objective of education planning is to increase education efficiency, then rate of return approach is the most appropriate. Basically, this approach tries to achieve a rate of return from education investment by comparing the benefits and costs.

Efficiency means getting the most from the system given the resources used. Efficiency can be further differentiated into internal and external efficiency. Internal efficiency refers to the relationship between achievement of educational objectives and resources used. External efficiency puts the notion of efficiency in a broader social context, and refers, for example, to the highest economic return on the resources used in the education sector after graduates enter the labour force.

Kaufman's approaches to educational planning are relevant and significant to Benishangul Gumuz region, particularly the social demand approach. On the other hand the rate of return is more appropriate for ad hoc projects where there is a cost benefit analysis which is more feasible and realistic. Also it probably has more relevance to vocational-technical education and higher education.

2.3. Types and Process of Educational Planning

2.3.1 Types of Plans

Classification Based on Duration

Educational planes can be designed by the time period covered and the degree of the detail they contain as a short range, medium range, long range planes (Jeilu, 2009).

Short-range plan: - It is detailed and specified plan; mostly it takes place at lower levels of organizations. If a plan is too short, we cannot anticipate far happenings. Besides, projects may not be completed. A short-range plan in one country can be long-range plan in another country depending on the availability of data or resources. It covers one to three years and link to public budget.

Medium-range plan: - It is more popular in developing countries because it is not too short and not too long. There is time to revise the plan before problems grow in to unmanageable size. It covers three to five years; formulate implementation strategies by setting measurable objectives and targets, setting priorities, and outlining implementation modalities.

Long-range plan: - Long term plans addresses issues more general and broader in nature. It is undertaken so that it can be used as a main guide for the development of formal, informal and non formal education. The plans and programs described in this planning process are still very generic in nature and lacking in detail, especially concerning annual programs and activities. It spanning ten years and more, and contain overall, general goals and objective.

Classification Based on Breadth/Function

In above section plans are classified based on the time span, here the classification is base on scope or breadth of activities represented (Jeilu, 2009).

Strategic plans: - Allison and Kaye (2005) suggest that strategic planning is a systematic process through which an organization agrees and builds commitment among key stakeholders to – priorities that are essential to its mission and are responsive to the environment. They further identify several key concepts of strategic planning as follows: (1) the process is strategic because it involves choosing how best to respond to the circumstances of a dynamic and sometimes hostile environment, (2) strategic planning is systematic in that it calls for following a process that is both structured and data based, (3) strategic planning involves choosing specific priorities, (4) the process is about building commitment, and (5) strategic planning guides the acquisition and allocation of resources.

Operational Planning: - are short-term, detailed and facilitate the achievement of strategic plans. It also incorporates single use and standing plans. Operational planning facilitates the achievement of strategic plans and it may or may not

grow out of strategic plans. Operational objectives are verifiable, focused on present projects/ programs, and directed at required internal actions and outcome (Cunningham 1992).

Among these types of plans, in public institutions in Ethiopia Strategic and Operational Planning plans are vary common. So, in this study mostly I looked into the regional education sector development plan (ESDP) development and implementation and strategic and operational planning plans development and their implementation at different tiers in the region.

2.3.2. Planning Process

Although there is much disagreement regarding theoretical approach to planning, there is significant agreement on the major steps the planning process itself. Ackoff as cited by Cunningham (1982) put planning process into four planning stages: (1) end planning or process of determining goals, objectives, and policy;(2) means planning or the selection of methods of execution; (3) resource planning or the process by which we obtain the necessary resource; and (4) organizational planning or the process by which we give shape to and improve mutual relations between people and groups.

Cunningham (1982) set planning process as answering the following eight key questions :(1) Where are we? (2) Where do we want to go? (3) What resources will we commit to go there (4) How do we get there? (5) When will it be done? (6) Who will be responsible? (7) What will be the impact on human resources? (8) What data will be needed to measure progress?

Answering such questions can appear as description of needs, challenge, capabilities, and opportunities in the internal and external environment; as strategic budgetary, and operational plans; and assessments of progress.

Gamage(2006) by adapting from Bangher and Trull set seven key steps that can be followed in the planning as: (1)Defining planning problem that means delineate the scope of the problem, study “what has been”, determine ”what is” versus ”what should be”. Identify the resource and constraints and establish planning priority; (2) Analyzing the planning problem area, here study areas and systems of sub-areas, gather data and forecast is incorporated; (3) Conceptualizing and designing plans that means identify prevailing trends, establish goal and objectives and design plans ;(4) Evaluating plans which means simulate, evaluate options and select a plan; (5) Specifying the plan that incorporate formulate problem and report results; (6) Implementing the plan that incorporate prepare program, justify the plan legally and organize operational unit; and (7) Feedback on the plan, here monitoring the plan, evaluating the plan and adjust, alter, redesign or plan for what, how , and by when incorporated.

Most of the above steps of planning process were categorized into plan formulation, implementation and evaluation. According to Forojalla (1993) the plan formulation consists of four basic stages that are the formulation of education objectives for the plan; the determination and phasing of the targets to be achieved; the choice of strategies and polices to suit the targets and the establishment of guidelines to assist technicians in the arithmetical formulation of the plan. Plan implementation consists: to organize an efficient system of information; to educate the population on the objectives and targets, as well as the rationale behind the choice of priorities; to organize the process of implementation itself; to elaborate the plan and finally to review and evaluation of the plan.

UNESCO in its Handbook for Decentralized Education Planning: Implementing National EFA Plans (UNESCO, 2010) and Strategic Planning: Organizational Arrangements Education Sector Planning Working Paper (UNESCO, 2005) set similar principal steps of education planning which are common in formulation of educational plan in Ethiopia. Broadly speaking the different phases are:

Sector diagnosis: The diagnosis of the existing situation will start with an analysis of the statistical information (including information about cost and financing) and of the various documents available (review reports, project documents, policy papers, reports). The sector diagnosis should end with the identification of the main challenges to be addressed during the coming years. It is important that the decentralized levels of management be involved as actively as possible in carrying out this phase.

Policy formulation: Policy formulation has to do with defining long term goals, which might well extend beyond the medium term plan, and with selecting major strategies to reach those goals. Policy formulation is partly based on a review of existing policies and partly on the results of the situation analysis. The policy review and even to a certain extent the policy formulation itself, at least in broad terms, can already be carried out in parallel with Sector diagnosis. The two phases are interwoven and should enrich each other. The policy formulation is an iterative process which implies a close interaction between the planning experts and the policy makers.

Selection of the key plan objectives and priority areas: This phase is intimately linked to sector diagnosis and policy formulation. The identification of the main challenges resulting from the situation analysis, together with the broad policy orientations retained will serve as the basis for setting the main plan objectives and targets and for selecting the priority programs

In order to make the final selection of objectives and targets realistic, a rough feasibility testing of different education development scenarios will have to be carried out during this phase. This means that the preparation of the simulation model, which will serve as the instrument for the feasibility testing, has to be initiated at the very beginning of sector diagnosis in order to be ready for its use during this Phase .

The decentralized levels of management should again be actively involved in carrying out this Phase.

The end of the phase is the appropriate moment to launch a broad consultation process of the different categories of stakeholders in order to share with them the results of the above phases and invite their comments and suggestions about the main challenges ahead, the national policy goals and orientations selected and the key plan objectives and priority areas identified .

Design of priority programmes: Once the plan objectives and priority action areas have been fixed, specific priority programs will have to be designed for reaching the objectives, with indication of precise targets, of the key activities to be completed, of the corresponding time lines, and of the units responsible for each activity. This phase is generally the most time consuming. The active involvement of the decentralized levels of management might be more difficult to organize but should be pursued to the extent possible (e.g. through the active participation of selected local level officers in the different Working Groups in charge of the program design)

Preparation of the cost and financing framework: Basic information about cost and financing should have already been collected at the beginning of sector diagnosis, and first rough cost estimates for reaching the medium term plan objectives will already have been made during selection of the key plan objectives and priority areas.

During this Phase specific costs of the different priority programmes will be estimated and the overall cost of the plan (recurrent and capital) will be calculated and balanced with the estimated funds that will be available. This will involve a final feasibility testing of the plan objectives.

The cost and financing framework should be prepared in close cooperation with Finance and Economic Development Ministry /Bureau.

Design of the monitoring and review system: Once the preparation of the priority programmes is already well advanced, the monitoring framework can be designed. This framework will present a matrix of key indicators, and spell out the monitoring structures to be put in place at different levels of management as well as the monitoring processes to be followed (including the review processes with the donors).

Writing up of the draft plan: The different sections of the draft plan will have been produced during each of the previous phases. During this Phase the different sections will have to be brought together in one coherent document.

At the end of this phase the draft plan should be shared with the stakeholders, and in particular with the donor agencies, the Finance and Economic Development Ministry /Bureau and the decentralized levels of management, in order to collect their comments and suggestions for revision and finalisation.

Revision of the draft plan and official approval of the final plan document: The revision of the draft plan should take into account the comments and suggestions collected from the different stakeholders. The revised plan document will then be transmitted to the Steering Committee for its appraisal and recommendation to the Minister for its official approval.

Once the plan has been officially approved a launching event can best be organized in order to inform the public at large about the plan and to mobilize the different stakeholders for its successful implementation.

2.4. Educational Planning Levels and Models

2.4.1. Planning Levels

A planning exercise can be attempted at different levels. Based on this Jeilu(2009) classify educational planning as planning at the school level, clusters school level or community level planning level I, planning at woreda or sub city zone and regional level planning level II, and planning at the central or national level planning level III.

Others classify as macro, meso, micro and institutional levels. At the macro level, the unit of planning can be a nation or a state or an autonomous region, while at meso level it can be a province consisting of a number of districts. At the micro level the educational planning is extended to a district, block or a village. At the institutional level the educational planning relates to the specific institution or schools (UNESCO, 1991).

In a decentralized planning framework, one would see macro and micro planning as a continuum, where one moves from the generality of purpose (developmental goals) at the macro level towards greater degree of specificity (disaggregated targets, processes, implementation control mechanisms, etc.) at the micro level. At the meso level, however, it should be possible to identify sectoral programs and micro plans. In the education sector, the meso level should facilitate interaction between the micro level understanding of the educational situation and the macro level policies and the strategic development framework. Macro and micro planning in education are complementary, and in developing country contexts, it is very much necessary to create appropriate institutions and decision processes for interweaving the top-down and bottom up linkages between them (Prakash, 2008).

2.4.2. Mega, Macro, and Micro Planning Models

Differences in educational planning approaches are dependent upon who is identified as the primary client and beneficiary of the “deliverables.” Accordingly Kaufman (1995) classified it into three:

Mega Planning

When the primary client and beneficiary is the community, the planning is identified as mega planning. It emphasizes societal good. Each person in educational organization and everything he or she does and produces are linked. Every element must be directly linked with each other element for the system to work.

From this perspective, any educational system (education office, school, courses etc) is integrated with societal needs and it is a means to societal ends. This approach operates on the basis of that which is good for the society is also good for the organization and its people.

Macro Planning

Macro planning are of special concern to educational officials where the primary client and beneficiary is the educational organization it self. Most approaches to planning, assume the organizations survival is paramount and any planning must deliver organizational continuation, well being, and growth-which this mode of planning might identify learner performance both in and out of school.

Micro Planning

When the primary beneficiary an education organizations internal clients-teachers, learners, courses, activities, the micro level planning is used. It applies to most of what education typically designs, develops, and delivers. Organizations are composed of people and the resources that support them. Individual as a client planning foci could be the development of social and job skills, passing competency test or a project to improve literacy.

In practice all the three models are nested and integrated. Mega level results are outcomes (impact-broader results) while that of macro level results are outputs (immediate result/-graduates) and micro level results are product (building block, course completed).

2.4.3. Rational and Political Decision - Making Planning Models

Rational Planning Model

The rational planning or deductive planning model has dominated discussions. This model approach to decision making begins with goals and then moves to the development of policies, programs and the particular actions that are required to achieve those goals. The fundamental assumption of the rational planning model is that in the fragmented, shared power settings that

characterize many public and non-profit organizations, networks, and communities, there would be a consensus on goals, policies, programs, and actions necessary to achieve organizational aims (Bryson, 2004).

Although the rational planning model appears straight forward it has weaknesses. First, the results of this model did not fulfill the expectations it had aroused. Often there seemed to be disconnect between the model and the reality of practice. Moreover, it led to several kinds of imbalances especially between the centre and the rest of the country. Benefits of development, by and large, remained outside the reach of weaker sections of society. Second, the rational planning model could not take detailed field conditions into account. Third, its top-down approach meant that it did not involve local staff who often had detailed knowledge about local conditions.

For Ethiopia, this model is problematic. While this model may be appropriate in a highly centralized context, it is unsuited to a decentralizing context in which decision making is supposed to be shifted from the centre to the local level.

Political Decision - Making Model

In contrast to the rational planning model, Bryson (2004) outlines what he called a political decision-making model of education planning. Basically, this model is inductive, not deductive. It begins with issues involving conflicts. The conflicts may stem from the ends, means, timing, location, political advantage, reasons for change or philosophy and values. As efforts proceed to resolve these conflicts and learn how to move ahead, policies and programs emerge that address the issues and that are politically rational. That is, they are politically acceptable to involved or affected parties.

According to Bryson (2004), the inductive planning model has several advantages. First, inductive planning will generate community participation, and therefore, educational plans can become more feasible for implementation as compared to a deductive planning approach. Second, inductive educational

plans are more sensitive and hence more responsive to the local needs and problems of the people. Third, the political decision making model can help local people who are in control of affairs to reconsider, recast and amend plans in the light of rapidly changing circumstances in the socio-cultural, political and economic circumstances of the community which is served. Fourth, the inductive planning model enables local management and implementing machinery to focus on the specific and varied needs of even smaller sections of the community. Fifth, the inductive planning model can further ensure the immediacy required between planning and its implementation. Sixth, in the context of inductive education planning, when people interact with each other, it often leads towards a sense of oneness and homogeneity. Seventh, inductive education planning can lead to the mobilization of the already existing resources and generation of new local resources to an optimum extent.

However, although Ethiopia is decentralizing, it still has a national education system and therefore, pure inductive planning (political decision-making model) is less appropriate for Ethiopia. Bryson (2004) suggested that it was better to use the political decision-making model to work out consensual agreement on what programs and policies will best resolve key issues. Then the rational planning model could be used to recast that consensus in the form of goals, policies, programs, and actions. Thus, interaction between the political decision-making model and rational-deductive education planning is required.

2.4.4. Centralized Planning vs. Decentralized Planning

A centralized plan is one where the whole process of planning takes place at the central national level. Such a plan might as well provide regional (provincial, district level, or block level or even village level) disaggregation of plan proposals, targets, resources, etc. nevertheless it is centralized plan.

The limitations of centralized plans to address locally relevant issues became increasingly evident, and decentralized plans became a more accepted framework for preparing and implementing plans (Derebssa, 1998; UNESCO,

1991). Decentralized plans were expected to address the issues related to disparities in a more meaningful way than was possible for centralized plans. Under such a system, the provincial governments or even district authorities receive only guidelines and general objective of planning process takes place at the provincial or district levels. Theoretically it is possible that the plans prepared by provincial and regional or local governments are incorporate into the national plan authorities, in which case the national plan should be considered as decentralized plan in character and not as a centralized plan (UNESCO, 1991).

Decentralization of educational planning and management become increasing to ensure great community participation in a number of countries (Aggrwal, 1997; Winkler, 1989). However , in practice, the local governments have got responsibility of planning and implementation of educational in a decentralized governance, they have had to pass through a number of constraints such as ; lack of experts, reliable data and information, lack of budget and delays in budget allocation, lack of awareness about the decentralized planning and implementing process among politicians, lack of planning and implementing skills, frequent transfer of staff, poor standard of coordination among sectarian agencies, and lack of peoples participation.

To this end, educational planning in a decentralized system of government is most successful if there is a tradition of self reliance by local communities ; if local government or communities have their own source of tax, if the pressure for planning originates with the community rather than ministry planners; if all important affected political groups are involved and informed about development of educational plans; and if administrative capacity at local level either already exists or is trained in educational planning and implementation (Aggrwal, 1997; Winkler, 1989; Seyoum, 1996).

2.5. Conditions Required for Success in Educational Planning

Considerable attention has been given to identifying the conditions that promote successful educational planning. Ruscoe (1969) stated that conventionally, legal, staffing and technical conditions are seen as necessary conditions for successful educational planning. He identified ten conditions for successful planning. First, political commitment to educational planning must include both commitment to establish planning offices and commitment to support planning activities. Second, educational planners must know what are their responsibilities and rights, and legal descriptions of planning positions are not sufficient. Third, rigorous but not rigid distinctions must be made between political, technical and administrative areas of educational planning. Fourth, greater attention must be given to diffusing the power to make political and technical decisions. Fifth, greater attention must be given to the development of clear educational policies and priorities. Sixth, a central task of educational planners must be the development of clear technical alternatives as means of attaining given politico-educational aims. Seventh, as a corollary, an attempt must be made to reduce the politicization of knowledge prevalent in many countries. Eighth, greater effort must be made to assess public opinion on the future development and direction of education and to elicit public support for the making and carrying-out of educational plans. Ninth, educational administrators must more actively support the changes implied in education planning. Tenth, where considerable portions of the educational system are not under the direct control of the government, greater effort must be made to establish mutually beneficial coordination between government and private and university educational authorities.

The ten conditions identified by Ruscoe are comprehensive and I found them a useful guide. However these ten conditions are not sufficient for success in educational planning. As they were developed some time ago they do not include any reference to the role that information technology can play in the

planning process. Moreover the conditions are goals and often achieving these goals is difficult.

The importance of information for educational planning is stressed by Psacharopoulos (1980). He claims that if educational planning is to be successful, information (data quality) is an essential condition for the success of educational planning and policy. He further claims that if an educational planner would like to apply the social-demand approach to educational planning and it is appropriate for Benishangul Gumuz, the planner has to have the following pieces of information: past demographic trends and projection of the number of births; figures for enrolment by individual; internal migrations of the school-age population; and student aspiration by region, socio-economic group and household composition.

Stettinious (2005) argue that planning requires people with capacity and they claim that getting the right people is the cornerstone of planning and of the executing strategy. UNDP (1997) defines human capacity as the ability of individuals to perform functions effectively, efficiently, and sustainably. Moreover good educational planning also requires strong coordination horizontally as well as vertically.

There is substantial literature claiming that good educational planning requires strong monitoring and evaluation (World Bank, 2004; UNESCO, 1993). This claim is very acceptable because in any project, the cycle is always plan, implement, evaluate, reflect and revise the next plan.

Last but not least, successful educational planning must always require a good education management information system (EMIS). EMIS has been considered as an important part of education planning because of its ability to provide fast, accurate, objective and reliable data. As UNESCO (1986) stated the setting of future development of educational activities will be to a large extent aided by better supporting mechanism for the supply of information for educational

planning and decision making. In the words of K.C. Tung (2003), EMIS refers to a system for processing information for the management of education resources and services. Tegegn (2003) defines EMIS as a system designed to systematically organize information related to the management of educational development. Tegegn (2003) further defines EMIS in the context of decentralization as follows. Decentralized EMIS is a share of authority, responsibility, accountability of data collection, processing, analysis, publication, distribution, reporting and dissemination of information to lower levels of administrative units.

2.6. Major Problems of Educational Planning

A simple classification of planning related problems might include both problems which may exist internal to or in direct association with the planning process itself; and problems which may exist in the organizational framework within which the planning process must precede, and which may impose on the planning process.

Ruscoe (1969) has broken down problems of the former type into three general categories: problems involving the legal basis for planning, staffing problems, and technical problems. He has argued that the legal, staffing and technical conditions conventionally associated with educational planning, while necessary, are not sufficient, either singly or in concert, to produce successful planning. Even when the internal conditions are fully met, problems existing in the organizational framework may render the climate unresponsive or actively hostile toward planning, thus hinder the success of planning activities. Ruscoe has broken down problems of this latter type into two general categories: those involving political constraints, and those involving administrative constraints.

Organization theory suggests that an organization must have a goal or an hierarchy of goals. In large organization of any kind, and especially in governmental getting, the establishment of goals and policies is largely a

political process. The structural and procession mechanisms by which an organization establishes its goals and attendant policies are very important. An organization can be at a serious disadvantage if such mechanisms and processes are insufficiently developed, are poorly articulated, or if they fail to function. Certainly, planning is not possible, by definition, in the absence of goals and policies.

Similarly, with respect to the category of administrative constraints, organization theory suggests that there are at least two very central administrative processes. One of these is the assignment of differentiate tasks or roles to various actors within the organization .The other is the coordination of activities, once the division of labour has been achieved. Even the best plan cannot be put to use if the administrative system is inadequate to implement it.

Hence, any disability or failure in a decentralized government to produce a clear and coherent set of goals and policies and to achieve a clear allocation of roles or to achieve coordination of activities among various levels of government with respect to the educational system affects the educational planning.

2.7. Educational Planning Practices in Ethiopia

From the time of modern education, the education system in Ethiopia was undergoing continuous changes to fit the socio-political situation of the country (Teshome, 1979). Hence, it could be said that the development of modern education has been influenced by the development needs and ideological orientations and direction of the governments.

As history revealed, the Ethiopian education system that started in the Imperial regime has been disrupted in its infant age during the occupation of the country by the Italian government (1936-41). Then after, the technical services and the limited industrializations that were realized during the war have been emerged as unintended favorable outcomes and increased the need for modern education (Ayalew, 2000).

In order to promote the aroused needs immediately after the war, the government of the Imperial period formulated Long Term Planning Committee (LTPC) with the objectives of “Controlled expansion” in the share of education and to produce limited personnel to meet the manpower needs of the country. To this effect, the committee came up with different recommendations of which “to gear education towards speedy promotion of the universal primary education (UPE)” was the major one, however, its achievement was poor (Teshome, 1979).

To counteract these failures, the government set up a committee in 1961 to evaluate the sector and come up with recommendations. Based on this, among the recommendations reported by the committee, achieving 82.8% of school age primary education by 1980 was the major one. However, the government rejected the proposal by considering it as costly and unrealistic to the rate of the country’s economic growth and instead preferred to go about by developing the 2nd five year (1962-67) development plan (Ayalew, 2000), and its performance was also poor.

These and other critical factors, necessitated for the overall evaluation of the education sector which was known to be the Education Sector Review (ESR). Among other things, the ESR came up with the recommendation that decentralizing primary education to provincial levels and retaining secondary and higher education at Ministry level. In this regard, in fact for the country like Ethiopia, where the chief support of the economy is agriculture, the approach seemed quite attractive and pragmatic except limiting secondary education to selected students in accordance with the economic resources and manpower needs of the country (Seyoum, 1996). Seyoum also added that, the ESR was one of the boldest attempts to educational reforms taken by the Imperial regime and was all laudable, however, for it has not participated the stakeholders at grass roots level (teachers, students and parents), oppositions were raised and followed by the outbreak of the revolution that led to the Derg regime, it died a sudden death before being put in to practice.

To improve the weaknesses like high disparity, inefficiency, low quality and lack of relevance of the education system occurred in the Imperial regime particularly on primary education, UPE with in the short period of time supported by available resources came to be the educational priority of the Ministry of Education in the Derg regime (MoE in Seyoum, 1996).

However, improvements in access of primary education emerged at the start came to be declined and the quality of education was found to be poor due to managerial and resource capacity constraints. To alleviate these problems, efforts like conducting Evaluative Research on the General Education System of Ethiopia (ERGESE) and formulating and implementing the Ten Years National Perspective Plan were made. However, the ERGESE was not put in to practice due to the launching of the Ten Years National Perspective Plan (1984-1994). Although the Ten Years National Perspective Plan attempted to implement some aspects of its intended objectives, it stopped functioning due to change of the regime by 1991(Seyoum, 1996). Thus, towards the end of the socialist regime the relevance of the curriculum, the quality, accessibility and equity of educational opportunity was much declining (Seyoum, 1996).

In general, in the context of educational planning and its implementation the encouraging efforts regarding the Long Term Planning, ESR, ERGESE and the Ten-year perspective plan have not registered effective results because the education system in this period was more of bureaucratic, centralized and was not accompanied by enabling political environment and sound policy frameworks. Consequently, educational planning and its implementations were found to be weak.

Following the downfall and replacement of the Military government by the Transitional Government of Ethiopia and later on by the Federal Democratic Republic of Ethiopia, decentralization is among the major changes that were promised and are being implemented. The education system which was highly centralized since its time of start in the country has been decentralized with

major devolution of powers to the regional and to the sub-regional administrative levels of zonal and Wroeda. In this connection, due emphasis was given to decentralized educational management after the introduction of the New Education and Training Policy (ETP) declared in 1994.

✓ Moreover, it has devolved the responsibility of management of primary and secondary education to woreda level. The decentralization to lower level of government was undertaken with the objective of improving efficiency. Since woredas education offices are managing small number of schools compared to regions, planning and implementation of education programs is assumed to be more effective.

The practice of educational planning depends on the level of development of education and the focus in educational policy. Ethiopia has expressed its commitment for achieving the Education for All (EFA) goals indifferent forums. Its commitment is also well articulated in its various official documents. To this effect, it has introduced a sector-wide approach in developing and implementing its educational plans. Accordingly, it has planned and implemented three education sector development programs (ESDP-I, ESDP-II and ESDP-III) and the fourth one is under implementation.

Most objectives that were set in ESDPs were implemented and accomplished at regions and woredas. In this regard, much effort has been made to improve the implementation of educational plans; however, as studies conducted by different scholars depicted, despite its encouraging trends, the decentralized planning and its implementation was entangled by so many problems. These include: lack of decision-making power, lack of accountability and representation, lack of meaningful participation of the population, and severe shortage of skilled manpower and capacity constraints (Hussein, 2002; Jeilu, 2001). In light of this, careful planning and its implementation are obviously important, but it accounts for nothing, unless the lower level echelons are

aware of the product and have the skills to implement educational activities at regional, zonal, woreda and school levels (Derebssa, 2001).

2.8. Educational Planning Practices in Benishangul Gumuz

Benishangul Gumuz Region constitution has granted woreda level authorities the planning and executive power within their jurisdiction. The local government law of the region indicates that the major tasks of the Woreda council in relation to planning include: Ensure the preparation of strategic development and annual plans for its area in the context of the development policies and plans of the Region; Promote the involvement of communities in development planning, implementation and review processes; Approve the budget of the Woreda and oversee its implementation; Monitor and evaluate the performance of plans and the budget and make appropriate decisions in the light of performance achieved. Like the woreda administration, the regional constitution establishes the Keble Administration as a decentralized local government (BGRS, 2010).

In the education sector, efforts have been made to deepen decentralization to school level. Decision-making is being shifted from region to Woredas and further to school level to improve direct response and service delivery. Accordingly, to facilitate the implementation of this decentralization process, MoE has developed Guideline for Organization of Education to Management, Community Participation and Education Finance (MoE ,2002) and the region has indorsed and used this guideline to decentralize the educational activities. The deepening of decentralization to Woreda level has contributed to strengthen Woreda level educational institutions. It also offers opportunities to strengthen local governance, encourages initiatives, increases sense of accountability, broadens the participation of communities, and improves school management and transparency.

Concerning to planning, the region in 1997 launched the first five-year Education Sector Development Program (ESDP-I) as part of a twenty- year education sector indicative plan and to implement the 1994 National Education and Training Policy. The main thrust of ESDP is to improve educational quality, relevance, efficiency, equity and expand access to education with special emphasis on primary education, as well as the promotion of education for girls and the indigenous nationalities to achieve universal primary education by 2015. Consequently the region now developed the fourth education sector development program (ESDP IV) of the region, which will span for five years.

Even if different plans have been formulated and implemented in the region there is weak program management and implementation capacity and inadequate planning and management capacity at the lower levels of the organizational structures (e.g. woredas), is a critical problem in realizing the goals of education. Skills to interpret policies, collect, analyze and use education data, and enabling schools to take appropriate action to meet the minimum quality standards defined for the local situation are critically lacking at the lower levels of the organizational structures (BGEB, 2005).

CHAPTER THREE

THE RESEARCH DESIGN AND METHODOLOGY

This chapter outlines the methodologies that were used to gather and analyze the data. It also outlines the sources of data, sample size and sampling techniques, data collection instruments and procedures and method of data analysis.

3.1. The Research Method

Since, the purpose of this study was to examine the educational planning practice at the time of study at different administrative tiers in the region and identifying some major problems related with decentralized educational planning, the descriptive survey method was found to be relevant and appropriate. Because this method enable the researcher to get information concerning the current status of given phenomenon. Moreover, it helps the researcher to see the existing conditions or relationship, prevailing practices, current beliefs, points of view or attitudes, processes that are going on and their effects and the developing trends. In short, it helps the researcher to determine the nature of a situation as it exists at the time of study.

3.2. Data Sources

The sources of data for this research were both primary and secondary. The primary data for the research were collected from personal experiences of personnel working in different levels of the region such as from regional, zonal, woreda education officials and experts, experts from regional finance and economic development, school principals and teachers.

Secondary data sources consulted for this study was official documents from different government and non government organization. Some of these are :The Federal Democratic Republic Ethiopia Constitution(FDRE, 1995), Ethiopia Education and Training Policy (MoE, 1994), Educational Leadership and

Administration Community Participation and Financial Directive(MoE, 2002), Benishangul Gumuz Regional State Constitution (BGRS,1996), proclamation on Strengthening Local Governance in Benishangul Gumuz (BGRS, 2010), Study on the Decentralization Strategy for Benishangul Gumuze Regional State (BGCBB, 2009), ESDP (MoE,2002) II and III (MoE,2005), ESDP implementation manual(MoE,1998), Benishangul Gumuz ESDP III(BGEB,2006) and IV(BGEB,2010), Analysis of Capacity Development in Educational Planning and Management in Ethiopia(Dramane, O. et.al, 2011) Educational Planning and Capacity Development in Ethiopia(Tesfaye , 2009), The Development of Education: National Report of Ethiopia (UNESCO, 2001) , Achieving Better Service Delivery Through Decentralization in Ethiopia (Garcia and Rajkumar, 2008), good governance package(different procedures that was developed to strengthening decentralization and planning at local level) that was developed by capacity building and civil service bureau and different educational plans at woreda and school level were reviewed.

3.3. Sample and Sampling Techniques

In Benishangul Gumuz regional state, there are three zonal administrations, Assosa, Metekele and Kamashi; and one special woreda(Mao Komo). In this region, there are 20 Woredas and 432 Kebeles. The research was targeted on all woredas of the region. According to categorization of regional capacity building and civil service bureau, all woredas in the region are categorized into three levels high (7 woredas), medium (4 woredas) and low (9 woredas) based on their development level. Three sample Woredas were taken from each high and low levels categories and from medium level two Woredas were randomly selected. From each randomly selected woredas two primary schools (one from urban and one from rural) and a secondary school were randomly selected. From the selected schools purposive sampling was used to select a principal, eight teachers ,three members of parent teacher association (PTA) that have some experiences in school planning. Besides, selected woredas' education and capacity building officials (Heads of the office) and experts (Planning, Educational

Supervision and Education Support and Material) were taken through purposively as sample population. Moreover, the regional education bureau officials (Deputy Heads and Process Owners) and experts (Planning experts and experts from each process), zonal education and capacity building experts (Planning, Educational Supervision and Education Support and Material) and finance and economic development bureau planning experts were part of the sample.

The sample population of the research comprises of a total of 316 respondents; 40 from regional education bureau and zonal education offices, 60 from woreda education and capacity building offices, 216 respondents from 24 schools for reasonable representation. Of these, 9 respondents from region and woreda levels were approached by both questionnaire and interviews, and the rest by questionnaire. In addition, 18 PTA members (from each categories one woreda was randomly selected) were approached by focus group discussion and 2 experts from finance and economic development bureau were approached by interview. The selected respondents were those who have direct relation with the issue under the study and who can give their opinion and experience.

3.4. Instruments and Procedures of Data Collection

Instruments of Data Collection

Since, it was a survey study conducted on large size of population, the process of data collection was mainly through questionnaire. In addition, to ensure the reliability of the data and for qualitative and in- depth information, interviews and focus group discussions that was held with key educational officials and experts , experts of finance and economic development and PTAs and document analysis served as additional sources of data.

Three types of questionnaires; one for regional and zonal education officials and experts, one category for woreda education official and experts and the third for school principals and teachers were administered. The questionnaires were

prepared in English. They contained close -ended items and few open-ended questions. On top of this, rating scales that were supposed to be relevant to various issues under the study were used in the questionnaire. Steps for educational plan formulation, implementation and evaluation and problems in decentralized educational planning were incorporated too.

Before the questionnaires took the final form and administered, they were commented by the advisor of the thesis and by experts from education bureau to evaluate its validity. In addition, to check the reliability of the questionnaires pilot test was conducted in Bambasi woreda at two schools. To this end, 20 questionnaires were distributed to Bambasi secondary school and Bambasi primary school. To examine the internal consistency of the item under each variable, the reliability coefficient of the test (α) was computed and α found to be 0.96 for educational plan formulation, 0.94 for educational plan implementation, 0.85 for educational plan evaluation and 0.89 for problems encounter in decentralized educational planning. Different literatures suggested that if $\alpha > 0.60$, as there was good internal consistency among the questions. So, since in all cases $\alpha > 0.85$, there was internal consistency among items in questionnaire. So items of the questionnaire were found to be valuable for pretended purpose.

The researcher used direct face to face interviews. An interview is usually defined as an interaction and conversation between two persons in order to get information from the other. An interview is used to gather descriptive data in the subject's own words so that the researcher can develop insights on how subjects interpret some piece of the world (Bogdan and Biklen, 1992). Interviews are also appropriate to collect in-depth data about phenomena from a respondent's point of view. The interviews were conducted with respondents from education and finance and economic development bureaus and woreda education and capacity building offices. Here, the role of each bureaus in educational planning, legal grounds for decentralized educational planning, relation of different administrative tiers and bureaus in planning and implementation and about

resource allocation for education sector were raised. Interview data helped the researcher to gather information specifically related to the respondents' experiences on practicing decentralized educational planning. The data from interviews also provided a better description of what really happened in the field of education.

Focus group discussion was also organized with PTAs to see their role at different administrative tiers in plan formulation, implementation and evaluation. Here, the role of community in setting targets, in action program designing, in mobilizing the resource and in project implementation was discussed.

Data was also collected by extracting information from a range of documents, including the strategic plan of different administrative tiers, annual reports and other related documents.

Procedures of Data Collection

The following procedures of data collection mechanism were used to examine the practice of educational planning in the context of decentralization in Benishangul Gumuz Regional State. First, documentary statistical analysis was made. Second, relevant literature was assessed to get information from what has been done in relation to the problem. Third, basic questions were formulated. Fourth, data gathering tool has been prepared. After reasonable time, the questionnaire was collected and analysis of the data has been made using appropriate statistical tools.

Regarding the field work, administering questionnaires, interviews and group discussion were done side by side by the researcher. In each selected woreda for distribution and collecting the questionnaire and to conduct interviews and group discussion in average, it took up to 3 days. At schools, in distributing and collecting the questionnaire and in organizing group discussions the school principals played great role by selecting appropriate teachers and PTAs members and by coordinating the group discussion.

3.5. Methods of Data Analysis

In this study, both qualitative and quantitative data analyses methods were used. The information obtained from relevant documents, the options gathered through interviews and group discussions, and responses of the rating scales as well as to both open ended and closed ended questions were structured organized and framed to suit analysis and inference. The quantitative data was analyzed by using statistical tools such as percentage and mean scores. Percentage was employed to analyze the frequency of individual responses that was gathered with the help of different questionnaire. To summarize series items mean value was employed. The qualitative data which were collected through group discussions and interviews were organized into reasonable, meaningful units and were coded. Then all similarly coded data were examined and summarized and used for interpretation with quantitative data.

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF THE DATA

This chapter deals with presentation and analysis of data that are categorized in two parts. The first part treats the characteristics of the respondents and the second, deals with the analysis and presentation of the data of educational plan formulation, implementation and evaluation at regional, woredas and schools level.

4.1 Characteristics of the Respondents

The regional, zonal and woreda education officials and experts, experts from finance and economic development, primary and secondary school principals and teachers; and PTA representatives were the main source of data for this study.

To get relevant and dependable information, the selection of these sample representatives was based on their position and responsibility. Especially those who are directly involved in educational plan formulation, implementation and evaluation in the region at different levels.

316 copies of the aforementioned three types of questionnaires were distributed. 40 copies for regional and zonal and 60 for woreda education officials and experts, and 216 for school principals prepared and administered. Among these, only 266 copies (85.8%) were returned to the researcher. That is, 34 (85%) from regional and zonal and 48 copies (80%) from woreda education officials and experts, and 184 copies (85.2%) from school level have been returned. When we see the number of copies returned, it seems that it is sufficient to draw inference from the data and information collected.

On top of this, to raise the quality of the data and information, group discussions were conducted with PTAs and interviews were conducted with regional and woreda education officials and experts from finance and economic development bureau.

Table 1: Classification of Respondents by Sex and Responsibility

Sex	Respondents											
	Education officials and experts									At school level		Total
	Regional and Zonal					Woreda (N=48)				Principals	Teachers	
	Deputy heads and process owners	Experts			Total	Officials	Experts		Total			
		Planning	Other departments	zone			Planning	Other departments				
M	10	4	11	9	34	5	6	37	48	24	148	254
%	100	100	100	100	100	100	100	100	100	100	92.5	95.5
F	0	0	0	0	0	0	0	0	0	0	12	12
%	0	0	0	0	0	0	0	0	0	0	7.5	4.5
Total	10	4	11	9	34	5	6	37	4	24	160	266

As presented in Table 1, among the total of 266 respondents who were supposed to be key personnel with their position and responsibility in planning and implementing education, only 12 (4.5%) were females. Moreover, all respondents that were at regional and woreda levels were males. This fewer numbers of females in key education planning positions may have impact on considering female’s problems in educational planning.

Table 2: Classification of Respondents by Year of Service and Experience

Item of classification	Total years of services										Experience on current position									
	1-5		6-10		11-15		16-20		Above 20		1-5		6-10		11-15		16-20		Above 20	
	no	%	no	%	no	%	no	%	no	%	no	%	no	%	no	%	no	%	no	%
Regional and Zonal (N=34)	2	5.9	2	5.9	8	23.5	16	47.1	6	17.6	12	35.3	10	29.4	12	35.3	-	-	-	-
Woreda (N=48)	9	20	6	13.3	12	26.7	6	13.3	12	26.7	36	80.0	3	6.7	3	6.7	3	6.7	3	6.7
School principals and teachers (N=184)	16	8.9	76	42.2	40	22.2	16	8.9	32	17.8	70	39.3	46	25.9	36	20.2	2	1.1	24	13.5

As shown in Table 2, among the respondents 34 (100%) of the regional and zonal and 45 (93.8%) of the woreda education officials and experts, and 180 (97.8%) at school principals and teachers have report total services years and

experience, whereas the remaining respondents did not report their experience. Thus, as presented in Table 2, the experience of the majority of the respondents on their current positions is good except for woredas 80% of respondents have an experience of 1-5 years, based on their long years of total services and their services on current position, one could say that they were the right persons to share views in support of this study.

4.2. Analysis of Decentralized Educational Planning Practice in Benishangul Gumuz Region

This part of the discussion presents the analysis of data obtained from questionnaires, group discussions, interview and different documents. The analysis focuses on practices of educational planning at different administrative tiers in the region.

4.2.1. Educational Planning Organization

If educational planning is to make effective contributions to development, a more effective organization is needed to supplement its efforts. Such a body should have prestige and recognition conferred legislation.

In addition planning to be effective, it should be practiced at every level of policy and decision making. A hierarchy of administrative organization for planning, with clearly defined limits of authority and responsibility and extended right down to the institutional level is necessary.

To assess the organizational structure, authority and responsibility of planning units at different administrative tiers in the region, questionnaires and interviews were administered and documents were also reviewed.

Table 3: Responsible Body to Formulate and Evaluate Educational Plan

No	Items	Region		Woreda		School	
		Frequency	%t	Frequency	%	Frequency	%
1	Responsible body for educational plan formulation						
1.1	An organized committee	2	5.9	6	12.5	136	69.0
1.2	Different departments	12	35.3	21	43.8		
1.3	Planning unit	14	41.2	21	43.8	24	12.2
1.4	An organized committee and different departments	4	11.8				
1.5	Different departments and planning unit	2	5.9				
1.6	Other body					16	8.2
2	Responsible body for educational plan evaluation						
2.1	The various program divisions within the bureau/office of education.	18	52.9	18	37.5		
2.2	Outside agency.			3	6.3		
2.3	The planning division in the bureau/office of education.	6	17.6	15	31.3		
2.4	Regional education bureau			6	12.5		
2.5	Other body	8	23.5	6	12.5		

Accordingly, as indicated in Table 3, to the question of the responsible body to formulate educational plan at regional level 41.2% of respondents respond as planning unit was responsible for educational plan formulation and 35.3% of respondents responded that different department in the bureau were responsible for educational plan formulation. At woreda level, 43.8% of respondents responded that planning unit was responsible for educational plan formulation and 43.8% of respondents responded those different departments in the office were responsible for plan formulation. At school level, 69.0% of respondents responded that an organized committee was responsible for educational plan formulation. Regarding the question of the responsible body to evaluate educational plan at regional level 52.9% of respondents responded that the various program divisions within the bureau of education were responsible for plan evaluation and 17.6% of respondents respond as the planning division in the bureau of education was responsible for plan evaluation. At woreda level, 37.5% of respondents responded that the various program divisions within the office of education were responsible for plan evaluation and 31.3 %of respondents responded that the planning division in the office of education was responsible for plan evaluation.

Even if 43.8% of respondents responded that planning unit at woreda level was responsible for educational plan formulation. The interview with regional and woreda education officers and organizational charts of public organization in the region confirmed that at woreda and school levels there was no responsible body for educational planning except one expert at woreda level. This may reduce the attention given for planning; moreover it may create lack of coordination in educational planning activities among different administrative tiers in the region. At the regional level, there was planning and programming service (PPS) to run all educational planning activities. This service consisted one secretary, service head, 3 planning experts and one EMIS expert. This service was responsible for strategic and annual planning, as well as the management and dissemination of educational data. The service also undertakes policy studies and provides support to planners at woreda level. Even if PPS at regional level encompass the above mandates, according to the interview with regional and woreda education officers the organizational structure and the human capacity at this level were not adequate to carry out whole tasks. Moreover, except, one expert at regional level, there was no responsible body for plan evaluation in the region. Even, some woredas did not have plan for evaluation.

Moreover, the interviews revealed that most planning activities (medium range planning and evaluation) at all administrative tiers in the region were done by ad-hoc committees from different division of the organization. This may create the opportunity to incorporate their needs in the plan and facilitate the implementation of the plan. In contrary, it may create accountability problem.

Decentralized Planning depends to a great deal on the devolution of functions and powers from government at the top to the local levels. In the region, the authority and responsibility was devolved to lower administrative tier. The Regional Constitution and the proclamation about Strengthening Local Governance in Benishangul Gumuz indicate as the authority and reasonability

devolved to each administrative tier. Besides, finance also decentralized to lower administrative tiers. These may contribute for success of decentralized planning.

In contrary what observed from interviews and open ended questions is as there was no guide line for the plan formulation through out the region. Inconsequence in different corner of the region they used different kind of manuals that developed by different bodies. This may make some variation in content of the educational plan in the region.

4.2.2. The Education Aims

The question of who should determine the aims and objectives of education or what these should be is dependent on a country’s political structure and on its social and political ethics.

To know the authorized body that was determine the aims of education at different administrative tiers in the region questionnaires and interviews were administered.

Table 4 Authorized Body to Determine Aims of Education

No	Items	Region		Woreda	
		Frequency	%t	Frequency	%
1	The regional/woreda council	8	23.5		
2	The regional /woreda administrative council	4	11.8	9	18.8
3	The regional education bureau	16	47.1	15	31.3
4	The woreda education office			21	43.8
5	Planning unit of education bureau/office	4	11.8		

Thus, as indicated in Table 4, 47.1 % of respondents respond as the regional education bureau was authorized to determine the education aims and 23.5 % of respondents respond as the regional council was authorized to determine the educational aims at regional level. At woreda level, 43.8% of respondents respond as the woreda education office was authorized to determine the educational aims and 33.3% of respondents respond as the regional education bureau was authorized to determine the education aims. These dispersed distributions of responses show the extent to which each administrative tier in the region involve in determining educational direction.

However, the interview with regional and woreda education officers revealed that educational direction at all administrative tiers in the region were determined by regional education bureau based on national education policy and programs.

4.2.3. Analysis of Plan Formulation

The plan formulation process can be split up in different phases, which are sector analysis, need identification, target setting, design of priority programmes ,preparation of the cost and financing framework ,design of the monitoring and review system, writing up of the draft plan and revision of the draft plan and official approval of the final plan document .To examine the extent to which the above plan formulation phases practiced at different administrative tiers in the region, questionnaires, group discussions and interviews were administered to the respondents to gather their views and documents were reviewed. The responses on addressing key issues in education plan formulation were collected using likert type scale of (Very poor=1, poor=2, medium=3, good=4, very good=5). Based on this, the calculated mean values were interpreted as 0.05-1.49= very poor, 1.50-2.49=poor, 2.50-3.49=medium, 3.50-4.49=good and above 4.49=very good. The mean values below 2.5 were taken as threats and those above 2.5 were considered as opportunity.

Education sector analysis

Planning process involves the task of analyzing the sector in terms of the structure and performance of the system based on the relevant indicators, the management of the education system, and the policies, and programs that provide directions in the attainment of the goals and objectives of the system. In addition to these, it involves context analysis. The analysis involves three major technical steps; information gathering, information processing and analysis, and preparation of the analysis report.

To examine the extent to which educational sector analysis was done at different administrative tiers in the region, questionnaires and interviews were administered and documents were reviewed.

Table 5: Rating on Education Sector Analysis

No	Items	Respondents													
		Regional and zonal educational officials and experts and experts from regional finance and economic development							Woreda educational officials and experts						
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd
1	Collecting reliable data for sector analysis	2	8	4	18	2	3.29	1.088		15	18	15		3.00	799
2	Using analytical tools for sector analysis	2	10	12	8	2	2.94	1.013		12	24	9		2.93	686
3	Participation of upper administrative tiers in sector analysis	6	4	11	7	6	3.09	1.334	9	20	15	2	2	2.33	975
4	Participation of lower administrative tiers in sector analysis	2	4	12	8	8	3.47	1.161	6	18	18	6		2.21	798
5	The extent to which sector analysis is covers the whole sector of education.	4	4	6	14	6	3.41	1.258	3	18	15	9	3	2.81	1,024
6	The extent to which sector analysis showing patterns of the past, present, and future events.		4	8	16	6	3.71	.906		9	24	12	3	3.19	816
7	The extent to which sector analysis as a means of exploring internal factors (Strengths and Weakness)		2	12	12	8	3.76	.890		9	24	9	6	3.25	911
8	The extent to which sector analysis as a means of exploring external factors (Opportunities and Threats)		6	14	6	8	3.47	1.051		12	30		6	3.00	875
	Av. Mean value						3.39							2.84	

X=mean value

Sd= Standard deviation

The statistical data are the foundation for sector analysis. Accordingly, as indicated in Table 5, collecting reliable data for sector analysis was rated as medium with mean values 3.29 and 3.00 at regional and woreda levels respectively and using analytical tools for sector analysis was also rated as medium with mean values 2.94 and 2.93 at regional and woreda levels respectively.

Similarly, interview with regional and woreda education officers and different documents revealed that at regional level annually data were collected; analyzed and compiled. To carry out these tasks StateEduc-2 and Planning Simulation

model were put into effect. At woreda level, even if an educational data and information about the woreda, they were not systematic in analyzing and compiling this data. This may be due to lack of capacity (technological and human) at woreda level. In effect, it may make accessibility of education information at woreda level difficult.

Besides these, at regional and woreda level, they use the national census and different relevant documents as the source of data in sector analysis.

According to the interview conducted at school level, in addition to the information in the schools, information about school ages was collected from surrounding area and used for calculating educational indicators at school levels. Using different data source (national census and data collected by schools) at different administrative tiers in calculating educational indicators may create incompatible of educational data at different administrative tiers in the region.

Moreover, the involvement of the decentralized levels of management in educational sector analysis is vital to identify the real strength and weakness of the education system. Hence, as indicated in Table 5, the participation of upper administrative tiers and lower administrative tiers in education sector analysis were rated as medium at the regional level with mean value 3.09 and 3.47 respectively and poor at woreda level with mean value 2.21 and 2.33 respectively.

Since different sub sectors in education are highly inter related and inter dependant and some educational activities are cross sub sector and undergo in more than one administrative tiers, lack of participating in the upper and lower administrative tiers in woreda education sector analysis may put the reliability of sector analysis in question. The cause for not participation of upper and lower administrative tiers may be lack of substantial human and financial resources.

In principle, the perspective of education sector analysis should be holistic, because of all level and forms of education are interrelated. Thus, as pointed in Table 5, the extent to which sector analysis covers the whole sector of education was rated as medium both at the regional and woreda level with, mean values 3.41 and 2.81 respectively. This may help to see the opportunities that exist in each sub sector and to create coherent plans.

Furthermore, sector analysis consists of the critical analysis of the status, functioning and results of the education system with a view to identifying strengths and weakness and critical analysis of the environment. It is carried out to see opportunities and threats. Accordingly, as indicated in Table 5, the extent to which sector analysis showing patterns of the past, present, and futures, the extent to which sector analysis as a means of exploring internal factor and the extent to which sector analysis as a means of exploring external factors were rated as good at regional and medium at woreda level with mean value that vary from 3.00 to 3.76. This may help for identifying relevant policy goals and objectives and for selecting appropriate priority programs.

As it was observed from the above data and document revision, the sector analysis was medium with average mean values 3.39 and 2.84 at regional and woreda level respectively.

Need identification

The role of lower administrative tiers and community in the need identification is vital. Their involvement in need identification creates a favorable environment to incorporate their needs and to set priorities. Plan is from the community to the community, so the identified needs in plan must describe the community's real condition.

To examine the extent to which need identification was done at different administrative tiers in the region, questionnaires and group discussion were administered.

Table 6: Rating on Need Identification

No	Items	Respondents																						
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers										
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd		
1	The extent to which the identified needs are accurate description of the community's real condition.		10	12	12		3.06	.814		21	6	18	3		3.06	1.040		28	92	40	24		3.33	888
.2	The extent to which the plan adequately cater to the needs and aspirations of the disadvantaged sections of the population(Women, special need education)		6	24	2	2	3.00	.696	3	27	9	6	3		2.56	1.009	8	72	48	36	20		2.93	1.084
.3	The extent to which lower administrative tiers are involved in the need identification	6	12	8	6	2	2.59	1.158	9	17	18	3	1		2.38	.937	8	52	64	36	24		3.09	1.083
4	The extent to which communities are involved in the need identification		8	12	10	4	2.29	.970	6	23	9	10			2.48	.967	20	24	80	40	20		3.09	1.103
5	The relevance of the criteria/procedures that are used in prioritizing needs.	6	8	14	6		2.59	.988		18	12	12	6		3.13	1.064	8	28	76	32	36		3.33	1.099
	Av. Mean value						2.70								2.72								3.15	

X=mean value

Sd= Standard deviation

Accordingly, as indicated in Table 6, the extent to which lower administrative tiers are involved in the need identification and the extent to which communities were involved in the need identification were rated as medium and poor at regional level with mean value 2.59 and 2.29 respectively. Both items were rated as poor at woreda level with mean value 2.38 and 2.48 respectively. At school level the extent to which communities were involved in the need identification was rated as medium with mean value 3.09.

Likewise, in discussion with the PTAs what was observed is as the communities don't have an opportunity to involve in need identification at both regional and woreda levels. But at school level it is better. They are represented by member of PTAs. This low involvement of community in need identification at regional and woreda levels may make difficult to incorporate the need of the community in the educational plan. Moreover, low involvement of lower administrative tiers in need identification at woreda level may make difficult to incorporate their need in plan and have its own impact in plan implementation.

The main purpose of the need identification is to address real problems of the community. Thus, as indicated in Table 6, the extent to which the identified needs are accurate description of the community's real condition and the extent to which the plan adequately cater to the needs and aspirations of the disadvantaged section at the population were rated as medium with mean value vary from 2.56 to 3.33 at the regional, woreda and school levels. This disagree with the above low involvement of the community in the need identification, because without real involvement of the community in need identification, it is some how impossible to address the real community needs.

Further, the procedures employed in the need identification are vital in determining the reliability of identified needs. Consequently, as indicated in Table 6, the relevance of the criteria /procedures that are used in prioritizing need was rated as medium with mean values 2.59, 3.13 and 3.33 respectively at regional, woreda and school levels. This may help to identify the real needs of the community and to set real priorities.

Target setting

Target setting is the most critical step in the education planning process. It takes place in the form of a dialogue between the education sector stakeholders. In order to make the plan more output oriented, viable and realistic targets should be set.

To examine the target setting process of different administrative tiers of the region, questionnaires and interviews were administered and documents were reviewed.

Table 7: Rating on Target Setting

No	Items	Respondents																				
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers								
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd
1	Adaptation of national targets to the particular regional context.(regional targets to woreda context/ woreda targets to school context)			8	22	4	3.88	.591	16	10	15	6	1	2.29	1.129	67	68	23	26		2.04	1.029
2	Participation of lower administrative tiers (workshop).	11	10	9	3	1	2.21	1.095	14	17	5	7	5	2.42	1.334							
3	Participation of Upper administrative tiers.	13	6	9	5	1	2.26	1.214	16	20	5	6	1	2.08	1.069	49	62	48	20	5	2.29	1.061
4	The level of consultation made with development partners	11	11	9	3		2.12	.977	10	22	8	7	1	2.31	1.035	4	64	44	56	16	3.09	1.042
5	The level of consultation made with bureau of finance and economic development	9	12	9	3	1	2.26	1.053	3	27	12	6		2.44	.796							
6	The level of consultation made with communities	6	16	6	2	4	2.47	1.212	13	21	8	6		2.15	.967	8	48	44	52	32	3.28	1.158
7	A level of integration of different targets of the plan.		10	16	6	2	3.00	.853		12	18	12	6	3.25	.978		24	72	76	8	3.38	771
8	Assessing the proposed target feasibility in terms of the resources those are likely to be available.	6	4	16	6	2	2.82	1.114	12	18	14	4		2.21	.922	8	44	72	36	24	3.13	1.058
9	Assessing the proposed target feasibility in terms of management capacity needed and the capacity that is likely to be available.	4	8	16	4	2	2.76	1.017	15	17	14	2		2.06	.885	12	24	64	64	20	3.30	1.043
10	Assessing the proposed target feasibility in terms of acceptance by the principal stakeholders.	4	8	14	6	2	2.82	1.058		6	30	9	3	3.19	.734	8	36	48	56	28	3.34	1.110
	Av. Mean value						2.66							2.44							2.98	

X=mean value

Sd= Standard deviation

The educational targets must be feasible in the dimensions of internal consistency, in finance, in management and in socio-cultural. Thus, as indicated in Table 7, a level of integration of different targets of the plan, assessing the proposed target feasibility in terms of the resources, assessing the proposed target feasibility in terms of management capacity need and the capacity that is likely to be available and assessing the proposed target feasibility in terms of acceptance by the principal stakeholders were rated as medium with mean values that vary from 2.76 to 3.00 at regional and school levels. These indicate that educational plan targets at regional and school level are somehow realistic.

However, assessing the proposed targets feasibility in terms of the resources and management capacity need were rated as poor at woreda level with mean values 2.21 and 2.06 respectively. In addition, interview with woreda education officers also show that as woredas were only focused on identifying the problems and gaps in setting targets. There was no feasibility checking activities. So, the educational targets at woreda level may be unrealistic and unachievable.

In decentralized educational planning, most targets at lower administrative tiers are based on upper administrative tiers. The accomplishment of upper administrative tiers plan depends on its relation to lower administrative tiers plans. In this regard, as indicated in Table 7, adapting of national target to the particular regional context was rated as good with mean value 3.88. This may show the share the regional educational plan has on the accomplishment of the national plan. But at woreda and school level, the adaptation of regional targets to the particular woreda context and that of the woreda to school context were rated as poor with mean value 2.29 and 2.04 respectively. This may create fragmented plans at different administrative tiers in the region and affect the successful implementation plans at all levels. In addition, it may show the existence of poor communication between different administrative tiers in the region.

Moreover, targets that do not have support from decision makers and other major stakeholders are not likely to be reached. Accordingly, as indicated in Table 7, participation of lower administrative tiers, participation of upper administrative tiers, the level of consultation made with development partners, the level of consultation made with bureau of finance and economic development, the level of consultation made with communities were rated as poor with mean values that vary from 2.12 to 2.47 at regional and woreda level.

So, without involvement of stakeholders in the targets setting, it is difficult to incorporate their needs in the plan. It is also hard to imagine success in plan implementation, mobilize resources for plan implementation and create ownership of the plan. Besides, plan may not have any linkage with the developmental needs and priorities of local areas and different social classes. At large the plan may not be concede with social-economic development plan of the region.

In addition to these, what was observed from the interview with the regional and woreda educational officers is that this year (at the year this research was conducted) the bureau developed one plan that was implemented in all administrative tiers in the region and schools. Even if it is too early to comment on this issue, it diverged from regional constitution. Besides, it may make the lower administrative tiers to ignore their plan and tight to the plan that prepared at the regional level.

Moreover, in the region bureaus and woredas were prepared woredas plan together at one place. Even if this helps to contextual the regional targets to woredas, it may make all plans at all woredas uniformly similar and prohibit treating particularities of woredas. In long run, it may affect the capacity and the capacity building process of woredas.

Action programs designing

Action programs identify and spell out what shall be undertaken, how much of it, by when, by whom, and how and they specify verifiably implementation indicators and the over all magnitude of the resources required.

To examine the extent to which action programs designing and preparation financial framework were done at different administrative tiers in the region, questionnaires, group discussion and interviews were administered and documents were reviewed.

Table 8: Rating on Action Programs Designing

No	Items	Respondents																					
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers									
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	
1	Action programs																						
1.1	The extent to which the action programs indicate the key measurable activities, the time lines and the units responsible for each activity.		2	14	14	2	3.50	.718		3	21	15	6	3.53	.815		20	68	64	28	3.56	.886	
1.2	The extent to which the action programs indicate the overall magnitude of the resources required (human, material, and financial resources, etc.).	2	14	10	4	2	2.69	.998		18	15	6	9	3.13	1.123		20	76	48	40	3.59	.948	
1.3	The extent to which the action programs identify sources of funding to finance the implementation of the plan	4	2	12	8	4	3.20	1.186		9	21	9	9	3.38	1.003	4	28	72	48	24	3.34	.978	
1.4	Participation of lower administrative tiers of administration in designing action programs	8	12	10	1	1	2.22	.975	6	24	12	3	3	2.44	1.009	4	60	56	44	20	3.09	1.042	
2	Preparation of financial framework																						
2.1	The level of involvement of finance and economic development bureau in preparation of financial framework.	11	11	7	2	1	2.09	1.058	12	11	20	5		2.38	.981								
2.2	The extent to which different source of education finance are searched.	2	10	10	6	2	2.87	1.042	3	18	21	6		2.63	.789								
	Av. Mean value						2.76							2.91									3.39

X=mean value

Sd= Standard deviation

Accordingly, as indicated in Table 8, the extent to which the action programs identify sources of funding to finance the implementation of the plan was rated as medium with mean value vary from 3.20 to 3.38 and the extent to which the action programs indicate the key activities, the time lines and the units responsible for each activity was rated as good with mean values 3.50, 3.53 and 3.56 at regional, woreda and school levels respectively. The extent to which the

action programs indicate the overall magnitude of the resources required was rated as medium at regional and woreda level and good at school level with mean values 2.69, 3.13 and 3.59 respectively. These show that at all levels in the region as there was good action programs design and this may make the plan implementation simpler.

Active involvement of lower administrative tiers in action program preparation is vital to set priorities and to facilitate the implementation of the plan. Thus, as pointed in Table 8, the participation of lower administrative tiers in designing action programs (participating in working group) was rated as poor at regional and woreda levels with mean value 2.22 and 2.44 respectively and medium at school level with mean value 3.09.

Similarly, in group discussion with PTAs and in the interview with woreda education offices what was observed is at school communities are actively involved in plan formulation through PTAs but at regional and woreda level there was no arrangement to involve the communities. The organizational arrangement that was set to encourage community participation in educational activities (woreda and kebele education training boards) on the educational leadership organization, community participation and finance guideline is not functional in most part of the region.

Even if there were good action programs in different administrative tiers in the region; without active involvement of lower administrative tiers at action program preparation, it is impossible to design reliable action programs.

Moreover, the role of finance and economic development bureau (office) in preparation of the cost and financing framework is fundamental. Hence, what was observed in the Table 8, the involvement of finance and economic development bureau in preparation of financial framework was rated as poor at regional and woreda level with mean value 2.09 and 2.38 respectively. But the extent which different sources of education finance are searched was rated as medium at region and woreda with mean value of 2.87 and 2.63 respectively.

So, inadequate involvement of finance and economic development bureau (office) makes the credibility of the cost and financing framework in question. Even if searching different source of finance was rated as medium, in practice without sufficient involvement of finance and economic development bureau (office) it is difficult to search exhaustively for different source of finance. This may be the cause for unreliable budget source, for incompatibility of plan and budget and for not achievement of educational targets.

Designing monitoring system

Basically, when designing the monitoring system, three decisions will need to be taken: the organizational structure that will be set up, the monitoring procedures that will be adopted, and the key indicator that will be used.

To examine the extent to which designing monitoring was done at different administrative tiers in the region, questionnaires were administered to the respondents to gather their views and documents were reviewed.

Table 9: Rating on Designing Monitoring

No	Items	Respondents																				
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers								
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd
1	The extent to which the key indicators presented in the plan.			14	16	2	3.63	.609		6	21	18	3	3.38	.789	4	8	48	84	40	3.80	.902
2	The extent to which the plan spells out the monitoring structures to be put in place at different levels of management.		8	10	10	4	3.31	.998		9	18	12	6	3.33	.953	4	12	76	64	24	3.51	.887
3	The extent to which the plan spells out the monitoring process to be followed.		6	10	14	2	3.38	.871		9	15	18	3	3.33	.879	4	12	88	48	28	3.47	.912
	Av. mean						3.44							3.34							3.59	

X=mean value

Sd= Standard deviation

Accordingly, as indicated in Table 9, the extent to which the key indicators presented in plan was rated as good at regional and school levels and as medium at woreda level with mean values 3.63,3.80 and 3.38 respectively and the extent to which the plan spell out the monitoring structures to be put in place of different levels of management and the extent to which the plan spells out the monitoring process to be followed were rated as medium at all level with mean values that vary from 3.31 to 3.5.

In general, what observed from the above data and documents is that as the monitoring system designed at regional and woreda levels was medium and good at school level with average mean values 3.44, 3.34 and 3.59 respectively. In the plan document they set the baseline data, main indicators, monitoring tools used, schedule and responsible unit for monitoring the plan.

Official approval of final plan document

The final stage in plan formulation is official approval of the plan document. The approval of the plan document is fundamental to legalize, to make plan document government document and to prepare the ground for the execution of the plan.

To examine the extent to which official approval of final plan document was done at different administrative tiers in the region, questionnaires, group discussion and interviews were administered.

Table 10: Rating on Official Approval of Final Plan Document

No	Items	Respondents																					
		Regional and zonal educational officials and experts and experts from regional finance and economic development							Woreda educational officials and experts					School principals and teachers									
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	
1	The extent to which the draft plan are shared with donor agencies for necessary inputs.	4	6	12	8	2	2.94	1.105	13	23	8	4		2.06	.885								
2	The extent to which the draft plan shared with bureau of finance and economic development to collect comments and suggestions.	4	4	14	8	2	3.00	1.078	3	18	15	12		2.75	.911								
3	The extent to which the draft plan shared with lower administrative tiers of management to collect comments and suggestions.	6	4	6	12	4	3.13	1.338	14	21	9	4		2.06	.909								
4	The extent to which the revision of draft plan takes into account comments and suggestions of stakeholders.	6	2	8	12	4	3.19	1.306	3	9	24	12		2.94	.836	4	24	76	60	20	3.37	.920	
5	The extent to which the plan is approved by concerned body.	13	6	4	8	1	2.31	1.330	12	16	14	6		2.29	.988	4	8	60	76	36	3.72	.903	
	Av. mean						2.91							2.42							3.54		

X=mean value

Sd= Standard deviation

Before the plan document approved officially, comments and suggestion on the document for plan revision and finalization must be collected from different stakeholders. Hence, as indicated in Table 10, the extent to which the draft plan are shared with donor agency, bureau of finance and economic development and the extent to which the revision of the draft plan takes into account comments and suggestion of stakeholders were rated as medium with mean value that vary from 2.94 to 3.19 at regional level. The extent to which the draft plan share with finance and economic development office and the extent to which the revision of draft plan takes into account and suggestions of

stakeholders were rated as medium at wordas level with mean value 2.75 and 2.94 respectively. But the extent to which the draft plan are shared with donor agency and lower administrative tiers of management were rated as poor with mean values 2.06 and 2.06 respectively. Moreover, the extent to which the plan approved by concerned body was rated as poor at regional and woreda levels with mean values 2.31 and 2.29 respectively.

These indicate that at woreda level the plan do not entertain the interest of donor agency and lower administrative tiers. That may minimize their role in implementation of the plan and may create resistance at lower administrative tiers. In addition, since the plan document was not approved by concerned body at regional and woreda level, it may the cause for lack of the follow up in the plan implementation and it may make planning as the exercise of experts and may no one be accountable if there is a fail in plan implementation.

Even if, the extent to which the draft plan are shard with bureau of finance and economic development and the extent to which the revision of the draft plan takes into account comments and suggestion of stakeholders were rated as medium at regional and woreda level, but what was observed from interview with regional and woreda educational officers and experts of finance and economic development bureau is different. That is, the reason for sending the plan to bureau of finance and economic development is not for comments and suggestion but only for the formality and to support bureau of finance and economic development in follow up the implementation of the plan.

At school level, the extent to which the revisions of draft plan takes into account comments and suggestions of stakeholders and the extent to which the plan is approved by concerned body were rated as medium and good with mean values 3.37 and 3.72 respectively. In group discussion with PTAs what was observed is that in planning process at the school level parents ,students and teachers have great role in improving the plan; and the final approval also given by committee that are formed from parents, students and teachers.

4.2.4. Plan Implementation

Plan begins to be implemented from the time of its formulation. So, success of plan implementation is depending on how much devoted on its formulation. Here some items to be concenter in plan implementation rated by respondents. That are, governance for plan implementation, the extent to which the plan is launched to public and stakeholders for its successful implementation, the extent to which actors in plan implementation are coordinated, development of operational plans and monitoring of plan implementation.

To examine the extent to which official plan implementation done at different administrative tiers in the region, questionnaires, group discussion and interviews were administered and documents were reviewed.

Table 11: Rating on Governance of Plan Implementation

No	Items	Respondents																				
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers								
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd
1	Governance																					
1.1	Financial management for plan implementation		10	12	4	8	3.29	1.142	19	12	17			1.96	.874							
1.2	Administrative structure for plan implementation		2	20	4	8	3.53	.929	15	15	17	1	2.08	.871								
1.3	Availability of clear procedures for plan implementation	8	16	10			2.06	.736	17	20	10	1	1.90	.805								
2	The extent to which the plan is launched to public and stakeholders	6	4	16	4	4	2.88	1.200	9	19	10	5	2	2.38	1.072	4	40	60	52	28	3.33	1.047
3	The extent to which actors in plan implementation are coordinated		10	14	6	2	3.00	.880		9	24	9	6	3.25	.911							
4	Operational plan																					
4.1	The extent to which annual operational plan related to medium term plan	4	8	5	10	7	3.24	1.350	2	5	23	15	3	3.25	.887	7	41	63	48	25	3.23	1.063
4.2	Linkage between the preparation of annual plan and the preparation of the annual budget	6	12	7	4	5	2.71	1.315	14	26	4	3	1	1.98	.911	65	62	28	19	10	2.17	1.176

X=mean value

Sd= Standard deviation

The successful implementation of the education plan requires an effective administration structure, efficient financial management and clear procedures. Thus, as indicated in Table 11, financial management, administrative structure and availability of clear procedures for plan implementation were rated as medium, good and poor at regional level with mean value 3.29 , 3.53 and 2.06 respectively but at woreda level all these three items were rated as poor with mean value 1.96 , 2.08 and 1.90 respectively.

These indicate at woreda level as there was not adequate organizational structure for implementation of educational plan. The interview with education officers at woreda level also confirms these. According to interview with woreda education officers the main cause of problems of organizational structure at woreda level were: the merging of education and capacity building activities at woreda level, the implementation of pool finance management system at woreda level and the incompatibility of the functional assignment given to woreda through the proclamation about Strengthening Local Governance in Benishangul Gumuz and the educational leadership organization, community participation and finance guide line of ministry of education and the organizational structure in place to realize these responsibilities.

In addition, there were no clear procedures that help the implementation of the educational plan at all level in region. The only document in the region for implementation of educational plan was the manual that prepared by Ministry of Education for implementation of ESDP I. Hence, roles of each stakeholder in implementation of the plan may not be clear and their interest may not be entertained. This may affect effective and speedy implementation of the plan.

Moreover success of educational plan implementation dependent on all stakeholders in the region, woreda, community sharing a common vision of the importance of the plan and being aware of the crucial role that they have to play in the implementation of the plan. Consequently, what was observed from Table 11 is that the extent to which the plan is launched to public and

stakeholders for its successful implementation was rated as medium at regional and school levels and poor at woreda level with mean values 2.88, 3.33 and 2.38 respectively.

The objects of plans are social improvements, for which it is necessary to win the understanding, support, interest and acceptance of the general public. But what observed from the above data and from interview with regional and woreda education officials is that the action taken to aware the community about the plan was low. This may create resistance and reduced their role in implementation of the plan.

Furthermore, coordinating organization that have role in plan implantation is essential for the realization of the plan. Accordingly, as indicated in Table 11, the extent to which actors in plan implementation are coordinated was rated as medium with mean values 3.00 and 3.25 respectively at the regional and woreda level. According to the interview with regional educational officers the coordinator and organizer of actors of plan implementation was PPS. Even if, the coordination of plan implementation actors was rated as medium, in practice without clear guide line for plan implementation it is difficult to coordinate the actors.

The preparation of annual plan is precondition for a successful medium term plan implementation. At the time annual plan prepared, it is important to create close linkage between the preparation of the annual plan and the preparation of the annual budget in order to ensure full compatibility between the two and there by efficient plan implementation. Accordingly, as indicated in Table 11, the extent to which annual operational plan related to medium term plan was rated as medium at all level in the region with mean values 3.24, 3.25 and 3.23 respectively. But linkage between the preparation of annual plan and the preparation of the annual budget was rated as medium at regional level and poor at school and woreda levels with mean values 2.71, 1.98 and 2.17 respectively.

According to the interview with educational officers the annual plans at all level in the region, usually developed without an indicative resource envelope. These plans were then submitted to corresponding finance and economic development offices, where they were vetted and compiled by officials into a draft education plan and submitted to corresponding councils. Parallel they submitted the plan to upper administrative tiers. Besides this, budgeting and planning at woreda level were done at different organizations. That means, the plan was prepared by woreda education and capacity building office and the budget was prepared by woreda finance and economic development offices. This creates incompatibility between the budget and the plan at woreda level.

These indicate that at all level in the region the annual plans were related to medium term plan. But, there was lack of linkage between planning and budgeting process in the region and this may create too much dependency on not reliable source of funds.

Resource availability

Thinking of successful implementation of educational plan without timely available resource is unimaginable. According to literatures the main resources that are taken as important for successful implementation of the educational plan are human, financial and material resources.

To examine the extent to which resources were available for plan implementation at different administrative tiers in the region, questionnaires and group discussion were administered.

Table 12: Rating on Resource Availability

No	Items	Respondents																					
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers									
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	
1	Resource Mobilization																						
1.1	The extent to which the budget is covered by government		2	10	16	6	3.76	.819	1	4	16	19	9	3.65	.956	12	36	56	44	36	3.30	1.180	
1.2	The degree of community supports the plan implementation.	10	11	8	4	1	2.26	1.109	12	23	11	2		2.06	810	20	44	48	52	20	3.04	1.182	
1.3	The extent to which the plan implementation are supported financially by NGO	3	5	11	12	3	3.21	1.095	3	9	24	12		2.94	836	53	63	35	17		2.10	962	
1.4	The extent to which the plan implementation are supported by private sector.	12	14	6	2		1.94	.886			6	36	6	2.00	.505	23	138	23			2.00	501	
1.5	The extent to which the budget is covered by internal income	17	13	3	1		1.65	.774	14	22	8	4		2.04	898	12	34	91	47		2.94	837	
2	Resource Availability																						
2.1	Timely availability of human resources		16	8	6	4	2.94	1.071	12	21	11	3	1	2.17	.953	4	20	68	76	16	3.43	.878	
2.2	Timely availability of financial resources	4	14	8	2	6	2.76	1.281	16	25	5	2		1.85	.772	46	81	36	15	6	2.21	1.014	
2.3	Timely availability of material resources	4	14	8	2	6	2.76	1.281	12	21	13	2		2.10	831	8	24	92	36	24	3.24	985	

X=mean value

Sd= Standard deviation

Human resource is essential element of an organization for determines the degree of success of plan implementation. Thus, as indicated in Table 12, the timely availability of skilled human resources was rated as medium at regional and school level with mean values 2.94 and 3.43 respectively and poor at woreda level with mean values 2.17. What was observed at woreda level might be due to unattractive payment or the design of poor organizational structure of the education system that could not attract qualified professionals.

Besides this, finance also fundamental for successful implementation of the plan. The timely availability of financial resources was rated as medium with mean values 2.76 at regional level and poor at woreda and school level with mean values 1.85 and 2.21 respectively. This implies shortage of educational finance was among major obstacles to plan implementation at woreda and school level. In supporting this, the open ended questions and interview conducted have depicted extreme shortage of finance at woreda and school levels. According to the interview with woreda educational officers, even the budget allocated for woreda education and capacity building office was not dispersed on timely from woreda finance and economic development office. At most of woredas in the region block grant budget was not transferred to schools.

In addition, the material resources are essential for successful implementation of plan. As depicted in Table 12, timely availability of material resource was rated medium at regional and school levels with mean values 2.76 and 3.24 respectively and poor with mean values 2.10 at woreda level. The timely availability of material resources in one or in other way is the implication of financial resources. At schools since some materials were provided by the region, the availability of material resource was observed better than that of woredas.

Moreover, to make the plan implementation realistic, it is necessary to look for new resources and increase the existing ones. Hence, as indicated in Table 12, the extent to which the budget for plan implementation is covered by government was rated as good at regional and woreda levels with mean values 3.76 and 3.65 respectively ; the extent to which the budget for plan implementation covered by non government organization was rated as medium at regional and woreda levels with mean values 3.21 and 2.94 respectively and the extent to which the budget for plan implementation covered by communities, internal income and private sector were rated as poor at regional

and woreda levels with mean values that vary from 1.65 to 2.26. At school level like regional and woreda levels the extent to which the budget for plan implementation covered by government was rated as medium and the extent to which the budget covered by non government organization and private sector were rated as poor with mean values 3.30,2.10 and 2.00 respectively . But the extent to which the budget for plan implementation covered by community and internal income were rated as medium with mean value 3.04 and 2.94 respectively.

Even if, the share of the community and internal income were rated as medium at schools, as that of the need at schools it is minute. As discussion with PTA's, their input to school was limited in constructing of teachers resident in rural, in beautification of the school compound and in participating in some income generating activities.

In general, some can simple conclude from this as the burden for funding the education laid on the shoulder of the government at all administrative tiers in the region and the share of the private sector in funding education activities is insignificant and that of non government organization limited to the region.

Monitoring plan implementation

One of the functions conducted during the implementation of the plan is monitoring of the plan. The purpose of monitoring educational plan implementation is to assess whether the implementation of the programs proceeds according to, and leads to the desired outcomes.

To examine the extent to which monitoring plan implementation was done at different administrative tiers in the region, questionnaires and interviews were administered.

Table 13: Rating on Monitoring Plan Implementation

No	Items	Respondents																				
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers								
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd
1	The extent to which monitoring verify that the funds that are allocated are used for the intended purpose under the plan.		6	20	6	2	3.12	.769	14	20	9	2		1.98	.839	4	36	72	52	20	3.26	.968
2	The extent to which monitoring supports to understand the reasons that lead to successes and failures of the plan	2	12	16	2	2	2.71	.906	14	23	8			1.87	.694	4	32	64	56	20	3.32	.974
3	The extent to which the result of monitoring used for future.	6	10	10	6	2	2.65	1.152	19	20	3	3		1.78	.850	12	32	60	64	16	3.22	1.044

X=mean value

Sd= Standard deviation

Thus, as indicated in Table 13, the extent to which monitoring verify that the funds that are allocated are used for the intended purpose under the plan, the extent to which monitoring supports to understand the reasons that lead to successes and failures of the plan and the extent to which the result of monitoring used for future were rated as medium at regional and school level with mean values vary from 2.71 to 3.26 and poor at woreda level with mean values vary from 1.78 to 1.98.

These indicate that at woreda level the monitoring of implementation of the plan was some how poor and problems or bottlenecks come along the way in the process of implementation was not solved that may cause for the delay or restrict the efficient and effective delivery of the plan. But in other levels monitoring of the plan was conducted better. According to the interview with regional education officers, every week at department level they had evaluated the progress of plan implementation and measures were taken on the obstacles come across during implementation. Ones a month the bureau management

committee had evaluated the progress of implementation and measures were taken according to the result. Moreover quarterly at the bureau level they evaluated the progress and prepared and offered quarterly report for regional finance and economic development bureau and for regional administrative council. Ever six months they revised their annual plan according to the progress of the plan implementation.

Successes in decentralized plan implementation

Decentralized educational planning: have advantages in mobilizing resources, in addressing local issues and in making the system efficient and effective.

To examine the extent to which the advantages of decentralized planning observed at different administrative tiers in the region, questionnaires, group discussion and interviews were administered.

Table 14: Rating on Successes in Decentralized Plan Implementation

No	Items	Respondents																				
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers								
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd
1	The extent to which bureaucrats more accountable to the people		6	18	6	4	3.24	.890	2	10	27	6		2.82	.716	4	28	76	48	28	3.37	.989
2	The extent to which the quality of teaching and learning are improved	4	6	22	2		2.65	.774	4	18	18	5		2.53	.815	8	16	84	40	32	3.40	1.023
3	The extent to which access to education is improved			10	14	10	4.00	.778		3	27	15		3.27	.580	4	12	52	68	48	3.78	.979
4	The extent to which local issues of education are addressed		6	14	14		3.24	.741		10	18	17		3.16	.767	4	20	64	56	36	3.56	1.004
5	The extent to which extra revenues are generated by taking advantage of local sources of taxation	8	10	12	4		2.35	.981	7	22	14	2		2.24	.773							
6	The extent to which some of the financial burden are shifted to the community organizations, and parents.	7	16	3	5	3	2.44	1.236	10	20	11	3	1	2.22	.951	12	48	56	48	16	3.04	1.077
7	The extent to which problems of wastage and mismanagement of resources are alleviated	6	12	10	6		2.47	.992	4	22	10	5	1	2.45	.916	8	28	72	64	12	3.24	.939
8	The extent to which participation of ordinary people in the planning and development process was facilitated	2	10	12	8	2	2.94	1.013		6	21	9	6	3.36	.906	12	36	68	52	16	3.13	1.037

X=mean value

Sd= Standard deviation

Thus, as pointed in Table 14, the extent to which bureaucrats more accountable to the people , the extent to which the quality of teaching and learning are improved, the extent to which local issues of education are addressed and the extent to which participation of ordinary people in the planning and development process was facilitated were rated as medium at regional and woreda level with mean values that vary from 2.53 to 3.6 and the

extent to which access to education is improved were rated as good at regional level with mean value 4.00 and medium at woreda level with mean value 3.27. But the extent to which extra revenues are generated, problems of wastage and mismanagement of resource are alleviated and some of the financial burdens are shifted to community, organization and parents were rated as poor with mean values that vary from 2.11 to 2.47 at regional and woreda levels.

In addition, discussion with PTAs and interview with educational officers revealed that as decentralization increased educational access and decrease disparity between advantages and disadvantages areas of the region. But in financing education, for all educational activities the burden is on shoulder of the government and mismanagement of resource was not alleviated. This may be due to lack of proper coordination, guide lines for plan implementation and lack of favorable policy environment for private sector and donors agencies. This may create pressure on expansion and quality of education.

4.2.5. Plan Evaluation

Educational plans can be evaluated at different stages of the plan implementation. The mid term evaluation is for exam results obtained and problems encountered and to decide whether there is a need to revise the targets and programs foreseen for the second term of the plan and the final evaluation look back at the plan as a whole. Its intent to evaluate final impact and outcomes, their relevance, cost effectiveness and sustainability of the plan and in addition to analyze the reasons why certain results have been achieved and others and to drive lessons for possible policy revision and for preparing the next plan.

To examine the extent to which plan evaluation conducted at different administrative tiers in the region, questionnaires, group discussion and interviews were administered.

Table 15: Rating on Plan Evaluation

No	Items	Respondents																				
		Regional and zonal educational officials and experts and experts from regional finance and economic development						Woreda educational officials and experts						School principals and teachers								
		Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd	Very poor (1)	Poor (2)	Medium (3)	Good (4)	Very good (5)	x	Sd
1	The relevance of the educational plan evaluation.		12	16	4	2	2.88	.844		6	21	15	3	3.33	.798		16	68	52	48	3.72	.950
2	The credibility of the educational plan evaluation.	9	11	7	2	1	2.17	1.053	9	15	13	5		2.33	.954		20	68	60	36	3.61	.923
3	The extent to which plan evaluation is timely.	6	10	12	4	2	2.59	1.104		24	12	6	3	2.73	.939	4	48	44	56	32	3.35	1.111
4	The extent to which of plan evaluation system is efficient.	10	16	5		1	1.94	.878	3	27	12	6		2.44	.796	4	48	56	44	24	3.20	1.060
5	The extent to which the achievements in terms of reaching stated objectives and targets are evaluated.		8	10	12	4	3.35	.981		9	24	12	3	3.19	.816		16	80	52	32	3.55	.885
6	The extent to which the achievements in terms producing expected outcomes and impact are evaluated.	6	6	12	8	2	2.82	1.167		6	30	6	6	3.25	.838		36	68	44	32	3.40	1.001
7	The extent to which the cost effectiveness of the plan is evaluated.	4	16	10	2	2	2.47	.992	13	23	5	6	1	2.15	1.031		44	64	52	24	3.30	.978
8	The extent to which result of the evaluation is used to improve the planning and policy setting process.	6	4	8	12	4	3.12	1.297		21	15	12		2.81	.816	4	24	64	56	36	3.52	1.019

X=mean value

Sd= Standard deviation

In the view that, what was observed in Table 15 is the extent to which the achievements in terms of reaching stated objectives and targets are evaluated, the extent to which the achievements in terms producing expected outcomes and impact are evaluated, and the extent to which result of the evaluation is use to improve the planning and policy setting were rated as medium at region and woreda with mean values that vary from 2.81 to 3.35. At school level the extent to which the achievements in terms of reaching stated objectives and targets are evaluated, the extent to which result of the evaluation is use to

improve the planning and policy setting were rated as good and that of the extent to which the achievements in terms of producing expected outcomes and impact are evaluated were rated as medium with mean values 3.56, 3.52 and 3.40 respectively. But, other item that is the extent to which the cost effectiveness of the plan is evaluated was rated as poor at regional and woreda with mean value 2.47 and 2.15 respectively and that of school was rated as medium with mean value 3.30.

Poor evaluation of the cost effectiveness of the plan at regional and woreda levels indicate as they may focus only on the accomplishment of the targets not by how much or may be due to inaccessibility of the financial information at different administrative tiers. This may make giving priorities to key problems and observing miss utilized budget difficult.

The strength observed in evaluating the plan in the region is that the evaluation was focused on evaluating the targets and outcomes and that of using the result for future planning as a feedback. This may help planners and decision makers to know their status in plan implementation and to take corrective measures on the faults for future planning.

Moreover, the plan evaluation must be relevant, credible, timely and efficient. Thus, as indicated in Table 15, the relevance of the educational plan evolution and the extent to which plan evaluation conducted timely were rated as medium at regional and woreda level with mean values vary from 2.59 to 3.33. But the extent to which the plan evaluation system is efficient and the extent to which the credibility of the plan evaluation were rated as poor at region and woreda with mean values vary from 1.94 to 2.44.

These indicate that the criteria employed for evaluation of the plan were a true and valid measure of the objective and the evaluation findings were available at the time they are needed. Efficient evaluation system is necessary to minimize the costs of data collection, cross-checking and communication. Moreover, the

evaluation report generated must be credible by concerned body. But, the research revealed that efficiency of the evaluation system and credibility of the educational plan evaluation at different tiers in the region was poor. This implies as mode of organization of plan evaluation was costly and the evaluation report generated may not be used for future plan improvement.

4.2.6. Problems Encountered in Practicing Decentralized Educational Planning

For the planning process to be effective, deep exploration of factors that speed up the process and the constraints that are assumed to be encountered during the planning process is important.

In this regard, among other conditions that could be assumed to stand against planning process, the major ones were presented to the respondents to be rated by five point likert type scale. Based on this, the degree of seriousness of the problems in planning process were to be rated as, highly serious =1, serious =2, some what serious =3, observed but serious =4 and not observed at all =5. Then the mean value of data gathered from the respondents was classified as highly serious from 0.05 1.49, serious from 1.50 – 2.49, some what serious from 2.50 – 3.49, observed but not serious 3.50- 4.49 and not observed at all for scores above 4.49.

Table 16: Rating on Problems Encountered in Practicing Decentralized Educational Planning

No	Items	Respondents																				
		Regional and zonal educational officials and experts from regional finance and economic development							Woreda educational officials and experts						School principals and teachers							
		Highly serious (1)	Serious (2)	Some what serious (3)	Observed but not serious (4)	Not observed at all (5)	X	Sd	Highly serious (1)	Serious (2)	Some what serious (3)	Observed but not serious (4)	Not observed at all (5)	X	Sd	Highly serious (1)	Serious (2)	Some what serious (3)	Observed but not serious (4)	Not observed at all (5)	X	Sd
1	Lack of trained personnel in educational planning	8	4	14	6	2	2.71	1.194	18	18	7	4	1	2.00	1.031	40	32	64	44	4	2.67	1.127
2	Less than optimal utilization of human resources	2	6	14	12		3.06	.886		18	21	9		2.81	.734	4	56	68	52	4	2.98	.874
3	Lack of qualified educational leaders	8	10	4	8	4	2.71	1.382	16	16	13	2	1	2.08	.986							
4	High turnover		16	6	10	2	2.94	1.013	15	17	9	7		2.17	1.038							
5	Absence of guide lines for planning.		6	14	10		3.13	.730	6	3	27	6	6	3.06	1.099	63	74	29	13	5	2.04	1.016
6	Lack of better leadership	16	9	6	1	2	1.94	1.153	18	16	9	5		2.02	1.000							
7	Absence of clear educational aims and policies.	2	2	6	14	10	3.82	1.114	3	3	12	21	6	3.53	1.036	20	28	52	28	52	3.22	1.212
8	Lack of legislation and supporting decrees	4	4	6	12	8	3.47	1.308	3	6	21	15	3	3.19	.960	20	48	52	48	12	2.91	1.115
9	Inadequate organizational structure	6	6	4	16	2	3.06	1.278	17	16	11	3	1	2.06	1.019							
10	Shortage of financial resource	10	10	8	2	4	2.41	1.305	9	27	3	3	6	2.38	1.231	61	76	28	14	5	2.05	1.017
11	Lack of effective integration of budget and plan	4	10	16	2	2	2.65	.981	3	18	24	3		2.56	.712	50	69	47	9	5	2.17	.983
12	Late disbursements of budget by central agencies	8	4	14	8		2.65	1.098	12	15	16	5		2.29	.967	50	67	35	21	7	2.27	1.107
13	The difficulty of managing and coordinating funds coming from different sources	4	8	16		6	2.88	1.200	3	15	18	12		2.81	.891							
14	Less than optimal utilization material resources	8	4	16	6		2.59	1.048		6	36	6		3.00	.505	12	52	76	28	8	2.82	.939
15	Lack of adequate information and data for planning	4	6	16	4	4	2.94	1.127	16	19	9	3	1	2.04	.988	16	48	60	32	16	2.91	1.099
16	Lack of formalized communication processes between different levels of administrative structures,	14	8	4	6	2	2.24	1.327	17	16	10	2		1.93	.889	28	32	64	48	8	2.87	1.111
17	Lack of participation of stakeholders	2	12	8	10	2	2.94	1.071	11	20	14			2.07	.751	36	68	36	32	8	2.49	1.131

X=mean value

Sd= Standard deviation

Seventeen potential problems that are related to planning process were administered to respondents. Accordingly, as indicated in Table 16, lack of trained personnel in educational planning, lack of qualified education leaders, absence of stability to promote educational activities due to turnover, lack of better leadership, inadequate organization structure, shortage of financial resources, late disbursements of budget, lack of adequate information and data, lack of formalized communication process between different levels of administrative structures, and lack of participation of stakeholders were rated as serious at woreda with mean values that vary from 1.93 to 2.38, but at the regional level only two items that are lack of better leadership and lack of formalized communication process between different levels of administrative structures were rated as serious with mean value 1.94 and 2.24 respectively.

In any organization, the way in which the leaders react to a specific situation dealing with colleague and subordinates has its own impact on the work environment. The leadership styles with the manager manifests in organization are paramount importance in achieving organization aims and objectives. So, it is possible to visualize how educational planning process suffered from lack of better leadership at regional and woreda levels. Regarding formalized communication, at both regional and woreda level, it was rated as serious. This may affect the performance in accomplishing the tasks, the achievement of objectives and implementation of decisions.

Moreover, the above data show how educational planning suffered from lack of trained personnel and high turnover at woredas. So, imagining successful plan formulation, implementation and evaluation without trained and skilled personnel is impossible.

In addition to these the educational planning at woredas goes through inadequate organizational structure, lack of adequate information and data and lack of participation of stakeholders. Basically, the success of educational planning depends on availability of reliable information and data. However, it

seems that either the mechanisms used in getting information and data was poor or the existing infrastructure or poor level of technology had great impact for the existence of poor information and communication. Hence, this could be one of the major problems in educational planning process. Furthermore, educational planning suffered from lack of participation of stakeholders at woreda. These affect the resource mobilization, creating the same vision and ownershipness, addressing the local issues and finally implantation of the plan.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter deals with an overview of major findings, conclusions and recommendations forwarded.

5.1 Summary

The purpose of this study is to identify the major problems in practicing of educational planning in context of decentralization in Benishangul Gumuz Regional State and to propose possible recommendations to be considered so that to improve educational planning in the region. This study has the following objectives:

- 1) To examine the practice of educational planning in context of decentralization in Benishangul Gumuz Regional State.
- 2) To identify the major challenges encountered in the practice of educational planning in context of decentralization.
- 3) To set possible options to be taken to improve educational planning in the region.

In order to meet these objectives the study was guided by the following basic research questions:

- 1) How educational planning was practiced at different administrative tiers in region?
- 2) What are the major problems come across in practicing educational planning at different administrative tiers in the region?
- 3) What are the lessons from practicing educational planning in the region?

In dealing with the research problem, descriptive survey research method was employed. Accordingly, related literature was reviewed, the data for the study was collected by means of questionnaires, interviews, focus group discussions

and analysis of documents were conducted. A total of 266 respondents working at different levels of the system comprising 25 regional, 9 zonal and 48 woreda education officials and experts, 24 schools principals and 160 schools teachers responded to the study questionnaire and 27 respondents were contacted by interview and focus group discussions

The data drawn from various sources by different data collection tools were critically analyzed and the major findings are presented below.

5.1.1. Characteristics of the Respondents

The respondents of this study were 10 deputy heads and process owners from regional education bureau, 10 planning experts from regional bureau and woredas, 57 experts from the regional education bureau, zones and woredas, 184 principals and teachers. In addition, 18 PTAs member and 2 experts from finance and economic development bureau were members of respondents.

Among the respondents only 12 (4.5%) were females plus all respondents that were at regional and woreda levels were males. Work experiences of majority of the respondents in planning and related positions were good except for woredas 80% of respondents have work experience of 1-5 years.

5.1.2. Major Findings

5.1.2.1. Decentralized Educational Planning Practice in Benishangul Gumuz

In educational planning, there are three major steps to be followed: plan formulation, implementation and evaluation. The practices of all these steps at different administrative tiers in the region were examined and problems and lessons learned were identified.

1) Educational planning organization

A hierarchy of administrative organization for planning, with clearly defined limits of authority and responsibility and extended right down to the

institutional level is necessary. Thus, the planning bodies at different administrative tiers in the region were assessed weakness and strength observed was identified here.

Strong point that revealed by the study in organization of the educational planning in the region was the devolution of authority and reasonability to lower administrative tiers.

As weakness, the interview with regional and woreda education officers and different documents in the region (Organizational charts of public organization) confirmed that at woreda and school levels as there was no responsible body for educational planning. Even at regional level, the organizational structure and the human capacity were not adequate to carry out planning tasks.

2) *Plan formulation*

Plan formulation encloses different activities. These are sector analysis, need identification, target setting, design of priority programs, preparation of the cost and financing framework, design of the monitoring and review system, writing up of the draft plan and revision of the draft plan and official approval of the final plan document. The practice of each stage at different administrative tiers in the region was examined and the strength and weakness encounter in plan formulation was identified here.

i) The Education aims

The interview with regional and woreda education officers revealed that educational direction at all administrative tiers in the region were determined by regional education bureau based on national education policy and programs.

ii) Education sector analysis

As it was observed from the above data and document revision in the region there was good practice of the education sector analysis with average mean

values 3.39 and 2.84 at regional and woreda level respectively. Even if, there was good sector analysis practice, there were also observed problems:

- a) Interview with woreda educational officers revealed that lack of systematic analysis and compiling educational data at woreda level and using different source of data at different administrative tiers in the region was observed.
- b) Participation of upper administrative tiers in sector analysis was rated poor at woreda level with mean value 2.21 and likewise for lower administrative tiers with mean value 2.33.

iii) Need identification

At school level the communities were involved in the need identification as rated medium with mean value 3.09. But at regional and woreda levels:

- a) The extent to which communities are involved in the need identification was rated poor at both regional and woreda level with mean value 2.29 and 2.48 respectively.
- b) The extent to which lower administrative tiers are involved in the need identification was also poor at woreda level with mean value 2.38.

iv) Target setting

Target setting is the most critical step in the education planning process. At the region and school levels the feasibility of the targets were checked according to integration of different targets of the plan, in terms of the resources, in terms of management capacity need and the capacity that is likely to available and in terms of acceptance by the principal stakeholders. Besides, adapting of national target to the particular regional context was also good. Even if, the above strengths observed, there were also problems that the study revealed:

- a) Assessing the proposed targets feasibility in terms of the resources and management capacity need were rated poor at woreda level with mean values 2.21 and 2.06 respectively.

- b) At woreda and school level, the adaptation of regional targets to the particular woreda context and that of the woreda to school context were rated poor with mean value 2.29 and 2.04 respectively.
- c) Participation of lower administrative tiers, participation of upper administrative tiers, the level of consultation made with development partners, the level of consultation made with bureau of finance and economic development, the level of consultation made with communities in target setting were rated poor with mean values that vary from 2.12 to 2.47 at regional and woreda level.

v) Action programs designing

In group discussion with PTAs and in the interview with woreda education offices what was observed is at school level communities were actively involved in plan formulation through PTAs but :

- a) Participation of lower administrative tiers in designing action programs (participating in working group) was rated as poor at regional and woreda levels with mean value 2.22 and 2.44 respectively. Similarly, in group discussion with PTAs and in the interview with woreda education offices what was observed is at regional and woreda level there was no arrangement to involve the communities in planning process.
- b) The involvement of finance and economic development bureau in preparation of financial framework was rated poor at regional and woreda level with mean value 2.09 and 2.38 respectively.

vi) Designing monitoring system

In the region there was clear design for monitoring the plan implementation. In the plan document they set the baseline data, main indicators, monitoring tools used, schedule and responsible unit for monitoring the plan.

vii) Official approval of final plan document

At school level, the extent to which the revisions of draft plan takes into account comments and suggestions of stakeholders and the extent to which the plan is approved by concerned body were rated as medium and good with mean values 3.37 and 3.72 respectively. In group discussion with PTAs what was observed is that in planning process at the school level parents ,students and teachers have great role in improving the plan; and the final approval also given by committee that are formed from parents, students and teachers. But, at regional and woreda levels:

- a) The extent to which the draft plan is shared with donor agency and lower administrative tiers of management for comment and suggestion were rated poor with mean values 2.06 and 2.06 respectively.
- b) The extent to which the plan approved by concerned body was rated poor at regional and woreda levels with mean values 2.31 and 2.29 respectively.

3) Plan Implementation

The existence of favorable governance for plan implementation, the extent to which the plan is launched to public and stakeholders for its successful implementation, the extent to which actors in plan implementation are coordinated, the extent to which the plan is reduced into component units for action, the extent to which annual operational plan related to medium term plan, linkage between the preparation of annual plan and the preparation of the annual budget, the extent to which resource is mobilized and availability and monitoring of plan implementation at different administrative tiers were assessed and the strengths and problems encountered in educational plan implementation was identified .

Generally, the research found out that at regional level good implementation of the plan due to relatively good financial management, good administrative structure, and since the plan was launched to public and stakeholders. Discussion with PTAs and interview with educational officers revealed that

decentralization increase educational access and decrease the disparity between advantages and disadvantages areas in the region. Even if, the above strengths observed, there were also the following problems that are revealed by the study:

- a) Availability of clear procedures for plan implementation was rated poor at regional level with mean value 2.06.
- b) Financial management, administrative structure and availability of clear procedures for plan implementation were rated poor at 1.96, 2.08 and 1.90 at woreda level with mean values respectively. The interview with education officers at woreda level also confirms these.
- c) The extent to which the plan is launched to public and stakeholders for its successful implementation was rated poor at woreda level with mean value 2.38.
- d) Linkage between the preparation of annual plan and the preparation of the annual budget was rated poor at school and woreda levels with mean values 1.98 and 2.17 respectively. According to the interview with educational officers the annual plans at all level in the region, usually developed without an indicative resource envelope.
- e) The timely availability of skilled human resources was rated poor at woreda level with mean values 2.17.
- f) The timely availability of financial resources was rated poor at woreda and school level with mean values 1.85 and 2.21 respectively. In supporting this, the open ended questions and interview conducted have depicted extreme shortage of finance at woreda and school levels. According to the interview with woreda officers, in most woredas block grant budget was not transferred to schools. Other than this the interviews have indicated that the budget allocated for woreda educational office was not dispersed on timely from woreda finance and economic development office.

- g) Timely availability of material resource was rated poor with mean values 2.10 at woreda level.
- h) The extent to which the budget for plan implementation covered by communities, internal income and private sector were rated as poor at regional and woreda levels with mean values that vary from 1.65 to 2.26.
- i) The extent to which the budget covered by non government organization and private sector were rated as poor at school level with mean values 2.10 and 2.00 respectively.
- j) The extent to which monitoring verify that the funds that are allocated are used for the intended purpose under the plan, the extent to which monitoring supports to understand the reasons that lead to successes and failures of the plan and the extent to which the result of monitoring used for future were rated poor at woreda level with mean values vary from 1.78 to 1.98.
- k) The extent to which extra revenues are generated, problems of wastage and mismanagement of resource are alleviated and some of the financial burdens are shifted to community, organization and parents were rated poor with mean values that vary from 2.11 to 2.47 at regional and woreda levels.

4) ***Evaluation of the plan***

The relevance of educational plan evaluation, credibility of educational plan evaluation, the extent to which plan evaluation is timely, the extent to which of plan evaluation system is efficient, the extent to which the achievements in terms of reaching stated objectives and targets are evaluated, the extent to which the achievements in terms producing expected outcomes and impact are evaluated, the extent to which the cost effectiveness of the plan is evaluated and the extent to which result of the evaluation is used to improve the planning and policy setting process at different administrative tiers were assessed and problems come across in practice was identified and listed below:

- a) The extent to which the cost effectiveness of the plan is evaluated was rated poor at regional and woreda with mean value 2.47 and 2.15 respectively.

- b) The extent to which the plan evaluation system is efficient and the extent to which the credibility of the plan evaluation were rated as poor at region and woreda with mean values vary from 1.94 to 2.44.

5.2. Conclusions

This study was conducted to examine the practices of educational plan formulation, implementation and evaluation at different administrative tiers of Benshangul Gumuz Regional State. Therefore, pertaining to the findings deduced from the study, the following conclusions were drawn.

- 1) If educational planning is to make an effective contribution to development, a more effective organization is needed to supplement its efforts. However, the study revealed that in the region there was no adequate organizational structure for planning special at woreda and school level. Thus, it can be concluded that educational planning at lower administrative tiers in the region was not institutionalized which in turn poor planning exercises which affects the whole educational activities in the region and poor coordinating educational activities and communication.
- 2) The study revealed that in the region there was lack of legislation and supporting decrees that guide plan formulation, implementation, and monitoring and evaluation process. Inconsequence there were different documents that were used for planning at different corner of the region which in turn create different types of planning documents , reduce the involvement of stakeholders and lack of coordination in planning process.
- 3) To enable the policy and decision-makers to determine the seriousness of the educational problems, the magnitude and extent of education services needed and the realistic amount of resources to deliver these services efficiently and effectively, they must have accurate, reliable and timely information. Accordingly, the research revealed the states of educational information management system in the region, at the region there was good information management system and these helps them in making good

decision, planning and monitoring exercise. That is, why the planning at the regional level was good. But, the information management system at lower administrative tiers special at woreda level, it was poor. To this effect, it could be concluded that planning and reporting activities in the education system suffered from poor quality information.

- 4) The participation of stakeholders in educational planning is vital to entertain their interest, to increase their role in plan implementation and to mobilize resources. However, the research revealed that in the region at all levels; there was low participation of stakeholders in planning process. In this regard what was observed is low participation of lower administrative tiers, community, development partners, private sector, bureau of finance and economic development in sector analysis, need identification, target setting and designing action programs. Thus, the participation of the stakeholders was not to expected level and this could create resistance in plan implementation, reduce their role in plan implementation and create shortage of educational financial.
- 5) The targets in education plan at different administrative tiers must be feasible in the dimensions of internal consistency, in finance, in management and in socio-cultural. Accordingly, the research revealed that at the regional level feasibility of the targets were checked in terms of integration of different targets of the plan, the resources, management capacity need and the capacity that is likely to be available and of acceptance by the principal stakeholders. This implies that as the targets at regional level were realistic. But at woreda level, the feasibility of the targets was not checked. Thus, the targets at woreda level were unrealistic and unachievable.
- 6) Implementation of a plan begins only when the appropriate authority grants an operational authorization for action. Those, who are constitutionally or legally empowered to authorize action, have to indicate specifically their permission to the numerous executives of the plan implementation organization to carry out the activities envisaged in the plan. But the study

revealed that the plan documents in the region were not approved. To this effect, it could be concluded that plan lack follow up during the plan implementation and make planning as the exercise of experts.

- 7) Planning without budget is unimaginable. However, the research revealed that there was lack of linkage between planning and budgeting process in the region, lack of availability of financial resources to implement educational activities and special at woreda levels too much dependency on not reliable source of fund. Thus, it could be concluded that educational plan implementation was challenged by inadequate allocation of educational finance which in turn hampered the plan implementation, availability of manpower and material resources.
- 8) Efficient evaluation system is necessary to minimize the costs of data collection, cross-checking and communication. Moreover, the evaluation report generated must be credible by concerned body. But, the research revealed that efficiency of the evaluation system and credibility of the educational plan evaluation at different tiers in the region was poor. Thus, it could be concluded that there was poor plan evaluation system at different administrative tiers in the region which in turn its mode of organization was cost and the evaluation report generated can not be used for future plan improvement.

5.3. Recommendations

Based on the findings and conclusions drawn, the following recommendations are forwarded to be used by practitioners and decision makers in order to minimize the existing problems trustfully in the region and elsewhere.

- 1) Appropriate organizational structure is a prerequisite for plan formulation, implementation and evaluation. Accordingly, in the region there is inadequate organizational structure to carry out the planning activities. Therefore it is suggested that: The regional education bureau in collaboration with regional capacity building and civil service bureau should

restructure the planning units at different administrative tiers in the region which encompass all planning activities (formulation, monitoring and evaluation), attract experienced and qualified planning personnel and facilitate the communication between different administrative tiers.

- 2) In the region there was lack of legislation and supporting decrees or documents that guide plan formulation, implementation, and monitoring and evaluation process. Therefore it is suggested that: The regional education bureau with collaboration of bureau of finance and economic development should develop guide line for plan formulation, implementation and evaluation, that contain direction and policies of the government and which harmonized the interests of different stakeholders and magnify there role.
- 3) In the region at all levels; there was low participation of stakeholders in planning process. In this regard what was observed is low participation of the community, donor's agencies, private sector, lower administrative tiers, bureau of finance and economic development at different planning stages. Therefore it is suggested that:
 - a) The regional education bureau should create enabling policy environment for donor's agencies to make them take part in educational planning and implementing at different levels and in addition provide donors and government forum to strength the collaboration between donor's agencies and government.
 - b) To strength the participation of private investors, the regional government should further create conducive policy environment and transparent work procedures to private investors to take part in education activity.
- 4) Financial shortage at woreda and schools level is critical problem to implement the plan successfully. So, to solve the problems in the shortage of financial resources the following is suggested:
 - a) The educational institution at different administrative tiers in the region should involve respective finance and economic development office in

- plan development process special on target setting, on preparation of financial framework, on official approval of final plan document
- b) Different level education offices should create awareness and enabling environment for stakeholders like community and donors agencies to share the expected financial burden.
 - c) The finance and planning departments of education bureau/ office should create linkage at the time of planning and budgeting.
- 5) The study revealed that there was poor information management system at lower administrative tiers special at woreda level. Therefore, it is suggested that: the regional bureau with collaboration of woreda education and capacity building offices and capacity building and civil service bureau should open the positions for educational information management at woreda level and assign appropriate personnel for the position and fulfill it with necessary facilities.
- 6) The study revealed that except at school level at all level in the region the plan documents were not approved by concerned body. Therefore, it is suggested that: the regional education bureau and woreda education and capacity building offices should approve plan documents by constitutionally or legally empowered to authorize action.

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Annex A

ADDIS ABABA UNIVERSITY

SCHOOL OF GRADUATE STUDIES

COLLEGE OF EDUCATION & BEHAVIORAL STUDIES

DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT

A QUESTIONNAIRE TO ASSESS EDUCATIONAL PLANNING IN THE CONTEXT OF DECENTRALIZATION IN BENISHANGUL GUMUZ

TO BE FILLED BY REGIONAL AND ZONAL EDUCATION OFFICIALS AND EXPERTS

The primary purpose of this study is to examine the practice of educational planning in decentralized educational system and identify the major challenges and to show possible options to improve educational planning in Benishangul Gumuz Region.

The study is purely academic and never affects you personally. Moreover, the success of this study depends on your honest, accurate and timely response to each question. You are, therefore, kindly requested to answer all the questions genuinely being dedicated in finding solutions to educational problems as a responsible professional.

GENERAL DIRECTION

- a. Please, follow the instructions provided for each part.
- b. Write short and brief answers or additional opinion if any, on the space provided.

Thank You

Part I. Personal Information

Please, fill the required information in the space provided

1. Name of your organization _____
Your Current Position _____
2. a. Sex M F
b. Age _____
c. Level of Education _____
d. Field of Specialization _____
3. Experience
Total years of service _____
As a teacher _____
As Educational officer _____
On your current Position _____
4. Any special training you have received on your current position

Part II. Practices of educational plan formulation, implementation and evaluation in decentralized context

A. Plan formulation

Direction I: Please respond the following questions; circle the letter of your choice that reflects your view.

1. Who is the responsible body to formulate educational plan in the bureau?
 - a. An organized committee
 - b. Different departments of the bureau
 - c. Planning unit of the bureau
 - d. If other body, specify _____
2. Who is authorized to determine the regional education aims and key directions?
 - a. The regional council
 - b. The regional administrative council
 - c. The regional education bureau
 - d. Planning unit of education bureau
 - e. If other body, specify _____

Direction II: The following items are key issues to be considered in education plan formulation. In your opinion to what extent the issues are addressed in educational plan formulation at regional level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	Education sector analysis/Situation Analysis/					
1.1	Collecting reliable data for sector analysis					
1.2	Using analytical tools for sector analysis					
1.3	Participation of upper administrative tiers in sector analysis/diagnoses					
1.4	Participation of lower administrative tiers in sector analysis/diagnoses (workshop)					
1.5	The extent to which sector analysis is covers the whole sector of education.					
1.6	The extent to which sector analysis showing patterns of the past, present, and future events.					
1.7	The extent to which sector analysis as a means of exploring internal factors (Strengths and Weakness)					
1.8	The extent to which sector analysis as a means of exploring external factors (Opportunities and Threats)					
2	Need Identification					
2.1	The extent to which the identified needs are accurate description of the community's real condition.					
2.2	The extent to which the plan adequately cater to the needs and aspirations of the disadvantaged sections of the population(Women, special need education)					
2.3	The extent to which lower administrative tiers are involved in the need identification					
2.4	The extent to which communities are involved in the need identification					
2.5	The relevance of the criteria/procedures that are used in prioritizing needs.					
3	Target setting					
3.1	Adaptation of national targets to the particular regional context.					
3.2	Participation of lower administrative tiers in target setting (workshop).					
3.3	Participation of upper administrative tiers in target setting					
3.4	The level of consultation made with development partners in target setting.					
3.5	The level of consultation made with bureau of finance and economic development in target setting.					
3.6	The level of consultation made with communities in target setting.					
3.7	A level of integration of different targets of the plan.					
3.8	Assessing the proposed target feasibility in terms of the resources those are likely to be available.					
3.9	Assessing the proposed target feasibility in terms of management capacity needed and the capacity that is likely to be available.					
3.10	Assessing the proposed target feasibility in terms of acceptance by the principal stakeholders.					
4	Action programs					
4.1	The extent to which the action programs indicate the key measurable activities, the time lines and the units responsible for each activity.					
4.2	The extent to which the action programs indicate the overall magnitude of the resources required (human, material, and financial resources, etc.).					
4.3	The extent to which the action programs identify sources of funding to finance the implementation of the plan.					
4.4	Participation of lower administrative tiers of administration in designing action programs (participating in working group)					
5	Preparation of financial framework					
5.1	The level of involvement of finance and economic development bureau in preparation of financial framework.					
5.2	The extent to which different source of education finance are searched.					

No	Items	Rating scale				
		1	2	3	4	5
6	Designing monitoring					
6.1	The extent to which the key indicators presented in the plan.					
6.2	The extent to which the plan spell out the monitoring structures to be put in place at different levels of management.					
6.3	The extent to which the plan spells out the monitoring process to be followed.					
7	Official approval of final plan document					
7.1	The extent to which the draft plan are shared with donor agencies for necessary inputs.					
7.2	The extent to which the draft plan shared with bureau of finance and economic development to collect comments and suggestions.					
7.3	The extent to which the draft plan shared with lower administrative tiers of management to collect comments and suggestions.					
7.4	The extent to which the revision of draft plan takes into account comments and suggestions of stakeholders.					
7.5	The extent to which the plan is approved by concerned body.					

Direction III: Please you are kindly requested to write your response to the following open ended questions.

1. Does the bureau has guide line to formulat the educational plan? What are the contents of this guide lines?

2. What are the sources for education finance in the region?

3. Name stakeholders involved in plan formulation and specify the role of each stakeholder?

B. Plan Implementation

Direction I: The following items are key issues to be considered in education plan implementation. In your opinion to what extent the issues are addressed in educational plan implementation at regional level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	Governance					
1.1	Financial management for plan implementation					
1.2	Administrative structure for plan implementation					
1.3	Availability of clear procedures for plan implementation.					
2	The extent to which the plan is launched to public and stakeholders					
3	The extent to which actors in plan implementation are coordinated					
4	Operational plan					
4.1	The extent to which annual operational plan related to medium term plan					
4.2	Linkage between the preparation of annual plan and the preparation of the annual budget					
5	Resource Mobilization					
5.1	The extent to which the budget is covered by government					
5.2	The degree of community supports the plan implementation.					
5.3	The extent to which the plan implementation are supported financially by NGO					
5.4	The extent to which the plan implementation are supported by private sector.					
5.5	The extent to which the budget is covered by internal income					
6	Resource Availability					
6.1	Timely availability of human resources for implementing the plan					
6.2	Timely availability of financial resources for implementing the plan					
6.3	Timely availability of material resources for implementing the plan					
7	Monitoring					
7.1	The extent to which monitoring verify that the funds that are allocated are used for the intended purpose under the plan,					
7.2	The extent to which monitoring supports to understand the reasons that lead to successes and failures of the plan					
7.3	The extent to which the result of monitoring used for future.					
8	Achievement					
8.1	The extent to which bureaucrats more accountable to the people					
8.2	The extent to which the quality of teaching and learning are improved					
8.3	The extent to which access to education is improved					
8.4	The extent to which local issues of education are addressed					
8.5	The extent to which extra revenues are generated by taking advantage of local sources of taxation					
8.6	The extent to which some of the financial burden are shifted to the community organizations, and parents.					
8.7	The extent to which problems of wastage and mismanagement of resources are alleviated					
8.8	The extent to which participation of ordinary people in the planning and development process was facilitated					

Direction II: Please you are kindly requested to write your response to the following open ended questions.

1. What are the agencies that involve in executing the plan?

2. Does the bureau has guide line to implement the educational plan? What are the contents of this guide lines?

C. Plan Evaluation

Direction I: Please respond the following questions; circle the letter of your choice that reflects your view.

1. Mostly, when does educational plan evaluation conducted in the region?

- a. Before plan implementation
- b. During plan implementation period.
- c. After the plan has been implemented.
- d. Not conducted at all
- e. If other time, specify _____

2. Mostly, who undertake educational plan evaluation in the region?

- a. The various program divisions within the Bureau of Education.
- b. Qualified outside agency, e.g., a specialized educational research institutes.
- c. The planning division in the Bureau of Education.
- d. If other body, specify _____

Direction II: The following items are key issues to be considered in education plan evaluation. In your opinion to what extent the issues are addressed in educational plan evaluation at regional level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	The relevance of the educational plan evaluation.					
2	The credibility of the educational plan evaluation.					
3	The extent to which plan evaluation is timely.					
4	The extent to which of plan evaluation system is efficient.					

No	Items	Rating scale				
		1	2	3	4	5
5	The extent to which the achievements in terms of reaching stated objectives and targets are evaluated.					
6	The extent to which the achievements in terms producing expected outcomes and impact are evaluated.					
7	The extent to which the cost effectiveness of the plan is evaluated.					
8	The extent to which result of the evaluation is used to improve the planning and policy setting process.					

Direction III: Please you are kindly requested to write your response to the following open ended questions.

1. What are the measures taken based on the evaluation result?

PART III

Direction I: The major problems that are assumed to be faced in plan formulation, implementation and evaluation in decentralized system are listed below. Thus, based on the current practical observation, indicate the degree of seriousness of the problems in the system. (1=highly serious, 2=serious, 3=some what serious, 4=observed but not serious, 5=not observed at all).

No	Problems	Degree of seriousness				
		1	2	3	4	5
1	Lack of trained personnel in educational planning					
2	Less than optimal utilization of human resources					
3	Lack of qualified educational leaders					
4	High turnover					
5	Absence of guide lines for planning.					
6	Lack of better leadership					

No	Problems	Degree of seriousness				
		1	2	3	4	5
7	Absence of clear educational aims and policies.					
8	Lack of legislation and supporting decrees					
9	Inadequate organizational structure					
10	Shortage of financial resource					
11	Lack of effective integration of budget and plan					
12	Late disbursements of budget by central agencies					
13	The difficulty of managing and coordinating funds coming from different sources					
14	Less than optimal utilization material resources					
15	Lack of adequate information and data for planning.					
16	Lack of formalized communication processes between different levels of administrative structures,					
17	Lack of participation of stakeholders					

Direction II: Please you are kindly requested to write your response to the following open ended questions.

1. In addition to the identified problems, please write if you think of any other problems of educational plan formulation, implementation and evaluation.

2. For the above problems of educational plan formulation, implementation and evaluation, please write some of the solution

Annex B

ADDIS ABABA UNIVERSITY

SCHOOL OF GRADUATE STUDIES

COLLEGE OF EDUCATION & BEHAVIORAL STUDIES

DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT

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GENERAL DIRECTION

- a. Please, follow the instructions provided for each part.
- b. Write short and brief answers or additional opinion if any, on the space provided.

Thank You

Part I. Personal Information

Please, fill the required information in the space provided

1. Name of your organization _____
Your Current Position _____
2. a. Sex M F
b. Age _____
c. Level of Education _____
d. Field of Specialization _____
3. Experience
Total years of service _____
As a teacher _____
As Educational officer _____
On your current Position _____
4. Any special training you have received on your current position

Part II. Practices of educational plan formulation, implementation and evaluation in decentralized context

A. Plan formulation

Direction I: Please respond the following questions; circle the letter of your choice that reflects your view.

1. Who is the responsible body to formulate educational plan in the woreda?
 - a. An organized committee
 - b. Different departments of the office
 - c. Planning unit
 - d. If other body, specify _____
2. Who is authorized to determine the woreda education aims and key directions?
 - a. The woreda council
 - b. The woreda administrative council
 - c. The regional education bureau
 - d. The woreda education office
 - e. Planning unit
 - f. If other body, specify _____

Direction II: The following items are key issues to be considered in education plan formulation. In your opinion to what extent the issues are addressed in educational plan formulation at woreda level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	Education sector analysis/Situation Analysis/					
1.1	Collecting reliable data for sector analysis					
1.2	Using analytical tools for sector analysis					
1.3	Participation of upper administrative tiers in sector analysis/diagnoses					
1.4	Participation of schools in sector analysis/diagnoses (workshop)					
1.5	The extent to which sector analysis is covers the whole sector of education in the woreda.					
1.6	The extent to which sector analysis showing patterns of the past, present, and future events.					
1.7	The extent to which sector analysis as a means of exploring internal factors (Strengths and Weakness)					
1.8	The extent to which sector analysis as a means of exploring external factors (Opportunities and Threats)					
2	Need Identification					
2.1	The extent to which the identified needs are accurate description of the community's real condition.					
2.2	The extent to which the plan adequately cater to the needs and aspirations of the disadvantaged sections of the population(Women, special need education)					
2.3	The extent to which schools are involved in the need identification					
2.4	The extent to which communities are involved in the need identification					
2.5	The relevance of the criteria/procedures that are used in prioritizing needs.					
3	Target setting					
3.1	Adaptation of regional targets to the particular woreda context.					
3.2	Participation of lower administrative tiers in target setting					
3.3	Participation of upper administrative tiers in target setting					
3.4	The level of consultation made with development partners in target setting.					
3.5	The level of consultation made with finance and economic development office of woreda in target setting.					
3.6	The level of consultation made with communities in target setting.					

No	Items	Rating scale				
		1	2	3	4	5
3.7	A level of integration of different targets of the plan.					
3.8	Assessing the proposed target feasibility in terms of the resources those are likely to be available.					
3.9	Assessing the proposed target feasibility in terms of management capacity needed and the capacity that is likely to be available.					
3.10	Assessing the proposed target feasibility in terms of acceptance by the principal stakeholders.					
4	Action programs					
4.1	The extent to which the action programs indicate the key measurable activities, the time lines and the units responsible for each activity.					
4.2	The extent to which the action programs indicate the overall magnitude of the resources required (human, material, and financial resources, etc.).					
4.3	The extent to which the action programs identify sources of funding to finance the implementation of the plan.					
4.4	Participation of lower administrative tiers in designing action programs (participating in working group)					
5	Preparation of financial framework					
5.1	The level of involvement of finance and economic development office of woreda in preparation of financial framework.					
5.2	The extent to which different source of education finance are searched.					
6	Designing monitoring					
6.1	The extent to which the key indicators presented in the plan.					
6.2	The extent to which the plan spell out the monitoring structures to be put in place at different levels of management.					
6.3	The extent to which the plan spells out the monitoring process to be followed.					
7	Official approval of final plan document					
7.1	The extent to which the draft plan are shared with donor agencies for necessary inputs.					
7.2	The extent to which the draft plan shared with finance and economic development office of the woreda to collect comments and suggestions.					
7.3	The extent to which the draft plan shared with lower administrative tiers of management to collect comments and suggestions.					
7.4	The extent to which the revision of draft plan takes into account comments and suggestions of stakeholders.					
7.5	The extent to which the plan is approved by concerned body.					

Direction III: Please you are kindly requested to write your response to the following open ended questions.

1. Does the woreda office has guide line to formulat the educational plan? What are the contents of this guide lines?

2. What are the sources for education finance in the woreda?

3. Name stakeholders involved in plan formulation and specify the role of each stakeholder?

B. Plan Implementation

Direction I: The following items are key issues to be considered in education plan implementation. In your opinion to what extent the issues are addressed in educational plan implementation at woreda level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	Governance					
1.1	Financial management for plan implementation					
1.2	Administrative structure for plan implementation					
1.3	Availability of clear procedures for plan implementation.					
2	The extent to which the plan is launched to public and stakeholders					
3	The extent to which actors in plan implementation are coordinated					
4	Operational plan					
4.1	The extent to which annual operational plan related to medium term plan					
4.2	Linkage between the preparation of annual plan and the preparation of the annual budget					
5	Resource Mobilization					
5.1	The extent to which the budget is covered by government					

No	Items	Rating scale				
		1	2	3	4	5
5.2	The degree of community supports the plan implementation.					
5.3	The extent to which the plan implementation are supported financially by NGO					
5.4	The extent to which the plan implementation are supported by private sector.					
5.5	The extent to which the budget is covered by internal income					
6	Resource Availability					
6.1	Timely availability of human resources for implementing the plan					
6.2	Timely availability of financial resources for implementing the plan					
6.3	Timely availability of material resources for implementing the plan					
7	Monitoring					
7.1	The extent to which monitoring verify that the funds that are allocated are used for the intended purpose under the plan,					
7.2	The extent to which monitoring supports to understand the reasons that lead to successes and failures of the plan					
7.3	The extent to which the result of monitoring used for future.					
8	Achievement					
8.1	The extent to which bureaucrats more accountable to the people					
8.2	The extent to which the quality of teaching and learning are improved					
8.3	The extent to which access to education is improved					
8.4	The extent to which local issues of education are addressed					
8.5	The extent to which extra revenues are generated by taking advantage of local sources of taxation					
8.6	The extent to which some of the financial burden are shifted to the community organizations, and parents.					
8.7	The extent to which problems of wastage and mismanagement of resources are alleviated					
8.8	The extent to which participation of ordinary people in the planning and development process was facilitated					

Direction II: Please you are kindly requested to write your response to the following open ended questions.

1. What are the agencies that involve in executing the plan?

2. Does the bureau has guide line to implement the educational plan? What are the contents of this guide lines?

C. Plan Evaluation

Direction I: Please respond the following questions; circle the letter of your choice that reflects your view.

1. Mostly, when does educational plan evaluation conducted in the woreda?

- a. Before plan implementation
- b. During plan implementation period.
- c. After the plan has been implemented.
- d. Not conducted at all
- e. If other time, specify_____

2. Mostly, who undertake educational plan evaluation in the woreda?

- a. The various program divisions within the Office of Education.
- b. Qualified outside agency, e.g., a specialized educational research institutes.
- c. The planning division in the Office of Education.
- d. Regional Education Bureau
- e. If other body, specify_____

Direction II: The following items are key issues to be considered in education plan evaluation. In your opinion to what extent the issues are addressed in educational plan evaluation at woreda level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	The relevance of the educational plan evaluation.					
2	The credibility of the educational plan evaluation.					
3	The extent to which plan evaluation is timely.					
4	The extent to which of plan evaluation system is efficient.					

No	Items	Rating scale				
		1	2	3	4	5
5	The extent to which the achievements in terms of reaching stated objectives and targets are evaluated.					
6	The extent to which the achievements in terms producing expected outcomes and impact are evaluated.					
7	The extent to which the cost effectiveness of the plan is evaluated.					
8	The extent to which result of the evaluation is used to improve the planning and policy setting process.					

Direction III: Please you are kindly requested to write your response to the following open ended questions.

1. What are the measures taken based on the evaluation result?

PART III

Direction I: The major problems that are assumed to be faced in plan formulation, implementation and evaluation in decentralized system are listed below. Thus, based on the current practical observation, indicate the degree of seriousness of the problems in the system. (1=highly serious, 2=serious, 3=some what serious, 4=observed but not serious, 5=not observed at all).

No	Problems	Degree of seriousness				
		1	2	3	4	5
1	Lack of trained personnel in educational planning					
2	Less than optimal utilization of human resources					
3	Lack of qualified educational leaders					
4	High turnover					
5	Absence of guide lines for planning.					
6	Lack of better leadership					

No	Problems	Degree of seriousness				
		1	2	3	4	5
7	Absence of clear educational aims and policies.					
8	Lack of legislation and supporting decrees					
9	Inadequate organizational structure					
10	Shortage of financial resource					
11	Lack of effective integration of budget and plan					
12	Late disbursements of budget by central agencies					
13	The difficulty of managing and coordinating funds coming from different sources					
14	Less than optimal utilization material resources					
15	Lack of adequate information and data for planning.					
16	Lack of formalized communication processes between different levels of administrative structures,					
17	Lack of participation of stakeholders					

Direction II: Please you are kindly requested to write your response to the following open ended questions.

1. In addition to the identified problems, please write if you think of any other problems of educational plan formulation, implementation and evaluation.

2. For the above problems of educational plan formulation, implementation and evaluation, please write some of the solution

Annex C

ADDIS ABABA UNIVERSITY

SCHOOL OF GRADUATE STUDIES

COLLEGE OF EDUCATION & BEHAVIRAL STUDIES

DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT

A QUESTIONNAIRE TO ASSESS EDUCATIONAL PLANNING IN THE CONTEXT OF DECENTRALIZATION IN BENISHANGUL GUMUZ

TO BE FILLED BY SCHOOL PRINCIPALS AND TEACHERS

The primary purpose of this study is to examine the practice of educational planning in decentralized educational system and identify the major challenges and to show possible options to improve educational planning in Benishangul Gumuz Region.

The study is purely academic and never affects you personally. Moreover, the success of this study depends on your honest, accurate and timely response to each question. You are, therefore, kindly requested to answer all the questions genuinely being dedicated in finding solutions to educational problems as a responsible professional.

GENERAL DIRECTION

- a. Please, follow the instructions provided for each part.
- b. Write short and brief answers or additional opinion if any, on the space provided.

Thank You

Part I. Personal Information

Please, fill the required information in the space provided

1. Name of your organization _____
Your Current Position _____
2. a. Sex M F
b. Age _____
c. Level of Education _____
d. Field of Specialization _____
3. Experience
Total years of service _____
As principal _____
As a teacher _____
On your current Position _____
4. Any special training you have received on your current position

Part II. Practices of educational plan formulation, implementation and evaluation in decentralized context

A. Plan formulation

Direction I: Please respond the following questions; circle the letter of your choice that reflects your view.

1. Who is the responsible body to formulate educational plan in the school?
 - a. An organized committee
 - b. Planning unit
 - c. If other body, specify _____

Direction II: The following items are key issues to be considered in education plan formulation. In your opinion to what extent the issues are addressed in educational plan formulation at school level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	Need Identification					
1.1	Collecting reliable data for planning.					
1.2	The extent to which the identified needs are accurate description of the community's real condition.					
1.3	The extent to which the plan adequately cater to the needs and aspirations of the disadvantaged sections of the population (Women, special need education).					
1.4	The extent to which communities are involved in the need identification.					
1.5	The relevance of the criteria/procedures that are used in prioritizing needs.					
2	Target setting					
2.1	Adaptation of woreda targets to the particular school context.					
2.2	The level of consultation made with education office of woreda in target setting.					
2.3	The level of consultation made with development partners in target setting.					
2.4	The level of consultation made with communities in target setting.					
2.5	A level of integration of different targets of the plan.					
2.6	Assessing the proposed target feasibility in terms of the resources those are likely to be available.					
2.7	Assessing the proposed target feasibility in terms of management capacity needed and the capacity that is likely to be available.					
2.8	Assessing the proposed target feasibility in terms of acceptance by the principal stakeholders.					
3	Action programs					
3.1	The extent to which the action programs indicate the key measurable activities, the time lines and the units responsible for each activity.					
3.2	The extent to which the action programs indicate the overall magnitude of the resources required (human, material, and financial resources, etc.).					
3.3	The extent to which the action programs identify sources of funding to finance the implementation of the plan.					
3.4	Participation of communities in designing action programs					
4	Preparation of financial framework					
4.1	The level of involvement of education office of the woreda in preparation of financial framework.					
4.2	The extent to which different source of education finance are searched.					
4.3	The extent to which the communities are participated in preparation of financial framework. .					
5	Designing monitoring					
5.1	The extent to which the key indicators presented in the plan.					
5.2	The extent to which the plan spell out the monitoring structures .					
5.3	The extent to which the plan spells out the monitoring process to be followed.					
6	Official approval of final plan document					
6.1	The extent to which the draft plan shared with communities to collect comments and suggestions.					
6.2	The extent to which the revision of draft plan takes into account comments and suggestions of stakeholders.					
6.3	The extent to which the plan is approved by concerned body.					

Direction III: Please you are kindly requested to write your response to the following open ended questions.

1. Does the school has guide line to formulat the educational plan? What are the contents of this guide lines?

2. What are the sources for education finance in the school?

3. Name stakeholders involved in plan formulation and specify the role of each stakeholder?

B. Plan Implementation

Direction I: The following items are key issues to be considered in education plan implementation. In your opinion to what extent the issues are addressed in educational plan implementation at school level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	The extent to which the plan is launched to public and stakeholders					
2	Operational plan					
2.1	The extent to which annual operational plan related to medium term plan					
2.2	Linkage between the preparation of annual plan and the preparation of the annual budget					
3	Resource Mobilization					
3.1	The extent to which the budget is covered by government					
3.2	The degree of community supports the plan implementation.					
3.3	The extent to which the plan implementation are supported financially by NGO					
3.4	The extent to which the plan implementation are supported by private sector.					
3.5	The extent to which the budget is covered by internal income					
4	Resource Availability					
4.1	Timely availability of human resources for implementing the plan					
4.2	Timely availability of financial resources for implementing the plan					
4.3	Timely availability of material resources for implementing the plan					
5	Monitoring					
5.1	The extent to which monitoring verify that the funds that are allocated are used for the intended purpose under the plan,					
5.2	The extent to which monitoring supports to understand the reasons that lead to successes and failures of the plan					
5.3	The extent to which the result of monitoring used for future.					
6	Achievement					
6.1	The extent to which the implementation of the educational plan meets the purpose of education.					
6.2	The extent to which the quality of teaching and learning are improved					
6.3	The extent to which access to education is improved					
6.4	The extent to which local issues of education are addressed					
6.5	The extent to which some of the financial burden are shifted to the community organizations, and parents.					
6.6	The extent to which problems of wastage and mismanagement of resources are alleviated					
6.7	The extent to which participation of ordinary people in the planning and development process was facilitated					

Direction II: Please you are kindly requested to write your response to the following open ended questions.

1. Does the school has guide line to implement the educational plan? What are the contents of this guide lines?
-

C. Plan Evaluation

Direction I: The following items are key issues to be considered in education plan evaluation. In your opinion to what extent the issues are addressed in educational plan evaluation at school level. (Very poor=1, poor=2, medium=3, good=4, very good=5)

No	Items	Rating scale				
		1	2	3	4	5
1	The relevance of the educational plan evaluation in the school					
2	The credibility of the educational plan evaluation in the school.					
3	The extent to which the achievements in terms of reaching stated objectives and targets are evaluated.					
4	The extent to which the achievements in terms producing expected outcomes and impact on priority groups are evaluated.					
5	The extent to which the cost effectiveness of the plan is evaluated.					
6	The extent to which plan evaluation is timely.					
7	The extent to which of plan evaluation system is efficient.					
8	The extent to which result of the evaluation is used to improve the planning.					

Direction II: Please you are kindly requested to write your response to the following open ended questions.

1. What are the measures taken based on the evaluation result?
-

PART III

Direction I: The major problems that are assumed to be faced in plan formulation, implementation and evaluation in decentralized system are listed below. Thus, based on the current practical observation, indicate the degree of seriousness of the problems in the system. (1=highly serious, 2=serious, 3=some what serious, 4=observed but not serious, 5=not observed at all).

No	Problems	Degree of seriousness				
		1	2	3	4	5
1	Lack of trained personnel in educational planning					
2	Less than optimal utilization of human resources					
3	Absence of guide lines for plan formulation, implementation and evaluation.					
4	Absence of clear educational direction.					
5	Lack of legislation and supporting decrees					
6	Shortage of financial resource					
7	Lack of effective integration of budget and plan					
8	Late disbursements of budget by central agencies					
9	Less than optimal utilization material resources					
10	Lack of adequate information and data for planning.					
11	Lack of formalized communication processes between different levels of administrative structures, both upstream and downstream					
12	Lack of participation of communities					

Direction II: Please you are kindly requested to write your response to the following open ended questions.

1. In addition to the identified problems, please write if you think of any other problems of educational plan formulation, implementation and evaluation.

2. For the above problems of educational plan formulation, implementation and evaluation, please write some of the solution

Annex D

Group Discussion

TO BE ANSWERED BY COMMUNITY REPRESENTATIVES AT SCHOOL LEVEL.

1. To what extent have you involved in planning education activities at the woreda level?
2. To what extent have you involved in planning, implementation and evaluation at the school level?
3. Do they participate in school management?
4. Do they have right to get information regarding schools, projects and budget?
5. Do they participate or contribute to any school project? In what form?
6. Improvement observed in education sector after decentralization?
7. Any other issue

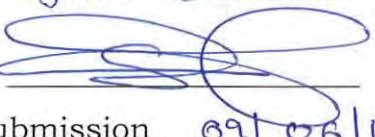
TO BE ANSWERED BY REGIONAL AND WOREDA EDUCATION OFFICIALS AND EXPERTS AND REGIONAL FINANCE AND ECONOMIC DEVELOPMENT BUREAU EXPERTS

Interview

1. What is the role of your bureaus in educational planning?
2. Are there legal grounds for decentralized educational planning?
3. How was the relation of different administrative tiers in plan formulation, implementation and evaluation?
4. How is each steps of educational planning implemented?
5. How was the resources allocated for education sector?
6. What improvement in education sector do you observed after decentralization?

Declaration

I, the undersigned, declare that this thesis is my original work, and that all sources of materials used from this thesis have been duly acknowledged.

Name Seyoum Bekele
Signature 
Date of Submission 09/06/11